



Regional Technical Assistance Report

Project Number: 41094
September 2007

Capacity Development for Monitoring and Evaluation (Financed by the Government of the People's Republic of China)

Asian Development Bank

ABBREVIATIONS

ADB	–	Asian Development Bank
AFDC	–	Asia-Pacific Finance and Development Center
CeDRE	–	Center for Development and Research in Evaluation
DMC	–	developing member country
ECD	–	evaluation capacity development
GMS	–	Greater Mekong Subregion
IPDET	–	International Program for Development Evaluation Training
M&E	–	monitoring and evaluation
OED	–	Operations Evaluation Department
PRC	–	People's Republic of China
SHIPDET	–	Shanghai International Program for Development Evaluation Training
TA	–	technical assistance

TECHNICAL ASSISTANCE CLASSIFICATION

Targeting Classification	–	General intervention
Sector	–	Multisector
Themes	–	Governance, regional cooperation, capacity development
Subthemes	–	Public governance, institutional development

NOTE

In this report, "\$" refers to US dollars.

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I. INTRODUCTION

1. The Asian Development Bank (ADB) puts a premium on results and helps its developing member countries (DMCs) to manage for that. One course of action is evaluation capacity development (ECD), which entails reinforcing or establishing monitoring and evaluation (M&E) systems.¹ Strong national and sector M&E systems are necessary to assess efforts to reduce poverty, and to demonstrate results. Such systems are one avenue for improving performance in terms of the quality, quantity, and targeting of goods and services. They also enrich the quality of ADB's own M&E, conducted through self-evaluation by operational departments as well as independent evaluation by the Operations Evaluation Department (OED). OED has worked to mainstream ECD, but there is a long way to go—building M&E systems is a serious undertaking that will not happen overnight. The impact, outcome, outputs, cost, financing, implementation, and terms of reference of the technical assistance (TA) were discussed at ADB with the Ministry of Finance of the People's Republic of China (PRC) in January 2007, and with the national coordinators of the Greater Mekong Subregion (GMS) Economic Cooperation program in August 2007. The design and monitoring framework is in Appendix 1.²

II. ISSUES

2. OED has backed ECD since 1990 to raise awareness of its role in promoting transparency, accountability, results orientation, and effectiveness of management systems.³ OED's interventions have (i) stimulated thinking on the function of M&E in good governance and public sector reform; (ii) explored the complementarities between M&E, results-based management, and internal auditing; (iii) identified strategies and resources for building the demand for and supply of M&E; and (iv) encouraged and supported the creation of country and regional networks to facilitate follow-up actions.⁴ Three phases have characterized OED's approach to ECD, reflecting corporate shifts from benefit M&E and postevaluation to a framework embracing the project cycle. In the first phase (1990–1994), seven small-scale TAs built postevaluation capability in Bangladesh, PRC, Nepal, Papua New Guinea, Philippines, Sri Lanka, and Thailand. In the second phase (1995–1997), five TAs established project performance management systems in PRC, Nepal, Philippines, Sri Lanka, and Thailand. In the third phase (1999–), two TAs built M&E systems in the PRC and Philippines. The chief lessons learned from the evaluation of OED's interventions follow.

- (i) The preconditions to ECD success include (a) substantive government demand, (b) existence of a mandate by decree for evaluation, and (c) stability in staffing such that a very high proportion of trained personnel remain in tasks for which they were trained.
- (ii) ECD requires a vantage point encompassing data collection in the field to aggregation and analysis by end users via reliable data systems.

¹ Capacity is the ability of individuals, groups, and organizations to manage affairs successfully. It is a key to overall development performance. ECD boosts national and sectoral capacities with institutional support, training, and networks so that M&E of operations is regularly conducted and utilized by governments and civil society. It facilitates lesson learning and permits adjustment in such a manner that ongoing development operations achieve their planned objectives and the quality of the design of future operations improves. Monitoring is the regular tracking of inputs, activities, outputs, outcomes, and impacts of operations. Evaluation is the systematic and objective assessment of their relevance, efficiency, effectiveness, sustainability, and institutional impacts.

² The TA first appeared in *ADB Business Opportunities* on 16 April 2007.

³ As of May 2007, OED had formulated 15 TAs for monitoring and evaluation, worth \$4.35 million, in Bangladesh, PRC, Nepal, Papua New Guinea, Philippines, Sri Lanka, and Thailand.

⁴ ADB. 2001. *Technical Assistance Performance Audit Report on Selected Technical Assistance for Strengthening Evaluation Capacity in Developing Member Countries*. Manila.

- (iii) ECD that concentrates on the oversight agency carries the risk that other entities may lack incentives to provide data and information.
- (iv) Locating responsibility for M&E near the capable head of an organization can secure the required status, budget, and staff support, and the ability to operate across organizational boundaries.
- (v) To develop staff competency and the confidence to carry out M&E—as opposed to merely creating awareness of its importance and basic knowledge of tools, methods, and approaches—case studies are desirable.
- (vi) ECD must take care that M&E systems do not become supply-driven, or too complex or resource-intensive to sustain.
- (vii) Establishing M&E systems is a means to an end—benefits are obtained when results are used in decision making on strategy, policy, operations, budget, and investment. The design of ECD should include features that encourage, facilitate, and formalize incorporation of results in decision making.

3. The changing development context of the Asia and Pacific region and the advent of learning organizations and knowledge-based economies have fed stocktaking exercises⁵ in OED that warrant placing a stronger accent on ECD. This would be congruent with items on the international development agenda, e.g., the Millennium Development Goals and the 2005 Paris Declaration of Aid Effectiveness, and ADB's support for these. For instance, ECD can serve ADB's Enhanced Poverty Reduction Strategy, which calls for increased attention to results and M&E and more emphasis on capacity development.⁶ It can sharpen ADB's results orientation at the institutional level in ADB, at the level of DMCs, and through global partnerships.⁷ And it can present opportunities to advance regional cooperation and integration.⁸ ADB's annual lending is typically about \$6 billion, with TA ranging from \$200 million to \$250 million per annum. For that reason alone, the return on ECD should be high and maximizing it is a legitimate concern. But ADB must also plan better related outputs and outcomes and improve its ability to meet delivery challenges. This is necessary because ECD suffers from lack of standardized approaches, difficulties of attribution, the upstream nature of interventions, and the small scale of some of the work.

4. The Third International Roundtable on Managing for Development Results held in February 2007 in Hanoi, Viet Nam, was a critical milestone for aid effectiveness. It focused on building the capacity of countries to manage for results and develop country-level and regional action plans. The priority on ECD is also reflected in a stronger demand for related knowledge products and services such as those offered by the International Program for Development Evaluation Training (IPDET)⁹ and the growth of evaluation associations.¹⁰ From experience with national and sector M&E systems, it is therefore meaningful to strengthen ECD at the regional level in the framework of ADB's regional initiatives and the experience of DMCs. Here, the GMS Economic Cooperation program is at the forefront of ADB's work on regional cooperation and integration. GMS DMCs have recognized the shortcomings of their M&E systems, elements of

⁵ See ADB. 2007. *Learning Lessons in ADB: Strategic Framework, 2007–2009*. Manila; and ADB. 2007. *Independent Evaluation at the Asian Development Bank*. Manila.

⁶ ADB. 2004. *Enhancing the Fight Against Poverty in Asia and the Pacific: The Poverty Reduction Strategy of the Asian Development Bank*. Manila.

⁷ ADB. 2006. *Managing for Development Results in ADB: Revised Action Plan*. Manila.

⁸ ADB. 2006. *Regional Cooperation and Integration Strategy*. Manila.

⁹ Available: <http://www.ipdet.org/>

¹⁰ Evaluation associations (i) magnify evaluation culture; (ii) offer effective platforms for intersector cross-fertilization and advocacy, including dialogue among governments, aid agencies, civil society, and academia; (iii) establish and encourage use of values, principles, and standards; (iv) can play a key role in capacity development; and (v) provide a channel for concerted action across regions.

which could be informed by a regional perspective. The regional cooperation strategy and program, 2004–2008, for the GMS that was approved in March 2004 emphasizes institutional strengthening to develop government capacity to address issues comprehensively and effectively and to better design and implement projects.¹¹ The TA would help in planning for that. The TA is the first of a multiyear, integrating instrument to develop regional capacity for M&E in the Asia and Pacific region and generate ever-higher returns from that. It will mainstream capacity development, another thematic priority of ADB.¹²

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

5. The impact of the TA will be higher efficiency and effectiveness in providing public sector services, leading to poverty reduction. In the evaluation agencies targeted,¹³ the outcome will be improved ranges of skills, resources, systems, and attitudes for performance of results-based M&E of country partnership strategies, sector strategies, policies, programs, and projects in GMS DMCs.¹⁴ Three outputs will accomplish the outcome of the TA: (i) proficiency in M&E will be raised, (ii) research and special studies on ECD will be conducted, and (iii) knowledge sharing and learning for M&E will be boosted.

B. Methodology and Key Activities

6. Models of capacity development normally identify five interrelated dimensions: (i) an enabling environment, (ii) a sector network, (iii) an organization, (iv) agency staff, and (v) the end user. Fittingly, the TA tackles all five, with convergence on the evaluation agency staff as targets of (i) dissemination of data and information, (ii) training, (iii) facilitation and mentoring, (iv) networking, and (v) feedback. It will ground inputs and activities in substantive demand for M&E. The generation of outputs will be participatory, with multiparty commitment to follow through.

7. **Raise Proficiency in M&E.** Key activities to raise proficiency in tools, methods, and approaches for M&E will (i) extend regional training-of-trainers to selected evaluation agency staff from GMS DMCs, and (ii) extend other similar national training-of-trainers to selected evaluation agency staff from GMS DMCs.¹⁵ Key activities to raise proficiency in strategy and policy formulation for M&E will (i) strengthen the foundations for M&E in GMS DMCs with advice on the regulatory framework and institutional mandates, operational guidelines, as well as methodological standards; (ii) assist GMS DMCs in setting long-term, consistent strategies by analyzing existing M&E structures and practices, identifying major bottlenecks, and making policy recommendations; and (iii) extend international training to selected senior evaluation

¹¹ On 21 June 2007, the 14th GMS ministerial meeting held in Manila endorsed a recommendation of the midterm review of the 10-year GMS strategic framework, 2002–2012, seeking closer M&E of programs and projects of the GMS Economic Cooperation program, including its periodic independent review. Specifically, the recommendation called for a new GMS Plan of Action, consistent with the plans of action of the forums and working groups, detailing results expected and indicators of performance and progress; time frames for implementation; and institutions responsible for implementation and coordination.

¹² ADB. 2007. *Integrating Capacity Development into Country Programs and Operations: Medium-Term Framework and Action Plan*. Manila.

¹³ Finance for the TA is limited. The evaluation agencies targeted will be key policy entities such as ministries of finance or planning, public service commissions, one or two key line agencies, and relevant elements of civil society. Participants will be selected on the basis of their being able to act as focal or resource persons for 3–5 years.

¹⁴ This would include cross-border and subregional operations.

¹⁵ The content, number, and duration of training modules will be discussed among the parties concerned.

agency staff from GMS DMCs. ADB's support will include funding of trainers, facilitators, and participants. Prior to this, the TA will explore which evaluation associations in countries with a culture of inquiry, such as Australia, Japan, and Malaysia, can support key activities, and define relations. M&E of the training will be configured for a results orientation.

8. Conduct Research and Special Studies on ECD. Key activities will (i) support the formulation of country strategies for M&E, in the accomplishment of which ADB and other development assistance agencies might play a role; and (ii) suggest a strategy for ECD. Key activities to support formulation of country strategies for M&E, in close collaboration with GMS DMCs, will (i) prioritize participating DMCs based on the demand for M&E;¹⁶ (ii) identify key ministries and other bodies, and their formal or stated functions and relationships; (iii) diagnose public sector incentives, ethics, and possible corruption, and determine what incentives and rules systems shape decision making; (iv) determine what influences budget decision making and line management, and examine actual roles and the extent of autonomy of central and line ministries; (v) examine the extent of influence of evaluation on budget decision making and line management; (vi) identify evaluation activities of central and line ministries and other organizations; (vii) identify evaluation activities and roles of development assistance agencies, such as the Japan International Cooperation Agency and the World Bank, and opportunities to build on these; (viii) identify major public sector reforms in recent years; (ix) map out opportunities and options to develop evaluation capacity;¹⁷ and (x) prepare realistic action plans for M&E.¹⁸ Drawing on the country strategies for M&E, key activities to suggest a strategy for ECD will (i) justify, research, and analyze options for OED, including (a) transferring all or some responsibility for ECD to other departments and offices in ADB, (b) scaling up through intensified collaboration with other departments and offices or a more targeted approach to operational departments, and (c) placing a stronger accent on ECD; and (ii) argue a strategic direction for ECD and its delivery design informed by a combination of (a) a demand for improved public sector performance, including its specific sources and characteristics, (b) restrictions on public sector performance and the development of effective evaluation of that performance, and (c) options that flow out of ADB's broad strategic, policy, and institutional context.

9. Boost Knowledge Sharing and Learning for M&E. Key activities will (i) enhance selected knowledge sharing and learning platforms to ensure that evaluation agency staff receive feedback on the use to which their information is put, (ii) extend to evaluation agency staff from GMS DMCs advice on new and existing knowledge networks on M&E, and (iii) promote and conclude partnership arrangements with interested evaluation associations.

C. Cost and Financing

10. The total cost of the TA is estimated at \$500,000 equivalent. The TA will be financed on a grant basis by the Regional Cooperation and Poverty Reduction Fund, provided by the Government of the PRC.¹⁹ The cost estimates and financing plan are in Appendix 2.

¹⁶ The principal indicators of demand will be the existing use of M&E for accountability, resource allocation, and learning by governments and civil society.

¹⁷ Options to promote evaluative activity will typically include (i) fostering a widespread culture of inquiry, (ii) improving coordination and prioritization, and (iii) developing capability.

¹⁸ Where demand for M&E is strong, a whole-of-government approach has advantages in achieving momentum and helping to ensure that laggard ministries keep up with leading ministries. But a more achievable objective might be to start with an initial focus on ongoing performance monitoring, possibly in particular sectors or ministries so as to create a demonstration effect, and then seek to spread the approach to other sectors or ministries and to other performance measurement tools (such as evaluation) as opportunities present themselves or can be created.

¹⁹ GMS (and Central Asia Regional Economic Cooperation Program) DMCs are a priority of the Fund.

D. Implementation Arrangements

11. The Executing Agency for the TA will be ADB. The provision of international training and organization of associated logistics will be entrusted to IPDET. The Asia-Pacific Finance and Development Center (AFDC)²⁰ will provide similar services for regional training through the Shanghai International Program for Development Evaluation Training (SHIPDET).²¹ The GMS DMCs lack established programs for national training and that will be procured from the Center for Development and Research in Evaluation (CeDRE) Malaysia, with a focus on in-country delivery.²² CeDRE Malaysia will collaborate with AFDC for logistical support to SHIPDET.

12. CeDRE Malaysia will be selected directly to coordinate, supervise, and monitor overall activities under the TA. It specializes in capacity development for public sector M&E and integrated performance management and has extensive international and regional experience, expertise, capacity, and commitment.²³ TA implementation will require an international M&E specialist (team leader) for 6 person-months, and three national M&E specialists delivering 12 person-months of consulting services each in each GMS DMC. CeDRE Malaysia will seek ADB's approval when it sources the specialists. The key tasks of the team leader will be to (i) guide key activities to raise proficiency in formulating a strategy and policy for M&E; (ii) support the formulation of country strategies for M&E; and (iii) suggest a strategy for ECD. The team leader will have primary expertise in M&E and secondary expertise in strategy and policy formulation for M&E. Leadership, managerial, diplomatic, and negotiating skills and long experience with results-based management systems will be required.

13. ADB's procedures for simplified technical proposals will form the basis for contract negotiations with CeDRE Malaysia. The consultants will be engaged by ADB in accordance with the *Guidelines on the Use of Consultants* (2007, as amended from time to time). All equipment, goods, and works required for the TA will be procured in accordance with ADB's *Procurement Guidelines* (2007, as amended from time to time). The TA will be implemented in October 2007–2009. An indicative activities and staffing schedule is in Appendix 3. Outline terms of reference for consultants are in Appendix 4.

IV. THE PRESIDENT'S DECISION

14. The President, acting under the authority delegated by the Board, has approved ADB administering technical assistance not exceeding the equivalent of \$500,000 to be financed on a grant basis by the Government of the People's Republic of China for Capacity Development for Monitoring and Evaluation, and hereby reports this action to the Board.

²⁰ Available: <http://www.afdc.org.cn/en/index.asp>. AFDC, a regional knowledge platform, was established in Shanghai in 2004 under the Asia-Pacific Economic Cooperation program to promote regional cooperation and sustainable development. It hosts SHIPDET.

²¹ In DMCs of the Asia and Pacific region, customized versions of IPDET have since 2003 been delivered in the PRC, India, and Thailand. These shorter, 1-week, regional programs have come to be known as mini-IPDETs. The first SHIPDET was held in April 2007; the next is scheduled in October 2007. In June 2007, ADB initiated a memorandum of support to SHIPDET.

²² Available: <http://www.cedre.org.my/>

²³ CeDRE Malaysia recently hosted a gathering of senior officials in support of ADB. 2006. *Technical Assistance for Mainstreaming Managing for Development Results in Support of Poverty Reduction in South Asia*. Manila.

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p>Impact Higher efficiency and effectiveness in providing public sector services, leading to poverty reduction</p>	<ul style="list-style-type: none"> • Monitoring and evaluation (M&E) systems are used to support budget decision making and performance-based budgeting. • M&E systems are used to support national and sector planning. • M&E systems are used to design policies and programs. • M&E systems are used to assist sector agencies in management. • M&E systems are used to strengthen accountability relationships. • M&E findings are used by media, in parliamentary debates, and in submissions of civil society to government. 	<ul style="list-style-type: none"> • National and sector government data and information on portfolio performance • M&E reports • Research program publications 	<p>Assumptions</p> <ul style="list-style-type: none"> • The Asian Development Bank (ADB) can plan and deliver better support for evaluation capacity development, in congruence with international best practice. • Governments provide visible leadership for change, promote a clear sense of mission, encourage participation, and establish explicit expectations about performance and rewards. • Governments approach change management strategically and manage it proactively. • M&E involves a critical mass of staff. • Organizational innovations are tried, tested, and adapted. • Quick wins are celebrated. <p>Risks</p> <ul style="list-style-type: none"> • Lack of human security; armed conflict; economic policies that discourage pro-poor growth; weak scrutiny by the legislative branch of the executive branch; ineffective voice of intended beneficiaries; and corruption, clientelism, or patrimonialism do not provide a broadly enabling environment for M&E. • Fragmented government with poor overall capacity; absent, noncredible, and/or rapidly changing policies; unpredictable, unbalanced, or inflexible funding and staffing; poor public service conditions; segmented and compartmentalized organizations; or insufficient commitment to an evaluation culture do not conduce to government effectiveness.
<p>Outcome Improved ranges of skills, resources, systems, and attitudes for</p>	<ul style="list-style-type: none"> • Greater quantity and better quality of M&E • Number of evaluation agency staff working 	<ul style="list-style-type: none"> • TA framework • TA completion report • TA reports and review missions 	<p>Assumptions</p> <ul style="list-style-type: none"> • Basic capacity exists and can be mobilized. • The International

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p>performance— in the evaluation agencies targeted—of results-based M&E of country partnership strategies, sector strategies, policies, programs, and projects in GMS DMCs</p>	<p>on M&E (full-time equivalents)</p> <ul style="list-style-type: none"> • Number of evaluations and formal reviews conducted annually • Baseline ECD diagnosis conducted 	<ul style="list-style-type: none"> • M&E system • TA completion questionnaire 	<p>Department in the Ministry of Finance of the PRC has a clear vision about the purpose of the TA, and how it is to be achieved.</p> <ul style="list-style-type: none"> • The role and use of M&E in support of practices of knowledge management are understood. <p>Risk</p> <ul style="list-style-type: none"> • Evaluation agencies underestimate the importance of national ownership and leadership of the evaluation process and of building national M&E capacities.
<p>Outputs</p> <ol style="list-style-type: none"> 1. Proficiency in M&E is raised. 2. Research and special studies on ECD are conducted. 3. Knowledge sharing and learning for M&E are boosted. 	<ul style="list-style-type: none"> • Number of senior evaluation agency staff trained internationally • Number of evaluation agency staff trained regionally • Number of evaluation agency staff trained nationally • Number of country strategies for M&E formulated • Suggested strategy for ECD • Quality of enhanced platforms • Quality of advice on new and existing knowledge networks on M&E • Number of partnership arrangements promoted and conducted 	<ul style="list-style-type: none"> • TA framework • TA completion report • TA reports and review missions • M&E system • TA completion questionnaire 	<p>Assumptions</p> <ul style="list-style-type: none"> • TA activities integrate the chief lessons learned from evaluation of OED's interventions. • Evaluation agency staff from GMS DMCs are available to be trained. • Appropriate, integrated training programs can be planned, designed, or identified; and synergetic effects can be achieved. • Training is conducted well and according to realistic schedules. • The international M&E specialist, the national M&E specialists, and the selected evaluation agency staff coordinate activities effectively. • The international M&E specialist and the national M&E specialists have client management skills. • The international M&E specialist, the national M&E specialists, and the selected evaluation agency staff maintain clear roles, responsibilities, and deadlines. <p>Risk</p> <ul style="list-style-type: none"> • The indicative activities and staffing schedule is too tight to permit productive sequencing of key activities.

<p>Activities with Milestones (For details, see the indicative activities and staffing schedule, including due-by dates, the specifications of lead and supporting roles therein, and the outline terms of reference.)</p> <ol style="list-style-type: none"> 1. Proficiency in M&E is raised. <ol style="list-style-type: none"> 1.1 Proficiency in tools, methods, and approaches for M&E is raised. <ol style="list-style-type: none"> 1.1.1 Regional training-of-trainers is extended to selected evaluation agency staff from GMS DMCs. 1.1.2 National training-of-trainers is extended to selected evaluation agency staff in GMS DMCs. 1.2 Proficiency in strategy and policy formulation for M&E is raised. <ol style="list-style-type: none"> 1.2.1 The foundations for M&E in GMS DMCs are strengthened with advice on the regulatory framework and institutional mandates, operational guidelines, as well as methodological standards. 1.2.2 GMS DMCs are assisted in setting long-term, consistent strategies by analyzing existing M&E structures and practices, identifying major bottlenecks, and making policy recommendations. 1.2.3 International training is extended to selected senior evaluation agency staff from GMS DMCs. 2. Research and special studies on ECD are conducted. <ol style="list-style-type: none"> 2.1 Formulation of country strategies for M&E is supported. <ol style="list-style-type: none"> 2.1.1 Participating DMCs are prioritized based on demand for M&E. 2.1.2 Key ministries and other bodies, and their formal or stated functions and relationships, are identified. 2.1.3 Public sector incentives, ethics, and possible corruption are diagnosed, and incentives and rules systems that shape decision making are determined. 2.1.4 Influences on budget decision making and line management are determined, and actual roles and extent of the autonomy of central and line ministries are examined. 2.1.5 The extent of influence of evaluation on budget decision making and line management is examined. 2.1.6 Evaluation activities of central and line ministries and other organizations are identified. 2.1.7 Evaluation activities and roles of development assistance agencies, and opportunities to build on these, are identified. 2.1.8 Major public sector reforms in recent years are identified. 2.1.9 Opportunities and options to develop evaluation capacity are mapped out. 2.1.10 Realistic action plans for M&E are prepared. 2.2 A strategy for ECD is suggested. <ol style="list-style-type: none"> 2.2.1 Options for OED are justified, researched, and analyzed, including (a) transferring all or some responsibility for ECD to other departments and offices in ADB, (b) scaling up by means of intensified collaboration with other departments and offices or a more targeted approach to operational departments, and (c) placing a stronger accent on ECD. 2.2.2 A strategic direction for ECD and its delivery design are argued, informed by a combination of (a) a demand for improved public sector performance, including its specific sources and characteristics; (b) restrictions on public sector performance and the development of effective evaluation of that performance, and (c) options that flow out of ADB's broad strategic, policy, and institutional context. 3. Knowledge sharing and learning for M&E are boosted. <ol style="list-style-type: none"> 3.1 Selected knowledge sharing and learning platforms are enhanced. 3.2 Advice on new and existing knowledge networks on M&E is extended to evaluation agency staff from GMS DMCs. 3.3. Partnership arrangements with interested evaluation associations are promoted and concluded. 	<p>Institutional Inputs</p> <ul style="list-style-type: none"> • ADB • Government of the People's Republic of China • Cofinancing • Trainers and facilitators • Participants <p>Costed Inputs (\$'000)</p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td>Consultants</td> <td style="text-align: right;">154.7</td> </tr> <tr> <td>Training, Seminars, and Conferences</td> <td style="text-align: right;">296.5</td> </tr> <tr> <td>Surveys</td> <td style="text-align: right;">9.6</td> </tr> <tr> <td>Miscellaneous Administration and Support</td> <td style="text-align: right;">8.4</td> </tr> <tr> <td>Contingencies</td> <td style="text-align: right;">30.8</td> </tr> <tr> <td>Total</td> <td style="text-align: right;">500</td> </tr> </table>	Consultants	154.7	Training, Seminars, and Conferences	296.5	Surveys	9.6	Miscellaneous Administration and Support	8.4	Contingencies	30.8	Total	500
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COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost
Regional Cooperation and Poverty Reduction Fund Financing^a	
1. Consultants	
a. Remuneration	138.00
b. International Travel	6.30
c. Per Diem	7.35
d. Reports and Communications	3.00
2. Training, Seminars, and Conferences ^b	
a. Resource Persons and Facilitators	18.60
b. International Training (IPDET Participation)	72.00
c. Regional and National Training (SHIPDET and CeDRE Participation)	205.92
3. Surveys	9.60
4. Miscellaneous Administration and Support	8.40
5. Contingencies	30.83
Total	500.00

CeDRE = Center for Development and Research in Evaluation, IPDET = International Program for Development Evaluation Training, SHIPDET = Shanghai International Program for Development Evaluation Training.

^a Financed by the Government of the People's Republic of China and administered by the Asian Development Bank.

^b The participants will include five persons from each participating developing member country (or 15 persons) and one national consultant from each participating developing member country (or 3 persons), totaling 18 persons.

Source: Asian Development Bank estimates.

INDICATIVE ACTIVITIES AND STAFFING SCHEDULE

Activity	Project Year												Responsibility				
	1						2						IPDET	AFDC	CeDRE	IM&E	NM&E
A. Proficiency in M&E is raised.																	
1. Proficiency in tools, methods, and approaches for M&E is raised.																	
(i) Regional training-of-trainers is extended to selected evaluation agency staff.	▲													①	②	②	②
(ii) National training-of-trainers is extended to selected evaluation agency staff.		▲													①	②	②
2. Proficiency in strategy and policy formulation for M&E is raised.																	
(i) The foundations for M&E in GMS DMCs are strengthened.			■												②	②	①
(ii) GMS DMCs are assisted in setting long-term, consistent strategies.			■												②	①	②
(iii) International training is extended to selected senior evaluation agency staff.						▲							①		②	②	②
B. Research and special studies on ECD are conducted.																	
1. Formulation of country strategies for M&E is supported.																	
(i) Participating DMCs are prioritized based on demand for M&E.	■														②	①	②
(ii) Key ministries and other bodies, and their formal or stated functions and relationships, are identified.	■														②	①	②
(iii) Public sector incentives, ethics, and possible corruption are diagnosed, and incentives and rules systems that shape decision making are determined.			■												②	②	①
(iv) Influences on budget decision making and line management are determined, and actual roles and extent of autonomy of central and line ministries are examined.			■												②	②	①
(v) The extent of influence of evaluation on budget decision making and line management is examined.			■												②	②	①
(vi) Evaluation activities of central and line ministries and other organizations are identified.			■												②	②	①
(vii) Evaluation activities and roles of development assistance agencies, and opportunities to build on these, are identified.			■												②	②	①
(viii) Major public sector reforms in recent years are identified.			■												②	②	①
(ix) Opportunities and options to develop evaluation capacity are mapped out.			■												②	②	①
(x) Realistic action plans for M&E are prepared.			■												②	②	①
2. A strategy for ECD is suggested.																	
(i) Options for OED are justified, researched, and analyzed.															②	①	②
(ii) A strategic direction for ECD and its delivery design are argued.															②	①	②
C. Knowledge sharing and learning for M&E are boosted.																	
1. Selected knowledge sharing and learning platforms are enhanced.	■												①	①	①	②	②
2. Advice on new and existing knowledge networks on M&E is extended to evaluation agency staff from GMS DMCs.	■														①	②	②
3. Partnership arrangements with interested evaluation associations are promoted and concluded.															①	②	②
D. Staffing Schedule																	
IM&E	■	■	■	■	■	■	■	■	■	■	■	■					
NM&Es	■	■	■	■	■	■	■	■	■	■	■	■					
E. Reports																	
Inception Report	▲														②	①	②
Monthly Progress Note		▲	▲	▲	▲	▲	▲	▲	▲	▲	▲	▲			②	①	②
Work Program		▲													②	①	②
Midterm Report															②	①	②
Draft Final Report												▲			②	①	②
Final Report															②	①	②

Legend:

■ Full-time activity ■ Intermittent activity

AFDC = Asia-Pacific Finance and Development Center, CeDRE = Center for Development and Research in Evaluation, IM&E = international monitoring and evaluation specialist, IPDET = International Program for Development Evaluation Training, M&E = monitoring and evaluation, NM&E = national monitoring and evaluation specialist.

Source: Asian Development Bank.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. Scope of Work

1. Indicative activities for the technical assistance (TA) will be undertaken by individual specialists and training institutions.

1. Monitoring and Evaluation Specialist (1 international, 6 person-months, intermittent)

2. Toward the activities and milestones indicated in the design and monitoring framework, and in cognizance of the lead and supporting roles specified in the indicative activities and staffing schedule, the international monitoring and evaluation (M&E) specialist (team leader) will undertake these tasks.

- (i) Lead the strategic planning, coordination, implementation, and evaluation of the TA in consultation with the Asian Development Bank (ADB) and relevant stakeholders.
- (ii) Set criteria for identifying and selecting the participating evaluation agencies and evaluation agency staff from developing member countries (DMC) of the Greater Mekong Subregion (GMS) Economic Cooperation program.
- (iii) Assess training needs in M&E in each participating evaluation agency in the GMS DMCs.
- (iv) Plan and design appropriate, integrated training programs at international, regional, and national levels to raise proficiency in tools, methods, and approaches for M&E.¹
- (v) Supervise the delivery of training at the Center for Development and Research in Evaluation (CeDRE) Malaysia, International Program for Development Evaluation Training (IPDET), and Shanghai International Program for Development Evaluation Training (SHIPDET) to raise proficiency in tools, methods, and approaches for M&E, including identifying and arranging relevant site visits.
- (vi) Frame approaches and plan actions that the national M&E specialists will need to implement to extend to participating evaluation agencies advice on regulatory framework and institutional mandates, operational guidelines, as well as methodological standards to raise proficiency in formulating strategies and policies for M&E.
- (vii) Frame approaches and plan actions that the national M&E specialists will need to implement in participating evaluation agencies to extend advice on analyzing existing M&E structures and practices, identifying major bottlenecks, and making policy recommendations to set long-term, consistent strategies for M&E.
- (viii) Support actively the development of country strategies for M&E.
- (ix) Manage the national M&E specialists and the trainers and facilitators from CeDRE Malaysia.
- (x) Prepare and submit to ADB the inception report, work program, and monthly progress notes.
- (xi) Prepare and submit to ADB the midterm, draft final, and final reports on the accomplishment of outputs of the TA.

¹ This entails reviewing for possible synergies the accomplishments under the Phnom Penh Plan. The Phnom Penh Plan is a human resource development initiative of the GMS Economic Cooperation program. It trains officials from six participating countries in strategic planning, project management, community mobilization, and other skills central to development management and good governance.

2. Monitoring and Evaluation Specialists (3 national, 12 person-months each, intermittent)

3. Toward the activities and milestones indicated in the design and monitoring framework, and in cognizance of the lead and supporting roles specified in the indicative activities and staffing schedule, the national M&E specialists will undertake these tasks.

- (i) Help the team leader in strategic planning, coordination, implementation, and evaluation of the TA.
- (ii) Help the team leader set criteria for identifying and selecting the participating evaluation agencies and evaluation agency staff from GMS DMCs.
- (iii) Help the team leader assess training needs in M&E in each participating evaluation agency in the GMS.
- (iv) Transfer to the team leader knowledge useful in planning and designing appropriate, integrated training programs at international, regional, and national levels to raise proficiency in tools, methods, and approaches for M&E.
- (v) Liaise with evaluation agency staff in each respective GMS DMC on all matters related to the training programs at CeDRE Malaysia, IPDET, and SHIPDET.
- (vi) Extend in each respective GMS DMC support toward surveys or case studies that participants may need to conduct in relation to the training programs.
- (vii) Help the team leader in each particular GMS DMC to obtain case study material related to the training programs.
- (viii) Help the team leader prepare relevant progress reports on the training programs and related matters.
- (ix) Extend advice to participating evaluation agencies on regulatory framework and institutional mandates, operational guidelines, as well as methodological standards to raise proficiency in strategy and policy formulation for M&E.
- (x) Extend advice to participating evaluation agencies on analyzing existing M&E structures and practices, identifying major bottlenecks, and making policy recommendations to set long-term, consistent strategies for M&E.
- (xi) Help the team leader support actively the development of country strategies for M&E.
- (xii) Help the team leader deliver on reporting requirements.

3. International Program for Development Evaluation Training

4. Toward the activities and milestones indicated in the design and monitoring framework, and in cognizance of the lead and supporting roles specified in the indicative activities and staffing schedule, IPDET will undertake these tasks.

- (i) In collaboration with CeDRE Malaysia, help the team leader and ADB set criteria for identifying and selecting evaluation agencies and evaluation agency staff from GMS DMCs that might benefit from participation in the training program at IPDET.
- (ii) In collaboration with CeDRE Malaysia, help the team leader assess training needs in M&E in selected evaluation agencies of GMS DMCs.
- (iii) Make available the teaching venues, including classrooms, discussion rooms, and lecture halls associated with IPDET, and cover related costs.
- (iv) Provide essential teaching and translation facilities for the training program at IPDET.
- (v) Organize and print teaching, training, and reference materials for the training program at IPDET.

- (vi) Free up the administrative staff and teaching assistants needed to organize and implement the training program at IPDET.
- (vii) Arrange accommodations for ADB-funded trainers, facilitators, and participants from the GMS DMCs.
- (viii) In collaboration with CeDRE Malaysia, help the team leader promote and publicize the training program at IPDET through the internet.
- (ix) In collaboration with CeDRE Malaysia, help the team leader plan and finalize the logistics of the training program at IPDET, including field trips.
- (x) Enhance knowledge sharing and learning by means of the internet, in collaboration with the Asia-Pacific Finance and Development Center (AFDC) and CeDRE Malaysia.

4. Asia-Pacific Finance and Development Center

5. Toward the activities and milestones indicated in the design and monitoring framework, and in cognizance of the lead and supporting roles specified in the indicative activities and staffing schedule, AFDC will undertake these tasks.

- (i) In collaboration with CeDRE Malaysia, help the team leader and ADB set criteria for identifying and selecting evaluation agencies and evaluation agency staff from the People's Republic of China (PRC) that might benefit from participation in SHIPDET.
- (ii) In collaboration with CeDRE Malaysia, help the team leader assess training needs in M&E in selected evaluation agencies of the PRC.
- (iii) Make available the teaching venues, including classrooms, discussion rooms, and lecture halls associated with SHIPDET and cover related costs.
- (iv) Provide essential teaching and translation facilities for the training program at SHIPDET.
- (v) Organize and print teaching, training, and reference materials for the training program at SHIPDET.
- (vi) Free up the administrative staff and teaching assistants needed to organize and implement the training program at SHIPDET.
- (vii) Arrange accommodations for ADB-funded trainers, facilitators, and participants from the GMS DMCs.
- (viii) Enhance knowledge sharing and learning by means of the internet, in collaboration with CeDRE Malaysia and IPDET.
- (ix) In collaboration with CeDRE Malaysia, help the team leader plan and finalize the logistics of the training program at SHIPDET, including field trips.

5. Center for Development and Research in Evaluation, Malaysia

6. Toward the activities and milestones indicated in the design and monitoring framework, and in cognizance of the lead and supporting roles specified in the indicative activities and staffing schedule, CeDRE Malaysia will undertake these tasks.

- (i) In consultation with ADB, help the team leader set criteria for identifying and selecting the participating evaluation agencies and evaluation agency staff in the GMS DMCs.
- (ii) Help the team leader assess training needs in M&E in each participating evaluation agency.
- (iii) Identify and engage national M&E specialists in consultation with ADB.
- (iv) On the basis of the training needs assessment, help the team leader plan and design integrated training programs at international, regional, and national levels.

- (v) Liaise with the governments of the GMS DMCs in identifying and selecting from the particular GMS DMCs the participants for the training program.
- (vi) Advise stakeholders of all preparatory actions and coordinate all logistics for the training programs at CeDRE Malaysia, IPDET, and SHIPDET.
- (vii) Facilitate and coordinate the training programs at IPDET and SHIPDET.
- (viii) Plan, implement, and complete the training program for the GMS DMCs at CeDRE Malaysia under the direction of the team leader.
- (ix) Make available the teaching venues, including classrooms, discussion rooms, and lecture halls associated with the training program at CeDRE Malaysia.
- (x) Provide essential teaching and translation facilities for the training program at CeDRE Malaysia.
- (xi) Organize and print teaching, training, and reference materials for the training program at CeDRE Malaysia.
- (xii) Free up the administrative staff and teaching assistants needed to organize and implement the training program at CeDRE Malaysia.
- (xiii) Arrange accommodations for ADB-funded trainers, facilitators, and participants from the GMS DMCs.
- (xiv) Carry out results-oriented evaluations of the training program, drawing on Tables A4.1 and A4.2, as well as an end-of-program evaluation with proposals and recommendations for follow-up actions.
- (xv) Enhance knowledge sharing and learning by means of the internet, in collaboration with AFDC and IPDET.
- (xvi) Lead web-based knowledge sharing and learning for M&E related to the training programs at CeDRE Malaysia, IPDET, and SHIPDET, including the establishment of a Results-Based Management Help Desk.
- (xvii) Promote and conclude partnership arrangements for knowledge sharing and learning for M&E in GMS DMCs, in consultation with IPDET, SHIPDET, and evaluation associations.

B. Monitoring and Evaluation

1. Monitoring Results-Oriented Training

7. Training is a necessary, but usually not sufficient, tool to use together with others. For that reason, one should pay attention to the "why" of training and not just to its "how". In a word, training serves to fortify or inculcate the knowledge, skills, and attitudes that an institution (or individual) needs to achieve results. If planning and implementation of training are focused on improving the performance of an institution, the likelihood of achieving intermediate results will be enhanced. To configure an M&E system that links training to a goal and higher level result, one should therefore ask the following questions:

- (i) **Higher level result.** What changes in the performance of the institution will contribute to the goal?
- (ii) **Institution-level results.** What kind of performance will be required of the institution for it to attain the higher level result?
- (iii) **Group-level results.** What does an analysis of the human resource capacity of the institution reveal about the performance requirements needed to achieve the desired results?
- (iv) **Training results.** What gaps in performance can be addressed by training?

8. Once these questions are answered, the M&E system can then be configured based on the illustrative framework outlined in Table A4.1:

Table A4.1: Monitoring Results-Oriented Training

Logical Chain	Impact	Higher Level Result	Institution-Level Results	Group-Level Results	Training Results
Result	Higher efficiency and effectiveness in providing public sector services, leading to poverty reduction	Improved performance of institutional cluster	Improved performance of institution	Trainee performance improves. Training is applied in the workplace or in the community.	Trainees demonstrate the skills, knowledge, and attitudes acquired.
General Indicator	Higher efficiency and effectiveness in providing public sector services, leading to poverty reduction	Improved ranges of skills, resources, systems, and attitudes for performance—in the evaluation agencies targeted—of results-based M&E of country partnership strategies, sector strategies, policies, programs, and projects in GMS DMCs	Improved ranges of skills, resources, systems, and attitudes for performance—in the evaluation agency targeted—of results-based M&E of country partnership strategies, sector strategies, policies, program, and projects in GMS DMCs	Training is applied and shared in the workplace.	Trainees master new skills and knowledge and demonstrate attitudes.
Specific Indicator	TBD	TBD	TBD	TBD	TBD
Timeline	5–8 years	4–6 years	2–3 years	6 months	Upon completion of training
Role of Training in Achieving Results	Component attribution	Indirect plausible link, given critical assumptions	Direct plausible link, given critical assumptions	Directly linked to training	Directly linked to training

TBD = to be decided.

Source: Asian Development Bank.

2. Selecting General and Specific Indicators

9. Table A4.2 outlines a framework for selecting general and specific indicators that are anchored on a cause-and-effect logic:

Table A4.2: Selecting General and Specific Indicators

Plausible Link	Results	General Indicators	Specific Indicators
Contributing to the Impact	Higher efficiency and effectiveness in providing public sector services, leading to poverty reduction	M&E systems are used to support budget decision making and performance-based budgeting. M&E systems are used to support national and sector planning. M&E systems are used to design policies and programs. M&E systems are used to assist sector agencies in management. M&E systems are used to strengthen accountability relationships.	TBD

Plausible Link	Results	General Indicators	Specific Indicators
		M&E findings are used by media, in parliamentary debates, and in submissions of civil society to the government.	
Contributing to the Higher-Level Result	The evaluation capacity of the evaluation agencies targeted is increased.	Improved ranges of skills, resources, systems, and attitudes for performance—in the evaluation agencies targeted—of results-based M&E of country partnership strategies, sector strategies, policies, programs, and projects in GMS DMCs	TBD
Contributing to Institution-Level Results	The evaluation capacity of the evaluation agency targeted is increased.	Improved ranges of skills, resources, systems, and attitudes for performance—in the evaluation agency targeted—of results-based M&E of country partnership strategies, sector strategies, policies, programs, and projects in individual GMS DMCs.	TBD
Contributing to Group-Level Results	The performance of trainees is improved.	Training is applied and shared in the workplace.	TBD
Contributing to Trainee Capacity	The capacity of trainees is increased.	Trainees master new skills and knowledge and demonstrate attitudes.	TBD
Managing for Results	Cost-effective training is delivered.	The service providers meet performance standards	TBD

TBD = to be decided.

Source: Asian Development Bank.

10. Meaningful specific indicators will detail (i) satisfaction levels; (ii) acquisition of new skills, knowledge, and attitudes; (iii) application of learning; and (iv) changes in performance. They will permit disaggregation by gender. When configuring the M&E system, however, it will be important to also specify who needs to know such results and how the results are to be collected in a cost-effective way.

C. Reporting Requirements

11. CeDRE, acting through the team leader, will produce (i) an inception report within 2 weeks of the start of the TA, (ii) a work program within 6 weeks,² (iii) a midterm report within 58 weeks, (iii) a draft final report within 90 weeks, and (iv) a final report detailing TA outcomes and recommending actions. CeDRE, acting through the team leader, will also submit monthly progress notes. These notes, which should not exceed three pages, will keep relevant parties informed of input-to-output progress and constraints impeding TA implementation. A TA completion questionnaire will evaluate the TA's outputs and activities, identify lessons learned, and suggest follow-up actions. It will inform an assessment of (i) the need for the TA, (ii) the design of the TA, (iii) the TA's outcome and impact, and (iv) the TA's cost and efficiency.

D. Dissemination of Results

12. The nature of the TA favors dissemination of results. The TA will be the subject of an external press release to news agencies, an internal press release in *ADB Today*, and issuance

² The work program will include an approach and methodology, an organization chart, a time schedule, a detailed work plan, a detailed staffing schedule, and the biodata of the national M&E specialists proposed.

of *Learning Curves* upon TA completion. The website of ADB's Operations Evaluation Department will be used in support. Training events will be featured on the GMS website. The service providers will be encouraged to advertise training modules and report on them in newsletters. Output 3 will encourage evaluation agency staff to share knowledge and experiences online.