ARTF External Review 2012

World Bank Management Response

An external review of the ARTF was initiated by donors in February 2012 to “assess the strategic positioning of the ARTF in the context of the changing needs that the Afghan transition implies”. The Review “ARTF at a Cross-Roads: History and the Future” was financed by AusAID. Initial review findings were discussed with donors at the ARTF Quarterly Steering Committee Meeting on June 25, 2012, the draft report was shared with the Strategy Group for their input in September 2012, and the final report was circulated on October 1, 2012. The World Bank (WB) appreciates and agrees with the main conclusion of the review; that ARTF remains “fit for purpose” and stands as a best-practice trust fund: “The ARTF remains the vehicle of choice for pooled funding, with low overhead/transaction costs, excellent transparency and high accountability, and provides a well-functioning arena for policy debate and consensus creation”. The WB welcomes the review and sees its findings and recommendations as helpful input to a continued fruitful engagement with government and donors on further strengthening the ARTF, including its role in the implementation of the Tokyo Mutual Accountability Framework (TMAF). The WB’s response to the recommendations and follow-up actions are provided below and structured around three thematic areas and detailed in Attachment A.

1. Communication Strategy and Results Reporting: This area comes out strongly in the report. The WB recognizes the need to strengthen its communication in particular on results, and will pursue the following actions:

   i. Prepare a Results Reporting Strategy, which will define the parameters for reporting on results in the coming years to track outcomes and impacts, including an aggregate results framework tracking key indicators under the investment portfolio;
   
   ii. Identify the mechanisms for reporting and the key variables to track and report on; i.e. gender, employment etc.;
   
   iii. Implement a broader communications effort that will support Government, donors, and beneficiaries having access to the needed information on ARTF through the use of helpful and efficient communication tools, including a dedicated website for ARTF, briefing materials etc.

Timeline: A Results Reporting Strategy, including an aggregate results matrix, will be shared with the Strategy Group for discussion by December 2012, while more detail on the broader communication approach will be put forward for by March 2013. The new external ARTF website is expected to be in place by April 2013.

2. Facility for Research and Development: The Review suggests that an innovation fund should be established. The WB agrees on the need for strengthened analysis and research. The WB proposes that four complementary avenues will help ensure an increased focus on knowledge generation:

   i. ARTF Project Preparation Grants: Projects will be strongly encouraged to include funds for project- or sector-focused analytical work to inform the design of a new activity;
   
   ii. ARTF Facility for Research and Development: A new mechanism will be established within the ARTF to finance in-depth area studies, and other analytical work that would serve to inform the ARTF more broadly speaking to ensure innovation, informing strategic approaches and a strong focus on results;
   
   iii. WB Analytical Work: The WB would continue its own analytical work, which would complement the work carried out under ARTF and would be made available to donors. This work would be financed with WB and bilateral donor resources. An example of this is the analysis carried out on Transition Economics and Resource Corridors with financing from the AusAID-funded Service Delivery Trust Fund\(^1\) that has informed the general policy dialogue in Kabul. The WB would look at lessons learned

\(^1\) Please note, the Service Delivery Trust Fund is a multi-donor trust fund open to contributions from all donors.
from this work to put together a detailed proposal for an ARTF Facility for Research and Development;

iv. Piloting Impact Evaluation in select projects: While it would be important to develop Afghan expertise on research and impact analysis, a key priority would be to produce strong data and innovative analysis. The WB supports the importance of producing outcome and impact level data, however, the cost and difficulty of producing such data in a challenging environment should be recognized and a cost-benefit balance approach would be followed by a targeting a few sectors and projects.

**Timeline:** A detailed proposal for the new ARTF Facility for Research and Development will be developed and shared with the Strategy Group by February 2013 and put forward for endorsement by the Steering Committee by April 2013, while the guidelines governing Project Preparation Grants will be tweaked.

### 3. Future Priorities and Opportunities

Several recommendations coming out of the Review inform future priorities and opportunities. The WB suggests focusing efforts on the following areas, which in accordance with different time lines would inform and change the Financing Strategy and the modalities for implementation:

**Short- to medium-term:**

i. **Support to TMAF:** This Framework recognizes that ARTF is one of the mechanisms for meeting the commitments made at the Tokyo Conference in July 2012. The WB will work with Government and donors to build synergies between TMAF actions and incentives and ARTF financing, and establish linkages where possible.

ii. **Sub-National platform:** The Review argues that Transition provides opportunities for strengthening sub-national governance by putting in place funding for operations and maintenance (O&M) to generate local economic benefits and ensure assets are properly maintained. The WB proposes a programmatic effort under the heading of the “Sub-National Platform”, which will include: (i) A mechanism for O&M financing; (ii) Provincial Development through individual investment projects (previously referred to as provincial budgeting); (iii) Norm-Based Budgeting through the Incentive Program; and (iv) Capacity building through the Capacity Building for Results Program (CBR) as well as complementary activities led by other donors. While these activities are conceptually distinct, they are interrelated in terms of supporting the development of a provincial budgeting framework and improving the management of O&M in provinces. A concept note will be shared with the Strategy Group for discussion of the detailed proposal. **Timeline:** The Sub-National Platform proposal, including a more detailed O&M concept note, is ready for discussion with the Strategy Group. The WB is hoping to have agreement of the O&M proposal in time to implement a pilot already in 1392, starting December 21, 2012.

iii. **Gender:** A gender stocktaking of the ARTF portfolio is ongoing. The results will form a baseline for further work and inform future priorities. A Gender Working Group (GWG) will be established, under the Strategy Group, consisting of interested donors with necessary capacity on the ground, drawing on the knowledge of donors to strengthen ARTF’s focus on gender, both operationally and on monitoring and reporting. The WB is hiring an additional gender specialist, who is expected to be in place by January 2013. **Timeline:** While the GWG will be established immediately, the gender stocktaking is expected to be finalized by end-December 2012.

iv. **Phase I: NPP Mapping and Programmatic/Sector Approaches:** A long ongoing discussion has taken place within the framework of the ARTF on the need for strong alignment with the National Priority Programs (NPPs). The Review reinforces this recommendation as it argues that the linkages with the NPPs require strengthening for increased government ownership of ARTF resources. Following agreement between MoF and the international community on the methodology for mapping the alignment of programs and projects to the NPPs, the WB will undertake a NPP mapping exercise to
inform a stronger alignment. **Timeline:** The NPP mapping exercise will depend on the timing of the government guidelines on NPP alignment.

**Medium- to long-term:**

i. **Phase II: NPP Mapping and Programmatic/Sector Approaches:** A recommendation of the Review is for the ARTF to move towards program funding based on sectors and NPPs. The WB agrees that programmatic approaches should be a future objective, though it should be based on realistic analysis of available capacities in the sector and risk willingness of donors. As a first step, upstream analysis will be undertaken on a rolling basis to determine sector priorities to be financed by ARTF. These will feed into and inform the Financing Strategy. An increasingly detailed discussion at the sector level would with time build consensus and flexibility in program execution and thereby the ARTF would slowly more towards a sector approach for fund allocation in support of the NPPs and increased government ownership of ARTF resources. **Timeline:** A move to programmatic approaches has to be opportunistic, based on solid and realistic analysis of capacity. The exact timing is therefore subject to further analysis.

ii. **Roles and Responsibilities:** The Review recommends that certain responsibilities can be moved from the Administrator to the Government and to donors. To inform such decisions the WB proposes a mapping of current roles and responsibilities under ARTF. Also, Ministry of Finance will be asked to submit a specific proposal for transfer of key responsibilities for discussion with the WB and donors. While the transfer of core functions performed under the trust fund are important to inform a sustainable exit strategy for the ARTF, the WB anticipates that this process will take several years to implement and will be realized subject to careful analysis of available capacity and fiduciary risk. **Timeline:** A mapping exercise will be initiated during the Spring 2013. This will inform further analysis and discussion with Government and donors on the potential transfer of responsibilities.

iii. **Potential reallocation of funds:** The issues raised above will inform potential revisions to the Financing Strategy. The WB will engage with MoF and donors to agree on reallocations and revisions to the Financing Strategy during the normal annual review of the Financing Strategy, carried out by the Strategy Group and endorsed by the Steering Committee. It should be noted that the Financing Strategy is not fixed, but is rather a flexible tool that can be revised in response to shifts in priorities and a changing context. **Timeline:** This action occurs annually and will continue in the coming years.

iv. **The WB’s internal capacity for delivering the program:** The WB will, as new actions are agreed, consider how best to ensure that the necessary internal capacity is in place. The procurement and financial management teams have already been further strengthened. The education, energy, agriculture and urban teams are being significantly strengthened by adding national and international staff, and the WB is hiring another gender specialist to work across the portfolio. Further capacity will also be added on results monitoring and communication. The WB also recognizes the value of collaboration with technical specialists made available by donors. **Timeline:** WB capacity will have to be continuously assessed. Any further expansion of staffing will be subject to the security situation, which is being continuously reviewed by the WB.

**Process:** The Management Response will be presented to and discussed with the ARTF Strategy Group. Following this consultation the Steering Committee will be asked to endorse the three thematic themes identified for further action. The three thematic themes will then be developed further and more specific and detailed proposals will be shared and discussed with the Strategy Group. The three areas will proceed at different paces according to short-, medium- and long-term priorities and the Administrator will keep the Steering Committee informed of progress on development and implementation.
## Attachment A – Response and Actions

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| 1           | The ARTF should develop a comprehensive results/M&E strategy, defining which variables on which projects that are to be tracked how far out the results chain how often, focusing on the core dimensions. As part of this strategy: | The WB recognizes the need to strengthen its communication in particular on results.           | The WB will pursue the following actions:  
i. Prepare a Results Reporting Strategy, which will define the parameters for reporting on results in the coming years to track outcomes and impacts, including an aggregate results framework tracking key indicators under the investment portfolio;  
ii. Identify the mechanisms for reporting and the key variables to track and report on; i.e. gender, employment etc.;  
iii. Implement a broader communications effort that will support Government, donors, and beneficiaries having access to the needed information on ARTF through the use of helpful and efficient communication tools, including a dedicated website for ARTF, briefing materials etc.  
**Timeline:** A Results Reporting Strategy, including an aggregate results matrix, will be shared with the Strategy Group for discussion by December 2012, while more detail on the broader communication approach will be put forward by March 2013. The new external ARTF website is expected to be in place by April 2013. |
| 1A          | • Identify key variables across projects to systematically collect (labor, gender,). | The WB agrees to this recommendation.                                                           | See action under issue #1.  
On gender in particular: A gender stocktaking of the ARTF portfolio is ongoing. The results will form a baseline for further work and inform future priorities. A Gender Working Group (GWG) will be established, under the Strategy Group, consisting of interested donors with necessary capacity on the ground, drawing on the knowledge of donors to strengthen ARTF’s focus on gender, both operationally and on monitoring and reporting. The WB is hiring an additional gender specialist, who is expected to be in place by January 2013.  
**Timeline:** While the GWG will be established immediately, the gender stocktaking is expected to be finalized by end-December 2012. |
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| • Fund in-depth and area studies on key issues like gender, security..., to record what are documentable changes in longer-term results: attitudes, behavior, group dynamics. | The WB agrees on the need for strengthened analysis and research. | The WB proposes that four complementary avenues will help ensure an increased focus on knowledge generation:  
   i. ARTF Project Preparation Grants: Projects will be strongly encouraged to include funds for project- or sector-focused analytical work to inform the design of a new activity;  
   ii. ARTF Facility for Research and Development: A new mechanism will be established within the ARTF to finance in-depth area studies, and other analytical work that would serve to inform the ARTF more broadly speaking to ensure innovation, informing strategic approaches and a strong focus on results;  
   iii. WB Analytical Work: The WB would continue its own analytical work, which would complement the work carried out under ARTF and would be made available to donors. This work would be financed with WB and bilateral donor resources. An example of this is the analysis carried out on Transition Economics and Resource Corridors with financing from the AusAID-funded Service Delivery Trust Fund that has informed the general policy dialogue in Kabul. The WB would look at lessons learned from this work to put together a detailed proposal for an ARTF Facility for Research and Development;  
   iv. Piloting Impact Evaluation in select projects: While it would be important to develop Afghan expertise on research and impact analysis, a key priority would be to produce strong data and innovative analysis. The WB supports the importance of producing outcome and impact level data, however, the cost and difficulty of producing such data in a challenging environment should be recognized and a cost-benefit balance approach would be followed by targeting a few sectors and projects.  
**Timeline:** A detailed proposal for the new ARTF Facility for Research and Development will be developed and shared with the Strategy Group by February 2013 and put forward for endorsement by the Steering Committee by April 2013. | | |
|   | See response to issue #1B. | See action under issue #1B. |
| **1C** | **1D** |   |
| • Encourage national/ international knowledge centers to use ARTF results data for more careful studies. | The WB agrees to the importance of paying special attention to the tracking of key areas. Expectations should be managed carefully though as data take time to show changes and it may therefore be difficult to track if certain areas and gains are under pressure on a year-to-year basis. | See action under issue #1 and #1B. |
|   |   |   |
| **2** | The ARTF should establish a clearer own identify/visibility with a communications | The WB recognizes the need to strengthen its communication and | The WB will implement a broader communications effort that will support Government, donors, and beneficiaries having access to the needed information on ARTF through the use |
|   |   |   |   |

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| 3 | **Data important for improved decision making such as unit costs, operations and maintenance ratios (such as standardized O&M costs per km road built) should be generated and made easily available, to enable benchmarking, promote competitive tendering, local monitoring of resource use (anti-corruption), etc.** | While the WB agrees that such data would be helpful, this is an ambitious recommendation considering that such data is often not even readily available in well-developed countries. The proposal for increased support on O&M would aim to increase transparency regarding O&M spending and increase the capacity to manage O&M (increasing the capacity of projecting O&M costs would be part of this activity). | See action under issue #6. |
### Attachment A – Response and Actions

| 4 | The ARTF should consider supporting the development of a realistic capacity development strategy for core parts of the public sector at national, province and district levels that identify how the ARTF’s CBR and the Incentive Program can best contribute to more sustainable public sector delivery capacities. | While the WB agrees that there is a need for capacity development of the public sector, it does not find that this is neither a new nor separate activity to work that is already ongoing under ARTF and other mechanisms. The Government’s proposed NPP on Efficient and Effective Government proposes the development of such a strategy. At the moment, however, given the challenges and uncertainties of Transition, it is challenging to define such a strategy. It might therefore be preferable to adopt a temporary “good enough” approach. Main gaps and critical constraints have already been identified and the ARTF-funded Capacity Building for Results Facility (CBR) program attempts to address these in a selective and sequenced approach. CBR helps government begin to develop a civil service that is institutionally sustainable and reduce reliance on externally funded staff to build government’s ability to deliver services. | The WB will continue supporting the development of the NPP on Efficient and Effective Government and will work through CBR to support the development of a sustainable civil service. **Timeline:** Ongoing effort. |

| Future Options | 5 | The Transition phase for the ARTF is likely to mean a period of increased uncertainty, reduced implementation options, uneven political will and capacity to implement across the country and sectors, and thus a period where economic returns to activities will be lower. The ARTF should thus focus on defending the gains achieved by concentrating on the activities/sectors that are the more successful ones – PFM, social sectors, and rural development – and for the time being scale back ambitions regarding expanding into new areas. The WB agrees to the importance of defending the gains and notes that the ARTF is not the only financing mechanism in Afghanistan and as such it should not attempt to take on all priority areas and all sectors. The WB also agrees that the ARTF should continue supporting and focus its efforts on successful sectors and projects, rather than venture into new sectors. At the same time, however, the WB also sees a need to continue the | The WB will engage with MoF and donors to agree on reallocations and revisions to the Financing Strategy during the normal annual review of the Financing Strategy, carried out by the Strategy Group and endorsed by the Steering Committee. It should be noted that the Financing Strategy is not fixed, but is rather a flexible tool that can be revised in response to shifts in priorities and a changing context. **Timeline:** This action occurs annually and will continue in the coming years. |
| 6 | The Transition phase may last longer than currently expected, for which the ARTF partners should be prepared. It may also provide opportunities, however. One in particular is strengthening sub-national governance and capacities by focusing on operations and maintenance (O&M) tasks, which generally are easier to carry out, for which there is more local capacity, and which may generate more immediate local economic benefits and be geographically more equitably distributed. | The WB agrees that sub-national governance and O&M are very important areas in need of support. | The WB proposes a programmatic effort under the heading of the “Sub-National Platform”, which will include: (i) A mechanism for O&M financing; (ii) Provincial Development through individual investment projects (previously referred to as provincial budgeting); (iii) Norm-Based Budgeting through the Incentive Program; and (iv) Capacity building through the Capacity Building for Results Program (CBR) as well as complementary activities led by other donors. While these activities are conceptually distinct, they are interrelated in terms of supporting the development of a provincial budgeting framework and improving the management of O&M in provinces. A concept note will be shared with the Strategy Group for discussion of the detailed proposal. **Timeline:** The Sub-National Platform proposal, including a more detailed O&M concept note, is ready for discussion with the Strategy Group. The WB is hoping to have agreement of the O&M proposal in time to implement a pilot already in 1392, starting December 21, 2012. |
| 7 | The expected reduction in donor presence on the ground, the pressures to make donor funding better aligned with national priorities and on-budget means funding through the ARTF is expected to double to about USD 1 billion/year. This provides an opportunity to re-think the structure of ARTF funding in connection with the next revision of the Financing Strategy. | The WB agrees that the Financing Strategy should be continuously revised to respond to shifting priorities and a changing context. | See action under issue #6. |
| 8 | In light of the above, a strong suggestion is to increase O&M expenditures considerably. This will require elaborating a O&M disbursement strategy to balance funding through national versus sub-national government; which assets are to be included and which cannot be addressed (based on the decisions of the Transition Coordination Commission); how to program, contract, monitor and quality assure O&M activities at different levels and across the key sectors, etc. | See response to issue #6. | See action under issue #6. |
| 9 | The ARTF should make resources more flexibly available in those sectors that have capacities in place, such as education where several projects | The WB agrees that programmatic approaches should be a future objective, though it should be based on | As a first step, upstream analysis will be undertaken on a rolling basis to determine sector priorities to be financed by ARTF. These will feed into and inform the Financing Strategy. An increasingly detailed discussion at the sector level would with time build consensus and |
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| 9 | **already exist.** While the move to SWAps needs to be realistic, the ARTF should have this as an objective and agree with GIRoA how to structure and pace this move from project financing to program (sector, NPP) funding. **realistic analysis of available capacities in the sector and risk willingness of donors.** **flexibility in program execution and thereby the ARTF would slowly more towards a sector approach for fund allocation in support of the NPPs and increased government ownership of ARTF resources.**  
**Timeline:** A move to programmatic approaches has to be opportunistic, based on solid and realistic analysis of capacity. The exact timing is therefore subject to further analysis. |
| 10 | **In general the support to improve public finance management, including through strengthening a more coherent, comprehensive and quality budget structure and process, remains a key task.** Further structural reforms and a more solid fiscal framework that covers an increasing share of donor funding is important for the move towards more GIRoA leadership on programming and priority setting.  
**The WB agrees that public financial management (PFM) remains a key area in need of further support. PFM reforms have received abundant, well-coordinated donor support in all areas of the budget cycle. Encouragement from both the WB and the IMF has led to a government commitment to fiscal discipline and fiscal transparency and thus an annual budget process that is transparent, orderly and highly comprehensive, including all revenue and expenditures under the responsibility of government.**  
**The ARTF already provides strong support for the development of government’s PFM capacity through the Public Financial Management Project II.** Given the advances in fiscal planning and budget formulation brought about with the support of DFID and USAID, a process that supports alignment of the budget with policy and provides a forum for prioritization is already in place. As such GIRoA’s leadership of programming and priority setting will follow not so much from more structure reforms but might require donors to put more funds on budget.  
**Timeline:** Ongoing effort. |
| 11 | **The results from the NSP Impact Evaluation regarding economic, governance, gender etc results should inform a critical debate on the organization and objectives for community-driven development, looking in particular at the current funding model for CDCs, their learning and interaction structures as against similar programs in the region, as the current CDC model may not be sustainable.**  
**The WB agrees that the sustainability of NSP is a critical issue that warrants further attention and discussion.**  
**Several initiatives have already been put in place to inform this discussion: (i) Several ongoing AUSaid-funded studies are currently exploring sustainability, implemtational arrangements and sub-national governance issues related to CDCs’ future development; (ii) Sustaining gender outcomes in the long run is part of the general Gender Stocktaking exercise currently ongoing, which covers the whole portfolio; (iii) A report on the second follow up impact evaluation survey is expected to be ready in early 2013. Results from the survey will be used to inform a debate on the scope and objectives of the future NSP program; (iv) Lessons learned are coming out of the impact evaluation of the clustering of CDC; and two bilaterally funded studies on impact of NSP on Gender, and on IDP/Refugee returnees are ongoing.**  
**Timeline:** Results from the various studies are expected to come in during the first 6 months of 2013 and subsequently consultations will be held with both Government and donors. An NSP Mid-Term Review will be initiated based on the findings of the studies. |
| 12 | **As the ARTF increases in size, takes on more complex issues (sub-national governance, and O&M), and faces more uncertainty, the demands on management and technical staffing is seen to increase. ARTF should consider various burden-sharing options:**  
**The WB agrees that its internal capacity for delivering the program is critical.**  
**The WB proposes a mapping of current roles and responsibilities under ARTF. Also, Ministry of Finance will be asked to submit a specific proposal for transfer of key responsibilities for discussion with the WB and donors. While the transfer of core functions performed under the trust fund are important to inform a sustainable exit strategy for the ARTF, the WB anticipates that this process will take several years to implement and will be realized subject to careful analysis of available capacity and fiduciary risk.**  
**Timeline:** A mapping exercise will be initiated during the Spring 2013. This will inform further analysis and discussion with Government and donors on the potential transfer of responsibilities. |
## Attachment A – Response and Actions

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<th>Number</th>
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<td>12A</td>
<td>Donors and GiRoA have all expressed a desire and willingness to take on more of the policy analysis and decision making responsibilities, but actors need to document actual capacities they will make available.</td>
<td>The WB agrees to look at roles and responsibilities under ARTF.</td>
<td>The WB proposes a mapping of current roles and responsibilities under ARTF. Also, Ministry of Finance will be asked to submit a specific proposal for transfer of key responsibilities for discussion with the WB and donors. While the transfer of core functions performed under the trust fund are important to inform a sustainable exit strategy for the ARTF, the WB anticipates that this process will take several years to implement and will be realized subject to careful analysis of available capacity and fiduciary risk. <strong>Timeline:</strong> A mapping exercise will be initiated during the Spring 2013. This will inform further analysis and discussion with Government and donors on the potential transfer of responsibilities.</td>
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<td>Much of the quality assurance (QA) and monitoring and evaluation (M&amp;E) tasks can be contracted out, with particular attention to using and building national skills as a means of strengthening domestic accountability.</td>
<td>The WB finds that this is an interesting proposal which will be further explored.</td>
<td>A lot has already been done within this area with the hiring of the ARTF Supervisory Agent in August 2011. This program has continued to expand and is delivering good results feeding into the dialogue between the WB and the implementing ministries and improving the quality of the infrastructure funded under key projects. See action under issue #1.</td>
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<td>A general fund for innovation, piloting, QA and M&amp;E work can be set up since the increased uncertainty and probable greater activity level at sub-national levels will create a need for much more diversified and new approaches to tracking performance and generating actionable information. Such a fund could be divided into different task streams, with different donors assuming the technical/results responsibilities for the activities contracted, leaving the Bank with a more limited set of responsibilities.</td>
<td>The WB agrees on the need for strengthened analysis and research.</td>
<td>See action under issue #18.</td>
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<td>The national authorities want to put in place a program of transferring tasks and responsibilities from the ARTF to national actors. This could include simplification of procedures, more use of ex post verification rather than ex ante approvals, more flexibility on contracting and hiring, etc. However, such</td>
<td>The WB agrees to look at roles and responsibilities under ARTF.</td>
<td>See action under issue #12A.</td>
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<td>shifts in responsibilities need to be based on contractual agreements with performance criteria that should include dimensions like fight against corruption and in general improved human rights and governance performance.</td>
<td>The ARTF partners will need to assess the overall staffing needs, and how the various tasks can be allocated. At the end of the day, however, the World Bank will probably need to increase its field presence. While this will pose problems in terms of recruitment, infrastructure and security arrangements, this staffing increase will almost certainly be unavoidable, and operational solutions must simply be designed.</td>
<td>The WB agrees that its internal capacity for delivering the program is critical.</td>
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