

EVALUATION FRAMEWORK AND DESIGN MATRIX

A. EVALUATION APPROACH FRAMEWORK

PDMC SITUATION AND GOVERNMENT'S STRATEGY	ADB's ANALYSIS AND PROGRAM	EVALUATION FOCUS	Information Source and Analysis
COUNTRY CONTEXT ↓	COUNTRY CONTEXT ↓	Summary of country performance, economic structure, public sector role, private sector growth, welfare performance, trends, key policy issues, trends, fiscal situation, government plans and policies, political economy influences, bi-lateral partner links	Review and analysis of country context, national accounts, structural changes, HIES, MDGs and other economic and social indicators 1998 to 2008
GOVERNMENT'S REFORM AND DEVELOPMENT PLAN ↓	STRATEGIC ASSESSMENT OF ADB SUPPORT FOR REFORMS ↓	Summary of key country development constraints, causes, Government response and policy	Review of CPS background reports and country assessments, ADO, WB, IMF, other research institute reports, summarize assessments of constraints and policy priorities, changes over time (late 1990s to 2008)
GOVERNMENT REFORM PROGRAM ↓	DEVELOPMENT EFFECTIVENESS OF ADB FINANCED REFORMS AND TAs ↑	Strategic relevance of ADB's strategic support program for reforms, consistency with Government's MTDP, synergies with other development partner support, including selectivity, sequencing, continuity	Review Government's policies, strategies and plans over time and identify key factors that have influenced Government policy implementation including political economy of reforms and ADB's strategic response Review and analysis of ADB CPSs for reform support, CPS implementation for public reform support during the study period country portfolio, contribution of ETSW and related TA, adequacy of policy dialogue, perception survey of ADB, interviews with EA's, RM staff, ADB program and project staff, harmonization with other partner agency and
		Relevance of loan, TA to Government's reform and development program, consistency with reform agenda, suitability of design Effectiveness and contributions to Government's reform and development goals, key outputs and outcomes	Loan assessments: review of related sector work, consistency with government sector reforms and plans, relevance and effectiveness of reform agenda for each program loan, relevance of reform design, progress against DMF and results framework, analysis of political economy of reforms, perception surveys, review of other development partner program and coordination, TA evaluations
		Efficiency of loan resource use, efficiency of loan and TA and approach to meeting needs, practices, complementarity and synergies with other development partners, progress and factors affecting reform implementation	Operations performance: PPRs, MTRs, PRCs, PPERs, TCRs; interviews with stakeholders, EAs, IAs, project officers, consultants, beneficiaries
		Impact of outcomes on country and sector development, contributions to progressing government reform agenda	Assess ADB's overall contribution to development results and factors and forward risks affecting sustainability
		Sustainability of reforms, TA and risks to sustainability	

B. Results Framework for Public Sector Reform				
Context and Key Constraints	Desired Outcomes and Impacts	ADB Strategies and Inputs	Other Donor funding Agency Inputs (bilateral and multilateral)	Evaluation of Outcomes – <i>was ADB support relevant and feasible?</i> ¹⁴
<p>Stagnant growth, with rising poverty; vulnerable economies; larger Melanesian countries low human development indicators.</p> <p>Domination of public sector crowds out private sector.</p> <p>Inefficient public sector with weak institutional capacity.</p> <p>Atoll countries dispersed over vast ocean, limited resource base, low levels of productivity, small domestic markets, limited access to export markets limits opportunities and constrains private sector growth.</p> <p>Several countries dependent on aid flows and remittances.</p> <p>Fiscal crisis in many countries.</p>	<p>Macro economic stability</p> <p>Higher, sustainable growth.</p> <p>Improved social welfare</p>	<p>Regional strategy for Pacific - help create environment that would lead to improved productivity, increase private sector development and sustained growth.</p> <p>Strategy emphasized need for public sector reform – downsizing, efficiency.</p> <p>Get better policies in place at macro and sector levels.; need for fiscal balance and sustainability</p> <p>11 Reform program loans provided to 9 countries, with attached grant technical assistance. Key features: Public sector reform – downsizing; financial management Private sector development. Some separate subregional initiatives – e.g. air transportation; shipping.</p>	<p>The USA provided ongoing assistance to FSM and RMI through both the Compact of Association and through regular Federal programs.</p> <p>Australia provides technical assistance and project grants to several Pacific Island countries</p> <p>Japan provides infrastructure assistance to several Pacific Island countries</p> <p>NZ provides assistance to the Cook Islands</p>	<p>Was the overall reform agenda relevant? Was ADB's support relevant Was something missed? Was prioritization and sequencing correct?</p> <p>Were program loan designs feasible, and was support feasible technically, institutionally, politically</p> <p>Did reform assistance meet PDMC and bi-lateral partner expectations</p> <p>What was the degree of local ownership and commitment?</p>

¹⁴ See questions in Evaluation Design Matrix.

C. Evaluation Design Matrix			
Reform Steps and Issues	Questions	Required Information and Sources	Methodology and Analysis
A. General			
ADB Reform Program Loan and TA Portfolio in the Pacific	<p>How many reform program loans has ADB provided in the Pacific?</p> <p>What technical assistance has been provided, both prior to and including design, and implementation?</p> <p>What are the key characteristics of the loans and reform programs?</p>	<p>ADB data on loans and TAs</p> <p>RRPs, PCRs TCRs.</p>	<p>Simple statistical presentation covering all loans and TAs.</p> <p>Analysis of loan and program objectives and components.</p>
Pacific Context	<p>What were the key economic trends and conditions in the PDMCs?</p> <p>What were the key priority development needs of the PDMCs?</p> <p>What was the quality of ADB's economic and sector work and policy dialogue, and how did it feed into the design of country strategies and programs?</p> <p>Did ADB strategies and programs address relevant and priority needs? Was, selectivity, sequencing and continuity correct?</p> <p>Was there complementarity of activities with other donors.</p> <p>What was ADB's and other donors' share of development expenditure?</p>	<p>PIERs, other economic reports. Strategies and country programs.</p> <p>Other donor programs</p>	<p>Economic and statistical analysis of trends</p> <p>Analysis of constraints, context and needs.</p> <p>Analysis of strategies and programs</p>

C. Evaluation Design Matrix			
Reform Steps and Issues	Questions	Required Information and Sources	Methodology and Analysis
B. Political Economy of Reforms			
Getting reform issues on the agenda	<p>What were the key issues and concerns that led to reform becoming part of Government's reform agenda?</p> <p>Was the reform part of a regular reform process or in response to a crisis?</p> <p>What was the major rationale/purpose of the reform program?</p> <p>Was the ADB program loan opportunistic?</p> <p>Ownership of the reform process - was the original impetus from Government or from ADB? (i.e. was the reform program internally driven?)</p> <p>To what extent did Government develop details of the reform program, and how much was developed by ADB and/or consultants?</p> <p>Who drafted the DPL and Reform Matrix?</p>	<p>RRPs, PCRs, TCRs. CSPs and ADB Pacific Strategy. BTORs of loan processing and supervision missions. University of the South Pacific, University PNG, Pacific Economic missions. Economic Reports - ADB Pacific Series, AusAID. Political Economy articles – e.g. ANU, University Bulletin, Institute of National Affairs PNG.</p> <p>Key informants – notably DMC officials and Ministers involved during reform program design and loan processing; ADB staff involved in processing and administration.</p>	<p>Desk review</p> <p>Desk review</p> <p>Desk research and review</p> <p>Interviews in the field and in HQ.</p>
Managing Reform Complexity - stakeholders, trade-offs, institutional capacity	<p>How participatory was the design process?</p> <p>What consultative processes were followed? Any institutionalized mechanisms?</p> <p>Were other political parties</p>	<p>RRPs, PCRs, TCRs.</p> <p>BTORs of loan processing missions and supervision missions.</p>	<p>Desk review</p> <p>Desk review</p>

C. Evaluation Design Matrix

Reform Steps and Issues	Questions	Required Information and Sources	Methodology and Analysis
	involved or consulted? Was the public engaged through forums such as a national summit? What information campaigns or processes? How stable was the Government? (coalition?) Did the Government change during design or implementation and did this affect the reform process? Was the reform design changed during implementation as a result of Government changes, consultations, or public concern?	Key informants – notably DMC officials and Ministers involved during reform program design and loan processing; ADB staff involved in processing and administration.	Interviews in the field and in HQ.
Reforms Achieved – reform acceptance and endorsement	Was the main program objective achieved (e.g. fiscal stabilization; reduction in expenditure; downsizing public sector) and supported by the public? What legislation was enacted? What other specific reform steps achieved? Was obstructionism a key concern (from vested interests, affected public servants, or others)?	RRP, PCR, TCR, PPER (4 loans) Key informants – including DMC officials and Ministers involved during reform program design and loan processing, and implementation; ADB staff involved in processing and administration. Donor funding	Desk and field review Interviews in the field and in HQ.

C. Evaluation Design Matrix			
Reform Steps and Issues	Questions	Required Information and Sources	Methodology and Analysis
Institutional Capacity Issues	<p>How strong/weak was Government institutional capacity? Was government institutional strengthening required to help implement reforms?</p> <p>Were reforms appropriate or did design by external expertise increase capacity gap and thus increase dependence on foreign expertise?</p> <p>Was leadership strong (political and public service)? Was any capacity building provided to politicians or the public?</p> <p>What was the involvement of institutions such as the Auditor General, Public Accounts Committee, etc?</p>	<p>officials.</p> <p>RRPs, PCRs, TCRs, PPERs (4 loans)</p> <p>Key informants – including DMC officials and Ministers involved during reform program design and loan processing, and implementation; ADB staff involved in processing and administration. Donor funding officials.</p>	<p>Desk and field review</p> <p>Interviews in the field and in HQ.</p>
Reform Sustainability Issues	<p>Commitment to reform – continued or waning?</p> <p>Capacity constraints?</p> <p>Dependency on foreign expertise?</p> <p>Weak law enforcement?</p>	<p>Key informants – including DMC officials and Ministers involved during reform program design and loan processing, and implementation; ADB staff involved in processing and administration. Donor funding officials.</p> <p>RRPs, PCRs, TCRs, PPERs (4 loans)</p>	<p>Interviews</p> <p>Desk and field review</p>
C. Other Concerns			
Immediate Gains v Losses	Were any immediate gains	RRPs, PCRs, TCRs, PPERs (4	Desk and field review

C. Evaluation Design Matrix			
Reform Steps and Issues	Questions	Required Information and Sources	Methodology and Analysis
(negative impacts)	identified to help support reformers and reform process? Did reform programs conducted under crisis situations have only immediate costs or losses (e.g. retrenchment)?	loans)	
Decision Making process – governance assessment; cultural/traditional issues and constraints	To what extent was public sector governance and decision making assessed at program design? Was account taken of traditional values that could be a constraint to reform, or to the adoption of different/western public service standards?	RRPs, PCRs, TCRs, PPERs (4 loans). Key informants – including DMC officials and Ministers involved during reform program design and loan processing, and implementation; ADB staff involved in processing and administration. Donor funding officials.	Desk and field review. Interviews
Alignment and Linkage Reform Measures/Actions with stated development goals	Were the reform measures specifically linked to the stated development goals (program framework) and thus likely to have a causal relationship? (e.g. goals of GDP or sector growth resulting from reforms). Is the program framework consistent with the RRP text and DPL? Retrenchment v right-sizing – was any analysis done?	RRPs, PCRs, TCRs, PPERs (4 loans).	Desk review

C. Evaluation Design Matrix			
Reform Steps and Issues	Questions	Required Information and Sources	Methodology and Analysis
	Was there a hidden agenda behind the ADB program loan?	Key informants – ADB staff and DMC officials involved in loan processing.	
Consistency of DPL, Reform Matrix and Loan Conditionalities in Loan Agreement	Are the conditionalities covered in the DPL and policy matrix consistent? What conditionalities prevail if there is any inconsistency? What is the status of the DPL vis-à-vis conditionality?	RRPs, PCRs, TCRs, PPERs (4 loans). Loan Agreements. OGC staff	Desk review Interviews in HQ.