



Guidelines

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2015 Guidelines for the Preparation of Country Assistance Program Evaluations and Country Partnership Strategy Final Review Validations

On 26 August 2015, a typographical error was corrected in Table 2: Example of Scoring of Sector Programs and Country Partnership Strategy. The weighted score of 1.5 for development impacts was changed to 1.4.

Independent Evaluation Department

Asian Development Bank

ABBREVIATIONS

ADB	–	Asian Development Bank
CAPE	–	country assistance program evaluation
COBP	–	country operations business plan
CPS	–	country partnership strategy
CPSFR	–	country partnership strategy final review
DEC	–	Development Effectiveness Committee
IED	–	Independent Evaluation Department
MDB	–	multilateral development bank
NSO	–	nonsovereign operations
PCR	–	project/program completion report
TA	–	technical assistance

Key Words

accountability, asian development bank, country assistance program evaluation, country partnership strategy, country partnership strategy final review, development impacts, effectiveness, efficiency, evaluation criteria, evaluation methodology, guideline, lesson learning, outcome, output, performance indicator, project completion report, project completion validation report, rating system, relevance, self-evaluation, sustainability

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SUMMARY OF CHANGES TO EARLIER GUIDELINES

This new and combined set of guidelines for country assistance program evaluations (CAPEs) and country partnership strategies final review (CPSFR) validations supersedes the December 2010 Revised Guidelines for the Preparation of Country Assistance Program Evaluations, and the 2011 Draft Country Partnership Strategy Final Review Validation Guidelines. It also supersedes the clarification memos issued by Independent Evaluation on CAPEs and CPSFR validations. Any implications of new Country Partnership Strategy guidelines could also be reflected in these guidelines going forward. The main changes and new rules are listed below:

1. Special instructions are provided for the evaluation approach paper, notably the identification of, and agreement with Management on, the country partnership strategy (CPS) objectives selected for evaluation based on the relevant CPS(s).
2. Earlier separate assessments and ratings of strategic positioning and relevance (each with a weight of 10%) have now been combined in a new relevance assessment (weight of 20%), for which there are clearer instructions, including how to assess CPS objectives and program design issues. In line with this change, the *highly successful* rating is denoted as 2.5=<HS instead of 2.7=<HS.
3. The earlier development impact assessment has been renamed development impacts assessment, and its substance has been clarified. More attention is now given to assessing CPS cross-sector objectives. The weight of the assessment remains 20%. Half the rating for development impacts may come from the set of sector assessments, the other half from the assessments of CPS objectives.
4. Rating terminology has been adjusted (as earlier announced): earlier ratings starting with *partly* have been changed to *less than*, e.g., *partly successful* becomes *less than successful*, to make clear this rating is below the line between successful and unsuccessful. The ratings for development impacts are *highly satisfactory*, *satisfactory*, *less than satisfactory*, and *unsatisfactory* (previously *substantial*, *significant*, *moderate*, and *negligible*).
5. The sector assessments for a CAPE can now be complemented by either an assessment specific to nonsovereign operations, or a set of sector assessments that combine assessments of public and private sector operations.
6. CPSFRs and their validations will review operations started during the current CPS period and operations that were ongoing or closed during that period.
7. Where possible, CAPEs and CPSFR validations should be delivered to Management and the Board before CPS informal board seminars. This requires close coordination with operations departments from at least 1 year before delivery of either Independent Evaluation Department (IED) product. IED needs 5 months to validate a CPSFR and about 12 months to produce a CAPE. The scheduling of informal board seminars needs to take these time tables into account. If this schedule cannot be met, a draft should have at least been reviewed by the operations department and the findings of this review integrated into the presentation for the board seminar.
8. A formal rating of Asian Development Bank (ADB) performance and borrower performance (*highly satisfactory*, *satisfactory*, *less than satisfactory*, *unsatisfactory*) is optional. However, whether or not a formal rating is provided, the performances of both ADB and the borrower need to be discussed in the text of CAPEs and CPSFR Validations.
9. Borderline ratings have been introduced. This is because the *successful* and *less than successful* ratings have wide ranges. In practice, many CAPE or CPSFR validation scores fall close to the borderline. If a rounded-up score falls between

1.60 and 1.75, the rating will be *successful on the borderline*. If the score falls between 1.45 and 1.59, the rating will be *less than successful on the borderline*.

10. The threshold for the highly successful rating has been lowered from 2.7 to 2.5
11. The recommendations are to be formulated so they can be easily entered as actions in ADB's Management Action Record System. Detailed recommendations, for instance from sector assessments, may be listed in an appendix.
12. The total length of the main text and executive summary and appendixes of a CAPE should not exceed 75 pages. A CPSFR validation should not exceed 35 pages. In both cases, the executive summary should not exceed 10% of the length of the main text.

I. INTRODUCTION

1. The Independent Evaluation Department (IED) has been preparing country assistance program evaluations (CAPEs) since 1998. Initially there were no formal guidelines on preparing these evaluations; the first such guidelines were prepared in 2006,¹ and were revised and updated in 2010.² In 2006, IED began validating Asian Development Bank (ADB) country partnership strategy final review (CPSFR) reports, which are prepared by operations departments.³ Since then, these two types of country-level evaluation have been used side by side to assess country programs.⁴

2. This second update of the guidelines builds on the methodological approaches of the earlier versions, adapting them to recent changes to ADB's country partnership strategy (CPS) methodology and practices. In particular, it responds to changes made by ADB in 2013 to relevant Operations Manual sections.⁵ The new guidelines are also more in harmony with multilateral development banks' (MDBs) good practice standards for country-level evaluations, and therefore strengthen the importance of CPS objectives⁶ as a core element in assessing ADB's contribution to the achievement of development results. The update also simplifies aspects of the earlier guidelines, based on experience. Finally, the new guidelines update and formalize the 2011 draft CPSFR validation guidelines⁷ and combine these two country-level evaluation guidelines into one document. ADB Management initiated an update of CPS guidelines in 2015 and IED will reflect any implications for update of these CAPE guidelines as appropriate.

3. CAPEs are conducted to assess ADB's work and its results in a particular country over periods of 7–12 years and can cover two or three country strategies, including the periods in between them. Depending on the size of the program, they may incorporate evaluations of the results of projects approved during that period and projects approved before but completed during the CAPE period. CPSFR validations mostly cover only one CPS period, although they may include earlier. They will generally also include an assessment of implementation and results of projects approved before the validation period but that was ongoing or completed over that period. The CPSFR validation checks the final review of the operations department, and may expand on it, as needed. A CAPE does not require such a final review.

4. This set of guidelines deals with all the steps involved in preparing a country-level evaluation. IED can undertake similar evaluations at the subregional level in the form of regional cooperation partnership strategy evaluation.⁸ Chapter II covers how to select countries for a CAPE or a CPSFR validation and how to prepare an evaluation approach paper (EAP) and field mission. Chapter III describes how to prepare a CAPE or a CPSFR validation, using the

¹ ADB. 2006. *Guidelines for the Preparation of Country Assistance Program Evaluation Reports*. Manila.

² ADB. 2010. *Revised Guidelines for the Preparation of Country Assistance Program Evaluation Reports*. Manila.

³ IED. 2011. *Draft Guidelines for the Preparation of Country Partnership Strategy Final Review Validation Reports*. Manila: ADB; Before 2011, validation reports were prepared without formal guidelines. The first validation report was issued in 2007, the second in 2010.

⁴ IED produced 29 CAPEs during 1998–2012 and 8 CPSFR validations during 2006–2012.

⁵ ADB. 2013. *Country Partnership Strategy. Operations Manual*. A2/BP; ADB. 2013. *Independent Evaluation. Operations Manual*. K1/BP 2013. Manila.

⁶ CPS objectives are worded in the main text of the CPS as strategic priorities aims, pillars, goals, agendas, purposes or themes. In CPSs before 2010 they were sometimes indicated in the main text or in the CPS results frameworks as pillars or agendas. They are generally cross-sector or thematic in nature, but they may also correspond to intentional statements to achieve an outcome in one sector

⁷ These guidelines cover only the main aspects of CPSFR validation guidelines. Procedural matters are managed internally by IED.

⁸ ADB. 2013. *Independent Evaluation. Operations Manual*. OM K1/BP. Manila.

evaluation criteria and the rating system, how to carry out other assessments needed, and how to provide lessons and recommendations. Chapter IV covers how to report and disseminate evaluation findings and how to track the implementation of the recommendations.

II. PROCESS OF COUNTRY-LEVEL EVALUATIONS

5. The processes for preparing a CAPE and a CPSFR validation are the same, unless specified otherwise. The key differences between the processes for preparing a CAPE and a validation are described in these guidelines and summarized in Appendix 1 for easy reference.

A. Country Selection, Coverage, and Collaboration

6. **Country selection.** A CAPE, or a CPSFR validation, is prepared before each new CPS for the country so it can provide an input to the new CPS by assessing the program, identifying lessons, and making recommendations. IED selects a country for evaluation in consultation with the operations departments and schedules a CAPE in its rolling three-year work plan. This is then agreed with Management and approved by ADB's Board of Directors. In cases where IED decides not to prepare a CAPE for the country, the operations department prepares a CPSFR, which is then validated by IED. Normally, a CAPE covers a period of 7–12 years which may include two or even three CPS cycles, while a CPSFR and its validation focus on the latest CPS period. Further guidance on the selection and timing of CAPEs and CPSFR validations is provided in the ADB Operations Manual.⁹ Ideally, CAPEs and CPSFR validations should be completed before the informal board seminar on the new CPS. Plans for new CPSs need to be announced in time for the evaluations to be carried out properly. Typically, the total preparation time required by IED will be 12 months for a CAPE and a minimum of 5 months for a CPSFR validation. These lead times are required for consultant recruitment, consultations with the operations department, and mandatory editing. The operations department is responsible for announcing the key CPS preparation dates (initiating meeting, board seminar, CPS approval) well in time. If the schedule cannot be met, a draft should at least have been reviewed by the operations department and the findings of this review integrated into the presentation for the board seminar.

7. **Integration of nonsovereign operations.** IED's country-level evaluations normally consider all types of ADB operations in a country and how these activities are coordinated to contribute to maximum development impact. The evaluations should review and analyze not only ADB's public sector operations and technical assistance (TA) and policy dialogue, but also ADB's nonsovereign operations (NSO), including NSO with public sector entities in the country concerned. Supporting sector-level assessments should preferably evaluate public and private sector operations in combination, unless in special cases IED proposes to evaluate private sector operations separately.¹⁰ An effort should be made to assess the appropriateness of, and synergies from, the particular combination of public and private sector operations, including ADB's support for private sector development, private sector participation, and public–private partnership. The evaluation should also check whether there was sufficient integration of ADB operations upstream, and adequate collaboration between the sovereign operations departments and NSO. The evaluation should also check whether ADB sovereign operations upstream have helped to create an environment conducive to private sector participation.

⁹ According to OM Section A2/OP (issued 1 February 2013), validation of the CPS final review by IED is required for preparation of every full CPS, unless there is a CAPE that is not more than 3 years old at the scheduled commencement of the new CPS.

¹⁰ Depending on the size of the NSO portfolio in a country, IED will normally propose whether a separate evaluation of private sector operations is required in its draft EAP, which is shared with relevant departments for views.

8. **Joint country program evaluations.** The evaluation team along with an evaluation unit of a partner organization (including one in a government) can decide to conduct a joint evaluation of the country programs of ADB and those of one or more development partners, especially when the resources available are limited and when the organizations have been functioning as partners. Joint evaluation efforts are particularly appropriate where there have been prior joint CPS-type exercises and/or major cofinancing or joint policy dialogue at the sector or project levels. They require a high degree of support from the development partners, (usually MDBs) and the government. A joint country program evaluation exercise can take various forms. It may not necessarily lead to the preparation of a joint report. More typically, the evaluation units involved prepare separate reports, while undertaking much of the evaluation process together (e.g., joint field missions). This joint effort helps to save evaluation resources and time for the government and the organizations being evaluated. In many cases, these joint efforts may improve accountability and learning.

9. The decision on whether to conduct a joint country program evaluation should be made on a case-by-case basis, taking into account the time and level of effort involved. These decisions should take into consideration whether IED's need to maintain the independence of its evaluation products could complicate any efforts for joint evaluation work with the development partner or evaluation unit of the country involved.

B. Use of Guidelines, Approach Paper, and Field Missions¹¹

10. **Use of these guidelines.** These guidelines outline principles designed to ensure quality, comparability, and consistency across the CAPE and CPSFR validations. IED's quality control process, with evaluations supervised by the Director General and Directors and internal and external peer reviews, should ensure adherence to the principles set out in the guidelines. However, the detailed scope and methods for each evaluation will need to be tailored to the country's unique circumstances and the specific support roles of ADB.

11. **Evaluation approach paper.** An EAP should be prepared to define the scope of the evaluation; briefly review the country's socioeconomic and political situation; and review ADB's country strategies and programs, particularly the CPS objectives based on the text of the CPS.¹² The CPS objectives identified in an EAP for assessment should be discussed with the relevant regional department and the Strategy and Policy Department (SPD). This is particularly important for a CAPE, which typically reviews more than one CPS. SPD and the regional department concerned will need to respond on this aspect when the EAP is circulated for comments. The EAP will also identify the evaluation methodology, including the specific issues and questions to be addressed, and identify the budget, staff, timeline, and implementation requirements. Appendix 2 provides guidelines for the preparation of EAPs for CAPEs and CPSFR validations.

12. **Field missions.** A CAPE will rely on two or three key country visits by the team leader and one country visit by each sector evaluation team member. The key country visits may be preceded by a reconnaissance mission before preparing the EAP, and a consultation mission to present a draft to the government and development partners towards the end stage of the evaluation. These missions will be coordinated with the resident mission so as not to

¹¹ Both the *Revised CAPE Guidelines* and the guidelines for preparing CAPE approach papers can also be applied (with some logical and usually self-evident modifications) to sector and thematic evaluations at the country level.

¹² During the evaluation exercise, the relevance of CPS objectives will be assessed in the relevance assessment and ADB's contribution to achieving these objectives will be reviewed in the development impacts assessment.

overburden the officials involved. For CPSFR validations, one field visit would normally be conducted to collect information. However, in some cases the CPSFR can be expanded and include more visits, if so required.

III. METHODOLOGY FOR COUNTRY-LEVEL EVALUATIONS

13. The purpose of the CAPE and CPSFR validation is to provide ADB's Board of Directors and Management with an independent assessment of past operational performance in a country; and to articulate issues, lessons, and recommendations. This information provides an input into the design of the subsequent CPSs and country operations business plans (COBPs). The evaluations should draw out forward-looking lessons to improve ADB support more generally. The CPSFR validation generally follows the CAPE methodology, unless otherwise specified.

14. A CAPE is based on assessments of ADB programs in both public and private sectors that are undertaken by evaluators who are independent of the operations departments. The scope of work for a CPSFR validation is more limited than that for a CAPE and it validates the CPS final review prepared by operations departments, although it can include findings from assessments conducted by IED where this is warranted. The most notable feature of the CPSFR validation is the absence of significant stand-alone sector program (i.e., portfolio) assessments.

15. The methodology for evaluating country programs and validating CPSFRs rests on a set of procedures and sequential actions, notably: (i) definition of the objectives, scope, and time period of the program to be evaluated; (ii) development of an evaluation framework defining the main evaluation questions and method of evaluation, providing details on the use of fixed evaluation criteria and rating system; and (iii) elaboration of the approach to respond to the evaluation questions in terms of use of budget, consultants, and use of evaluation tools such as document and file study, data analysis, interviews and consultations at headquarters, field observations and consultations, questionnaires, and case studies. Each report needs to explain the methodology used to prepare the evaluation clearly to ensure a common understanding is established and to avoid disputes.

16. The overall government objectives and ADB's CPS objectives,¹³ the scope of the strategy, and the time period should be clearly defined. This section should be supported by graphs and commentary that clearly identify the level and trends of ADB support, differentiating between loan and grant operations and TAs by sector. Major changes from the original approved program should be identified. This section should provide an overview of the project monitoring and implementation arrangements identified in the CPS. The CAPE should include a section that clearly defines ADB's operations, differentiating between functions performed at headquarters and those at the resident mission, and including details on staff numbers and capacity in the resident mission.

¹³ The guidelines for the CPS results framework are being revised in early 2015. Guidance on formulating CPS objectives will be clarified in these guidelines.

A. Resources Needed for the Evaluation and Validation

17. The CPSFR validation, which is an evaluation with limited scope, uses fewer resources and simpler data collection and analysis. It relies on the CPSFR report,¹⁴ relevant documents, interviews with key staff at ADB, and a short field visit that includes interviews with government counterparts, development partners, and other relevant actors.

18. The preparation of a CAPE generally takes place using a team leader on a full-time basis for 10 person-months, four to six team members to prepare sector assessments on a part-time basis for about 4 months, one national officer and one administrative assistant on a one-third time basis for 10 months, administrative budget for country visits (8–10 person-months in total when related sector assessments are included), and a budget for the equivalent of 7–10 person-months of international consultants (including the costs of international travel), and a modest budget for special data collection. There are usually not enough funds available for significant independent primary field data collection, and the operations department's data collections maintained in the Project Performance Management System (Operations Manual Section J1) should be relied on and occasionally may be validated by IED field visits. In most cases, the CAPE needs to be prepared within a 12-month period. Ideally, it should be delivered well before the completion of the preparation of the next CPS, and the CPSFR validation before an informal board seminar is held on the draft CPS.

19. The CPSFR validation report preparation generally requires a team leader on a part-time basis for about 5 person-months, supplemented by a national officer and an administrative assistant on a part-time basis (see table in appendix 1), and consultant input of 1–2 months, including the costs of international travel. The CPSFR validation generally needs to be prepared within a 5-month period, and is preferably circulated before an informal board seminar is held on a draft of the new CPS (or a draft with recommendations at least shared with the operations department). As mentioned above, CPSFRs can in some circumstances be expanded somewhat, if IED recommends this.¹⁵

B. Evaluation Framework and Questions

20. **Evaluation framework.** An evaluation framework is needed to identify the results chains implicitly or explicitly assumed by the CPS, i.e., the causal relations between various CPS inputs, activities, and the expected outputs, outcomes, and development impacts. The evaluation framework should normally use the results frameworks elaborated in the CPS as an important source of information. If the CPS framework is deficient, internally inconsistent, or there were obvious omissions, the evaluator may have to reconstruct a more plausible and usable framework. To analyze causal relationships, the evaluations need to address both "standard" and "specific" questions.

21. **Standard evaluation questions.** These should be similar in all country-level evaluations:

- (i) **Relevance:** Were the CPS strategic objectives (footnote 6) valid in relation to: (a) the country's development needs and challenges, and (b) ADB's corporate strategies and priorities? How did ADB position itself and its work in partnership with other development partners? How were upstream public and private sector

¹⁴ CPSFR report is expected to provide relevant data and sources of information to substantiate the conclusions drawn.

¹⁵ This may happen if a final review raises significant questions, or if commenters have raised significant questions on the performance in an area or sector, leading IED to decide that a special assessment is warranted.

operations aligned? Answering these questions involves looking at the appropriateness of the CPS objectives (cross-sector intended results) given the country situation and needs and problems identified and the appropriateness of the sector strategies, choices, and sector support in relation to country and ADB priorities and the planned inputs of other major development partners and the government and the appropriateness and sufficiency of donor coordination. The appropriateness of the main delivery modalities adopted may also be assessed here.

- (ii) **Effectiveness.** Were the outcomes of the projects, programs, or TA interventions, as defined in the original documents approved by ADB, achieved at the time of the evaluation, or (if outcome data are lacking) were outputs underway likely to achieve such outcomes? Where have there been changes in scope in programs approved by the Board, and did they lead to better outcomes? Were they appropriately approved? Have there been many minor scope reductions in sector programs? If yes, what has been the effect on the original intended outcomes? In CAPEs, the focus is on assessing the effectiveness of sector programs—this may include ADB’s contribution to achieving sector-specific outcomes, such as an increase in traffic or a reduction in travel time, if convincing data for this can be identified. In CPSFR validations, the focus is on validating the evidence and rating provided under the effectiveness assessment.
- (iii) **Efficiency.** How efficiently has ADB’s sector support been delivered over the evaluation period? Costs need to be compared with benefits and should take into account time and effort from the side of ADB and client and the involvement of other stakeholders and partners. There should be some consideration of whether projects generated a given level of benefits and reflected least-cost methods of providing ADB support in a timely manner. In CPSFR validations, the focus is on validating the evidence and rating provided under the efficiency assessment.
- (iv) **Sustainability.** Are the outputs and outcomes of the various sector programs likely to be sustainable over the medium term, technically, financially, environmentally, socially, politically, and institutionally? What are the critical risks and how will they be mitigated? In CPSFR validations, the focus is on validating the evidence and rating provided under the sustainability assessment.
- (v) **Development impacts.** Has ADB contributed to achieving the objectives of the CPS, not only directly through its sector programs (e.g., improvement in road safety), but also by the implementation of cross-cutting agenda(s) that rely on interactions or synergies between interventions in different sectors or of different types or development partners. Examples of such-cross sector impacts could be poverty reduction, inclusive economic growth, environmentally sustainable growth, regional integration, private sector development, gender equity and mainstreaming, and governance and capacity development. Unforeseen and unplanned positive or negative development impacts (such as environmental and social impacts resulting from the application of the safeguards policy) that contribute to or detract from the main intended impacts may be reviewed and rated under this heading, but will be discussed mainly in the sector program

assessments. In CPSFR validations, the focus is on validating the evidence and rating provided under the development impacts assessment¹⁶.

- (vi) **ADB performance.** Has ADB as an institution done well in terms of preparing well-designed projects, being responsive to client needs, carrying out procurement and supervision, designing and implementing safeguards, carrying out policy dialogue, coordinating aid, and adhering to its policies, in providing support to achieve the strategic objectives? The discussion should be in the CAPE or CPSFRV but the rating is optional and will not be counted toward the success rating.
- (vii) **Borrower performance.** Have the clients and implementing agencies performed well in implementing or facilitating the achievement of strategic objectives? What was the observed project implementation and monitoring capacity of executing and implementing agencies? The discussion should be in the CAPE or CPSFR validation but the rating is optional and will not be counted toward the success rating.
- (viii) **Issues, lessons, and recommendations.** What are the key issues for the future and what lessons and recommendations can be drawn from the evaluation? Appropriate lessons from other CAPEs or from other literature will increase a CAPE's value added. At the approach paper stage during a literature review about the country context and understanding current issues, it is preferable to look for relevant examples from other countries that have worked or not worked. These examples can come from other evaluations or analysis done on similar issues in other countries and should be included in the CAPE typically by way of boxes or lessons.

22. **Specific evaluation questions.** Additional questions specific to the country situation may need to be asked. These will be determined on a case-by-case basis and described in the EAP depending on the context. For instance, in countries in central and west Asia, special attention may need to be given to assessing a program's effect on the country's transition to a market economy.

C. Use of Country Partnership Strategy Results Frameworks and Objectives

23. **CPS results frameworks.** Until 2009, ADB's CPSs included the mapping of the intended results, at both sector and cross-sector levels.¹⁷ Until the end of 2014, CPSs had a mandatory appendix with a country results framework, and separate sector results frameworks (or road maps).¹⁸ If these frameworks are included in the CPS, they need to be assessed in the evaluation. If they are not available or are of insufficient technical quality, they may need to be reconstructed. The evaluation may also need to assess whether in environments with poor data, projects allocated sufficient resources to addressing data shortfalls in their relevant sectors. If the results frameworks are available and of sufficient quality, meaning they have adequate indicators with appropriate baselines and time-bound targets, they should provide a good basis

¹⁶ If the CPSFR has not undertaken the self-assessment of development impacts reviewing both contributions to sector impacts and cross sector impacts as explained above, then the CPSFR validation report is expected to assess it based on both aspects using the information available.

¹⁷ ADB. 2007. *Country Partnership Strategy Guidelines*. Manila. Note in particular para. 54 of these guidelines.

¹⁸ ADB. 2010. *Preparing Results Frameworks and Monitoring Results—Country and Sector Levels*. Manila. These guidelines are being revised in 2015.

for assessing the extent to which the stated sector-level outcomes have or have not been achieved and how they have contributed to achieving the CPS objectives. In February 2013,¹⁹ ADB mainstreamed considerations of inclusive growth and environmentally sustainable growth in its support to countries, and in March 2013 it issued guidelines on including inclusive economic growth objectives in the CPS.²⁰ All CPSs now need to be based on a special analysis that operationalizes inclusive and environmentally sustainable growth.

24. **CPS objectives.** In accordance with this mainstreaming, the evaluation should pay close attention to analyzing whether the CPS objectives (footnote 6) are strategically relevant and whether and how ADB has contributed to their achievement. If CPSs since 2008–2009 have not articulated their contributions to main ADB corporate agendas (such as inclusive economic growth), this would deserve some attention in the assessment of the relevance of the program. A focus on broad CPS objectives is in line with the Evaluation Cooperation Group's Good Practice Standards for Country Strategy and Program Evaluations (CSPEs). These propose that an MDB's CSPE exercise should begin with an effort to make explicit the causal model implicit in the design of the support program, including a contextual analysis to identify country program objectives, and examine the relevance of the MDB's strategy in contributing to the achievement of these objectives.²¹ IED should elaborate its understanding of the CPS objectives in the draft EAP sent for comments, so that the operations department has an opportunity to respond. This consultation is especially necessary when the objectives of various CPSs differ over the CAPE period. To facilitate the preparation of the evaluation these views need to be synthesized.

D. Data Collection and Analysis

25. **Packaging evaluation evidence for analysis.** A discussion of the detailed steps to collect data for CAPEs and CPSFR validations is presented in Appendix 3. The information collected should be collated so it can be evaluated as a package of ADB's cumulative support through project, program, and TA interventions by sector,²² applying the guidelines for the use of evaluation criteria and the rating system provided in paras. 36–57. While CAPEs and CPSFR validations use data sources from existing self- and independent evaluation reports, these should be supplemented by further evidence collected during the field mission(s). In cases where prior evaluation reports for the same projects or programs contain conflicting evaluation findings or ratings and there are no new data or information from primary sources to validate these reports, the CAPE or CPSFR validation should draw its own conclusions based on the weight of the evidence. This analysis may require greater weight to be given to more recent and independently arrived at findings as these may be more relevant to the new CPS.

26. **Triangulation.** A CAPE or CPSFR validation can benefit from the use of triangulation techniques to draw together and verify quantitative and qualitative data and information from many sources, including: (i) IED's own observations and data collected from primary sources;

¹⁹ ADB. 2013. Country Partnership Strategy. *Operations Manual*. OM A2/BP. Manila.

²⁰ The memo approved by the President titled "Guidelines on Inclusive Economic Growth in the CPS." These guidelines aim to assist the effective operationalization of inclusive economic growth in CPS. They also suggest that IED should include in CAPEs a systematic evaluation of ADB's contribution to inclusive economic growth, and that considerations for inclusive economic growth are reflected in the CAPE's analysis of the key achievements of a CPS, and in the formal evaluation of a CPS on the various criteria.

²¹ Evaluation Cooperation Group. 2008. *Good Practice Standards for Country Strategy and Program Evaluations* p. 12. (www.ecgnet.org).

²² Some themes (e.g., governance and capacity development, gender equity and mainstreaming) can selectively be treated as sectors in their own right, in which case any ADB project, program, or TA interventions or resources that are classified by a CAPE to be assessed separately under these themes should not be included or assessed under other sectors that they cut across; otherwise there would be a problem of double counting.

(ii) observations and views, and data presented by others, both inside ADB and outside (notably government and development partners),²³ and (iii) quantitative data analysis prepared by IED and third parties and evaluators. In the case of a CPSFR validation, the study is concerned with validating the primary work conducted by the operational department for the CPSFR.

27. **Perceptions survey.** As part of the ADB performance assessment, a stakeholder perceptions survey is normally conducted during the CAPE or CPSFR validation mission among all key stakeholder groups, including the government and/or client (both the borrower and line agencies), beneficiary groups, and other development partners, e.g., multilateral and bilateral agencies, and civil society, including nongovernment organizations (NGOs) and the private sector.²⁴ The findings of the survey are normally presented in a box, with the focus on the views of clients and their suggestions on how ADB can improve its performance.

28. **Plausible contribution to development impacts versus precise attribution of overall impact.** In countries where many operations have been completed and quantitative data have been collected by ADB or the executing agency, it should be possible to quantify effects and sometimes impacts. Data collection through surveys and other methods is often part of projects and included as part of the project performance management system. The onus is on ADB and the agencies responsible to make relevant data available when IED starts the evaluation; IED does not have the resources and time to collect large amounts of primary data on its own.

29. In the absence of such data it may be difficult to assess whether and to what extent ADB's interventions caused any change that has taken place in the country. Even at the project level, the precise attribution of impacts is problematic given the roles of government entities, project entities, and other contributors. Such attribution is even harder at sector and country levels. Over an evaluation period ADB will generally have supported many programs and projects, with varied outcomes, and it is unlikely the individual impact of most of these initiatives will have been rigorously evaluated.²⁵ Many operations will be ongoing at the time of evaluation and plausible assumptions about their likely future success may need to be made. Sometimes recent quantitative data are not available or are not of sufficient quality, even when projects are completed. In addition, part of many of ADB's interventions may be related to policy reforms and/or institutional capacity building, and in such cases the impacts of such interventions are not amenable to quantitative approaches. Given these circumstances, a CAPE or CPSFR validation will often not be in a position to measure ADB's impacts in a precise way, or to attribute impacts to a set of ADB-supported projects. Doing so would entail building a convincing counterfactual case (i.e., what would have happened in the absence of ADB's support) which can only be done through a rigorous quantitative impact evaluation.

30. That said, where information is available, more quantitative and qualitative efforts can be undertaken to compare the status of indicators of development impacts both before and after ADB's cumulative interventions in each sector in the country. Based on a reasonable understanding of what these interventions entailed vis-à-vis similar interventions by other

²³ The CAPE or validation should consider any significant country findings of the reports produced by operations support departments (e.g., audit and performance evaluation reports, portfolio reviews, project procurement-related reviews) and should consider conducting interviews with the staff responsible for these reports.

²⁴ The CAPE or CPSFR validation should try to minimize the burden on local counterparts by avoiding duplication of meetings and formal surveys and by exercising judgment and flexibility. This also applies to other aspects of the evaluations.

²⁵ Rigorous quantitative impact evaluations will be undertaken only in exceptional cases, as these are time-consuming and costly and require substantial data to be available.

development partners and the government and broader processes (e.g., regional economic trends) and by triangulating various sources, a critical assessment can be made of the extent to which ADB is likely to have contributed to development impacts. This is a form of contribution analysis, and can be supported by a critical analysis of the actual versus planned outputs and outcomes based on a review of project documents, secondary data, field visits and discussions with key stakeholders. Throughout this process, the evaluation team members should always be asking themselves: Would this change have happened without ADB's presence or would it have likely happened anyway? In what way did ADB contribute to the change? At times, it will be possible to confidently identify evidence of ADB's specific contributions.

31. **Limitations.** Given the complexities of country-level evaluation, the limitations of the CAPE and CPSFR validation methodologies should be acknowledged clearly in the reports (e.g., they should explain factors impinging on the robustness of the assessment, the breadth and depth of the evidence upon which the assessment is drawn, and the inability to precisely measure and/or attribute impact at sector and country levels when recent data are absent).

32. For CPSFRs and their validations in particular, assessments of the effectiveness, sustainability and development impacts of new operations may be premature. They may need to concentrate on operations approved before the current CPS period but ongoing and/or completed over that period. The relevance assessment of such operations may have to take into account earlier CPSs to some extent. The efficiency assessment should concentrate on projects approved and/or implemented over the CPS period, and should pay special attention to loan signing, loan effectiveness, contract award, disbursement, and cancellation issues. For older projects approved before the CPS period, some conclusions may be arrived at; however, for very new projects approved during the period, probably no inferences can be made about their likely effectiveness, sustainability, or development impacts.

E. Overview of Evaluation Criteria

33. Broadly in line with Evaluation Cooperation Group (ECG) guidelines (footnote 17), five evaluation criteria are applied: (i) relevance, (ii) effectiveness, (iii) efficiency, (iv) sustainability, and (v) development impacts. A weight of 20% is assigned to each criterion, although in exceptional cases the weights assigned to each criterion can be adjusted where the country conditions and the nature and modality of ADB's interventions are significantly different from normal. In such cases, the CAPE or CPSFR validation team suggests the appropriate weights for the country in the EAP or in the back-to-office report of the field mission for consideration by IED's management. For instance, for a country with a very low level of completed projects or a very small ongoing project portfolio, assigning the same weights to the program's effectiveness, efficiency and sustainability criteria may be inappropriate and more weight can be assigned to the relevance criterion.

34. A summary of the CAPE rating system is presented in Table 1, which shows the standard contents and weights for the five evaluation criteria.

35. **How to apply the evaluation criteria and arrive at ratings.** A CAPE or CPSFR validation rates the performance of ADB's strategy and program for the country based on the actual value of the sum total of ADB financial interventions ongoing and completed during the evaluation period (the CPS program comprises sovereign and nonsovereign loan and grant operations, and TA operations). It first assesses the relevance of the CPS objectives based on the various CPSs under review. Then it assesses the performance of the selected programs using the effectiveness, efficiency, sustainability and development impacts evaluation criteria. A

weighted average of the ratings of various sector-level assessments of the five criteria is provided to arrive at overall ratings for the CPS program.²⁶ After weighing the rating scores for the five criteria equally, the overall success rating is obtained. For further guidelines on the use of criteria see paras. 36–47, and for more guidance on how to derive an overall success rating see paras. 48–57.

Table 1: Summary of Country-Level Evaluation Rating System

Evaluation Criterion	Relevance	Effectiveness	Efficiency	Sustainability	Development Impacts
Assigned Weight	20%	20%	20%	20%	20%
Composition	Assessment based on: <ul style="list-style-type: none"> • Appropriateness of CPS objectives defined in the CPS in meeting the country's needs and ADB objectives • Strategic positioning (e.g., sector choice, consistency, complementarities, donor division of support, partnerships) • Sector program relevance and design quality 	Aggregation of sector-level performance based on: <ul style="list-style-type: none"> • Achievement of physical sector outputs/ outcomes against CPS targets • Achievement of non- physical sector outputs and outcomes against CPS targets, including institutional development in various sectors 	Aggregation of performances of sector portfolios based on: <ul style="list-style-type: none"> • CPS program's costs versus its benefits, relative to original objectives and least-cost alternatives • Program implementation and disbursement and contract award performance Other measures (e.g., aspects of design and implementation that either contributed to or reduced efficiency)	Aggregation of sector-level likelihood of sustainability based on: <ul style="list-style-type: none"> • Adequacy of financing, O&M, and other factors • Institutional and human resources capacity • Policy and political support, technical, social and environmental aspects • Adequacy of risk mitigation arrangements 	An assessment of: <ul style="list-style-type: none"> • ADB's contribution to the country's development results, particularly to help achievement of cross-cutting CPS results • Unintended outcomes and impacts, including unintended safeguard impacts from ADB's support, and unplanned institutional impacts, whether positive or negative • Sector level impacts

ADB = Asian Development Bank; CPS = country partnership strategy; O&M = operation and maintenance.
Source: Asian Development Bank Independent Evaluation Department.

F. Guidelines for the Use of the Evaluation Criteria

36. **Relevance (20%).** The rating categories are: *highly relevant*, *relevant*, *less than relevant*, and *irrelevant*. All assessments of relevance can be considered in three parts: (i) the appropriateness of the CPS objectives, (ii) the positioning²⁷ and sector strategies and choices for interventions, and (iii) the relevance of the design of the CPS program to the objectives.

²⁶ In aggregating the ADB performance in individual sectors, the evaluation team can consider assigning weights and applying them by the monetary value of sector operations (with thematic interventions integrated) and/or by other reasonable judgments according to the perceived significance of the operations.

²⁷ Positioning refers to the initial intent of the CPS or its design and the relevance refers to how the program has been shaped to accommodate the CPS positioning (design). Earlier separate assessments and ratings of strategic positioning and relevance (each with a weight of 10%) have now been combined in a new relevance assessment (weight of 20%),

37. The assessment of the appropriateness of the CPS objectives considers whether the CPS made the right choice of objectives in the context of the country, its partnership with ADB, and the available ADB resources. This assessment is tied to the priorities of the government and ADB, but not entirely in a mechanical way. There should be room for a wider assessment that takes into account the possibility of ADB objectives being incompletely or wrongly articulated given country needs or information available at the time. For instance, if ADB did not pay attention to significant natural disaster risks and it was known that the country was very prone to disasters, the CAPE or CPSFR validation should ask whether some chosen objectives were appropriate. It should do this even when government or ADB country documents are silent or nonspecific about this. Other information, for instance corporate priorities, or expressed preferences by the government, or user demand (where user revenues are an important component of project or program design) can inform the assessment.

38. The assessment of the positioning of the ADB program and the sector choices that have been made is determined by reviewing in detail the correspondence between broad CPS objectives and sector programs and their sizes and orientations, and the nature and extent of complementarities and partnerships required with other development partners.

39. The assessment of the appropriateness of the design of the CPS program to its main objectives focuses on such issues as (i) the quality of special analyses, assessments, and plans done for the CPS; (ii) the choice of modalities used (e.g., projects, programs, TA) to meet the program objectives; (iii) partnerships made; and (iv) the quality of the indicators and targets used in the CPS results frameworks and sector results frameworks. The timing and duration of the CPS period can be reviewed in this section, along with ADB's capacity to deliver the program, i.e. staff strength at headquarters and in the resident mission. Part of this assessment can be done before the EAP, and the preliminary results reported in it.

40. **Effectiveness (20%).** The rating categories are *highly effective*, *effective*, *less than effective*, and *ineffective*. Effectiveness refers to the extent to which the progress of ongoing²⁸ and completed ADB interventions achieved their own sector outcomes and outputs as defined in the project documents and helped achieve government sector outcomes as defined in CPS and sector results frameworks.²⁹ Given the importance of knowledge products (which Strategy 2020 has labeled a driver of change), their prominence and effectiveness may also be assessed here. The evaluation needs to take into account whether outcomes intended have been updated through scope changes, although this should only be done up to a point.³⁰ Effectiveness reflects whether the actual sector and country support programs *prima facie* generated the intended outputs and outcomes at the time of the evaluation, or whether they are likely to do so in the

²⁸ The inclusion of ongoing projects and programs allows for real-time evaluations which can be done by identifying the extent of overall progress made by the ongoing projects and programs in each sector which have already been implemented up to a certain point, so that evidence of evolving outcomes toward achieving their intended targets can be assessed in terms of the likelihood of effectiveness once the projects and programs have been completed. In CPSFR validations, operations will mostly be ongoing and the rating of their effectiveness will need to take this into account.

²⁹ A CAPE or CPSFR validation may assess the extent of the outcomes achieved in each sector by comparing the current values of key outcome indicators *after* the project or program interventions with their baseline values *before* the interventions. Contribution analysis should be carried out to see whether a plausible link can be made between ADB's support and any change that has taken place. Such an investigation should take into account the possible role of other development partners and external factors. In addition, the findings of any available impact evaluations could be used.

³⁰ Changes in scope changes approved by Management allow the adjusted targets to be evaluated, but up to a point. Several small cumulative scope reductions can reduce the outputs to a point where more than half of the original project is not implemented. If there are many such projects in a sector program, the evaluation may conclude that its effectiveness is reduced, even when many individual scope changes were justifiable.

case of ongoing operations. As shown in Table 1, for effectiveness there are two broad components:

- (i) the achievement of outcomes from physical targets or outputs, such as vehicle kilometers (km) per day as their proxy or leading indicators based on indicators such as level of usage or availability; and
- (ii) the achievement of outcomes from nonphysical targets or outputs, such as people trained as their proxy for knowledge products, or leading indicators.

41. **Efficiency (20%).** The rating categories are *highly efficient*, *efficient*, *less than efficient*, and *inefficient*. Efficiency refers to the extent to which the ADB programs of various types and modalities provided under the CPS were implemented and delivered in a cost-effective and time-efficient manner in each sector and overall, and whether they generated value for money. Reference should be made to quantitative analysis of actual economic and financial costs and benefits, relative to planned costs and benefits, and other benchmarks where available. Costs and benefits should be estimated on a whole-of-life basis and supported by a clear presentation of underlying assumptions. Where data on benefits are not available, or lack credibility, the focus should be on unit costs and whether they are efficient relative to benchmarks such as industry comparators (where available) and actual versus planned costs.

42. The efficiency assessment focuses on:

- (i) The delivered programs' aggregated economic returns and cost-effectiveness set against benefits (from program loans, policy reforms, non-economic projects), at least cost for a given level of benefits (i.e., their value for money).³¹
- (ii) The implementation efficiency of completed operations (e.g., the extent of delays, cost overruns, cancellations, and irregularities) and of ongoing operations (the extent of delays, cancellations, irregularities)—the efficiency of cofinancing partnerships may also be assessed here.
- (iii) The share of program loans in the overall portfolio—a high share will normally improve efficiency, as cost-effectiveness and disbursements are usually either unsuitable or hard to assess.

43. **Sustainability**³² (20%). The rating categories are *most likely sustainable*, *likely sustainable*, *less than likely sustainable*, and *unlikely sustainable*. This criterion refers to the likelihood that actual and anticipated results (outcomes and outputs)³³ achieved from cumulative project and program (inclusive of TA) interventions provided under the CPS programs in each sector and overall will be resilient against risks.³⁴ The rating should assess the extent to which the outputs are likely to be maintained after the completion of the interventions for the design life of the project outputs (as specified in the original project documents). Sustainability should

³¹ If good information is available on this item, this would normally have the heaviest weight. Sector portfolios dominated by program loans may need a different efficiency assessment; a reliance on economic analysis and disbursement analysis will be less useful in such cases. Actions undertaken before program loans are approved will need more attention than usual.

³² The concept of sustainability is similar to the concept of "risks to development outcomes" used by the World Bank's Independent Evaluation Group.

³³ For practical reasons, sustainability assessment in a CAPE may often focus more on the sustainability prospects of outcomes and even outputs, rather than on the sustainability prospects of impacts.

³⁴ Based on project or program design and monitoring frameworks, risks generally refer to negative factors that may occur and cause adverse effects on project or program performance, especially on their long-term sustainability. Such risks can be avoided or mitigated through appropriate mitigation mechanisms during the design and implementation stages.

consider factors such as degree of policy support, affordability and adequacy of funding for operations and maintenance, and institutional capacity to ensure sustainability. Where estimates of financial internal rates of return are available, they should form part of this analysis. As per ECG standards, a sustainability assessment considers several aspects of sustainability, as applicable: technical, financial, institutional, economic, social, environmental, and political. The evaluation considers the degree of government ownership of and commitment to the project's objectives; the ownership of other stakeholders (e.g., the private sector and civil society); and the degree of institutional, human resources, and policy support and the quality of governance. The risk and potential impact of natural and other disasters are also considered, where appropriate.³⁵ Assessing sustainability can never be known with certainty, as it is related to future developments and conditions, so a CAPE or CPSFR validation will need to make an assessment based on projections.

44. **Development impacts (20%).** The rating categories are *highly satisfactory*, *satisfactory*, *less than satisfactory*, and *unsatisfactory*. This criterion refers to the extent to which ADB's cumulative interventions have contributed to helping the country, subnational area, sector, or subsector achieve, or make sufficient progress toward achieving, ADB's CPS objectives. Development impacts are assessed by looking at three objectives, mainly the cross sector areas of focus, and take into account inputs used and efforts made to contribute to achieving the objectives. The impacts from small inputs and efforts can still be rated satisfactory if the subsector (or subnational area) to which the inputs and efforts were directed is small as well. A more detailed description of the approach to judging development impacts is in Appendix 4. The factors to be considered in the assessment are:

- (i) direct contributions to national and subnational sector impacts, whether positive or negative. Each sector program assessment will also rate contributions to cross-sector development impacts, and these ratings will feed into the overall development impacts rating;
- (ii) contributions to helping achieve national and subnational progress toward the cross-sector or thematic CPS objectives, helped by interactions or synergies between interventions in different sectors. This means that there has been a credible effort toward achieving intended impacts together with different types of development partner or the government. Results of cross-sector gender action plans, if any, should also be discussed here. All of this should be based on analysis of either quantitative evidence or a "plausible association" with ADB's support and results should be assessed at the sector outcome level; and
- (iii) unintended and unplanned positive and negative impacts of projects and programs that are not reflected in the assessment of effectiveness. Examples of positive examples could be unintended institutional development and skill development. Negative impacts could include deforestation due to agricultural extension programs and rural infrastructure development programs, pollution, social strife, policy and subsidy inconsistencies and incompatibilities due to lack of coordination, organizational inefficiencies and redundancies, or negative impacts related to the environment, involuntary resettlement, and indigenous peoples caused by the neglect or insufficient application of safeguard measures.

45. **Special attention for inclusive economic growth.** A memo approved by the ADB President in March 2013 (footnote 18) emphasized that inclusive economic growth is a key ADB

³⁵ ECG. 2012. *Good Practice Standards for the Evaluation of Public Sector Operations*. Operational Procedure 21.1. February. Revised Edition.

strategic agenda under Strategy 2020. It was defined as growth that focuses on the creation and expansion of economic opportunities, ensures broader access to these opportunities, and ensures that extreme deprivation is prevented and effects of shocks are reduced. The memorandum emphasized that diagnostic studies, analysis of the national development strategy, understanding of the role of other development partners, and evaluation of the implementation experience of previous country strategies will all help define priority sectors and thematic areas for ADB's support for inclusive economic growth, and that a CPS should include the rationale for ADB's choice of areas and a succinct summary of the strategy to support inclusive economic growth.

46. Inclusive economic growth needs to figure prominently in most country strategies, and will become an important aspect of IED's evaluation of ADB's development impacts. If this is done in a CPS, IED will evaluate this strategic agenda. The President's memorandum included an expectation that CAPEs and validations of final reviews would contain a systematic evaluation of ADB's contribution to inclusive economic growth. It is expected that such assessments will be included for all CAPEs and CPSFRs following the finalization of these revised guidelines, but that in the early years these need not be extensive. They will depend on the emphasis given to inclusive economic growth in the CPS being evaluated, and in the material available in relevant ADB documents.

47. Other objectives defined in Strategy 2020 and the 2014 Midterm Review include environmentally sustainable growth and regional integration. In so far as the CPS to be evaluated highlighted objectives in these areas, these also need to be assessed. The same applies to Strategy 2020's drivers of change (private sector development, governance and capacity development, gender equity and mainstreaming, knowledge solutions, and partnerships) if they were included as CPS objectives.

G. Guidelines on the Use of the Rating System

48. **Qualitative and quantitative assessments.** IED prefers quantitative assessments, relying on survey data and economic and financial analysis. In the absence of these, the evaluation team needs to apply more qualitative approaches to arrive at a performance rating. The two approaches need to be combined. A numerical scoring system is used to aggregate the various ratings of the success of the CPS, for communication, and recording across countries, sectors, and time periods. The CAPE or CPSFR validation ratings are used by ADB Management for corporate reporting. This numerical scoring system will be helpful in:

- (i) organizing and structuring the evaluation;
- (ii) making the evaluation process and its judgments transparent to the users; and
- (iii) ensuring reasonably uniform and systematic evaluations and comparability across CAPEs and/or CPSFR validations, even when a certain degree of subjectivity remains in providing individual subratings.

49. **Alignment of the program and project scoring systems.** IED's scoring system at the country program level is consistent with its scoring at the project level³⁶ in terms of scoring and scaling: (i) a score for a criterion goes from 0 points (lowest) to 3 points (highest); (ii) the score is multiplied by the weighting percentage, e.g., relevance rated 1 (less than relevant) is

³⁶ However, project performance is currently rated according to four equally weighted criteria: relevance, effectiveness, efficiency, and sustainability. A fifth criterion, development impacts, also equally weighted, is under consideration, as well as bringing the cut-off point to 2.5 with the approval of these guidelines..

multiplied by 20% = 0.20; (iii) the success rating score is derived by adding up the various individual criterion rating scores; (iv) a final rating is assigned by comparing the score with the following IED success rating thresholds: *highly successful*³⁷ (HS) = 3.00–2.50, *successful* (S) = 2.49–1.60, *less than successful* (LS) = 1.59–0.80, and *unsuccessful* (US) = 0.79–0.³⁸ The thresholds for identifying whether a strategy is HS, S, LS, or US are as follows:

2.5 =< HS <= 3.0;
 1.6 =< S < 2.5;
 0.8 =< LS < 1.6;
 0.0 =< US < 0.8.

50. **Borderline ratings.** As the *successful* and *less than successful* ratings have wide ranges and in practice many CAPE or CPSFR validation scores fall close to the borderline, there is a need to distinguish borderline performers. If a rounded-up score ranges from 1.60 to 1.75, it may be called *successful on the borderline*.³⁹ Likewise, if the score falls between 1.45 and 1.59, the rating may be called *less than successful on the borderline*.

51. **Sector program assessments.** CAPEs are generally based on sector assessments for the most important sector programs. These sector program assessments are generally made public and are documents linked to the CAPE through hyperlinks, and in turn follow a fixed structure, assessing relevance, effectiveness, efficiency, sustainability and development impacts of the sector portfolio of sovereign and NSOs. (As mentioned, NSOs may also be also assessed separately, para.7). The relevance section briefly assesses the choice of programs by subsectors, and development impacts assess intended and unintended impacts on institutions and economic and human development indicators. The two assessments may briefly indicate sector-specific contributions to the main CPS objectives, if they are significant. They also indicate unintended impacts, if any, including impacts arising from the extent of adherence to ADB's safeguard policies. Each sector program assessment has an overall rating, i.e., a sector program can be *highly successful*, *successful*, *less than successful*, or *unsuccessful*.

52. In CPSFR validations, there are no full-fledged sector program assessments in linked documents. The CPSFR validation relies upon brief validations of assessments presented in final reviews that are added to the main text. If the final reviews do not have sector assessments, the validation report provides relevant findings from the validation mission.

53. **NSO assessment.** If the NSO portfolio is small the assessment may follow the same criteria as those for sovereign operations.⁴⁰ On the other hand, NSO evaluation criteria may be followed if the NSO portfolio comprises a large share of ADB's operations in the country, or the benefits of a separate discussion outweigh the disadvantage of a disjointed sector program

³⁷ The highly successful rating is denoted as 2.5=< HS instead of 2.7=<HS to be in line with the adjustments made to the criteria. The 2.5 cut-off will apply from the approval of these guidelines. If any one criterion point is 0, then the overall assessment does not qualify for a successful rating even if total score is 1.6 or above.

³⁸ In practice, scores expressed to two decimal points may need to be assigned to the overall effectiveness rating, efficiency rating and sustainability rating, depending on the weight of individual sectors and aggregating scores per sector.

³⁹ The overall rating scores are rounded off to one decimal point only.

⁴⁰ Some of the project-level evaluation findings for NSO can be mapped to the sector assessment criteria as follows: assessment of results chain logic for investment contributions to private sector development and ADB's corporate strategic objectives and ADB additionality→relevance; actual contributions to these objectives→effectiveness or development impact (depending on level); economic sustainability→efficiency; business success→sustainability; environment, health, and safety safeguards application→development impacts; ADB work quality, ADB investment profitability→ADB performance.

assessment. These NSO criteria are: (i) development results, (ii) ADB investment profitability, (iii) ADB work quality,⁴¹ (iv) ADB additionality, and (v) overall rating. If the assessment is based on NSO criteria, it would be impossible to add the criteria ratings for NSO to those of the sovereign operations programs. The overall success rating (*highly successful*, *successful*, *less than successful*, and *unsuccessful*) would need to be weighted by the size of the NSO and averaged with the overall rating of the sovereign operations (Table 2 and para. 57 for an example).

Table 2: Example of Scoring of Sector Programs and Country Partnership Strategy Objectives

Sector Programs and Cross-Sector Objectives (Sector Share) ^a	Relevance 20%	Effectiveness 20%	Efficiency 20%	Sustainability 20%	Development Impacts 20%	Overall Rating
Public Sector Management (25%)	1	1	1	1	1	1.0
Education, Health (8%)	1	1	1	1	0	0.8
Finance and Trade (14%)	1	1	1	1	1	1.0
Energy (15%)	2	2	2	1	1	1.6
Transport (11%)	2	2	1	1	1	1.4
Agriculture and Natural Resources (7%)	2	1	1	1	1	1.2
Water Supply and Urban (3%)	2	1	1	1	1	1.2
Disaster Emergency (17%)	2	1	2	1	2	1.6
CPS Cross-Cutting Objectives^b						
Inclusive economic growth					2	
Regional integration					1	
Transition to market economy					2	
Weighted Score of Sovereign Operations	1.8	1.3	1.3	1.0	1.4	1.4
Overall Rating	Relevant	Less than efficient	Less than effective	Less than likely sustainable	Less than satisfactory	Less than successful
Sovereign Program						
Nonsovereign Operations^c	Development Results	ADB Investment Profitability	ADB Work Quality	ADB Additionality	Overall Rating	
Nonsovereign operations (weighted score: private 25% of total portfolio, public 75% of total portfolio)	2	2	2	2	2	
Overall Sovereign and Nonsovereign Program Rating						1.5

^a If the weights used deviate from sector shares then the rationale for this has to be explicitly stated.

^b Weights for cross-cutting objectives should be equal unless the evaluation approach paper argues for different weights based on the country context.

^c For countries with small nonsovereign operations (NSO) portfolios, NSO should be included in the sector assessments along with the sovereign operations using the criteria of relevance, effectiveness, efficiency, sustainability, and development impacts. For larger NSO portfolios, it is preferable to assess NSO separately. In such cases, the NSO evaluation criteria of development results, ADB investment profitability, ADB work quality, and ADB additionality should be used. If NSO account for a large share of sector operations, the evaluator may break down the sector ratings into sovereign and NSO ratings.

⁴¹ Rating *ADB work quality* is optional. However, it needs to be discussed in the text.

54. **Assessments of CPS objectives for their relevance and development impacts.** It is not necessary to have a separate linked document on this assessment. Each CPS objective may lead to one or two paragraphs of description and analysis with an individual rating, e.g. if inclusive growth was a main objective of a CPS, it can be rated as *highly relevant, relevant, less than relevant, or irrelevant*. Under the development impacts section, the contribution to the achievement of the inclusive growth objective can be rated as *highly satisfactory, satisfactory, less than satisfactory, or unsatisfactory*.

55. **Aggregating scores of various sector program assessments and cross-sector program assessments.** For CAPEs, the overall score is based on weighted averages of the individual sector program assessment scores by criterion, and the weighted scores of relevance and development impacts assessments are added for cross-cutting objectives. The relevance assessment may derive half of its overall rating score from the weighted aggregate of sector assessments of relevance, and the other half from the relevance of cross-sector CPS objectives. An example is given in Table 2. For instance, each sector program assessment will have a score for relevance. These would be weighted for all sector programs and together constitute 50% of the weight of the overall score on relevance. The other 50% could be based on, for example, the average of three scores given to cross-sector objectives in the main text: one on ADB's contribution to inclusive growth (if rated as satisfactory, it will be allocated 2 points), one on ADB's contribution to regional integration (in a few areas), and one on ADB's contribution to the country's transition to a market economy. A similar combined rating can be followed for sector impacts and cross-cutting impacts.

56. As mentioned, NSO should normally be assessed alongside sovereign operations in sector program assessments. If a choice has been made to rate the nonsovereign program separately (para. 7), the preferred rating system should follow the system discussed in para 53. However, if different criteria are preferred, the overall success rating needs to be weighted in accordance with the size of the program and then averaged with the overall rating of the sovereign operations. For example, if the size of sovereign operations is 80% of the total, and the average rating is 1.38 as per Table 2, and the NSO size is 20% and the rating 2, the total program score is 1.50 ($1.38 \times 80\% + 2 \times 20\%$), i.e., *less than successful on the borderline*. If different criteria are used, the overall success ratings of NSO and sovereign operations need to be provided in separate tables or integrated into the same table by mapping them (footnote 40). Whichever approach is used, a single success rating (either by mapping different criteria or by using a weighted average) is needed for comparison over time and across countries.

57. For CPSFR validations, the scores of the various sector programs, cross-sector priorities and the nonsovereign program would need to be weighted, but in the absence of detailed ratings and scores by sector they can be only indicative. For CPSFR validations, the different rows by sector in the first segment of Table 2 may be collapsed into one row in the absence of separate sector assessments. However, rating by CPS objectives could be done with equal weights in most cases (para. 6). The *relevance* assessment of CPS objectives in the second segment of Table 2 can be carried out for the CPSFR validation as in a CAPE based on para. 37 of the guidelines. The assessment is expected to use information available in the final review and other sources. Similarly *development impact* assessment of the CPS objectives can follow para. 44 as in a CAPE. Finally, overall *relevance* and *development impacts* ratings are each consolidated giving equal weights to the ratings under segment 1 and segment 2 of Table 2.

H. Guidelines for Other Assessments

58. While the five sovereign operations rating criteria described above determine the success rating, the following assessments are also included in a CAPE or CPSFR validation:

- (i) **ADB performance.** This criterion refers to ADB's institutional responsibilities as a development partner in each sector and overall. Such responsibilities include its roles in: (a) aid coordination and harmonization, building partnerships with other development partners, and pursuing collective policy dialogue with the government; (b) building government and client ownership and leadership (e.g., acting as a catalyst or advisor); (c) responsiveness to client needs; (d) adherence to ADB policies and procedures (including safeguards); (e) the adequacy and quality of CPS and COBP preparation; and (f) the adequacy and quality of supervisory missions. These should be individually assessed. An overall rating (i.e., *highly satisfactory*, *satisfactory*, *less than satisfactory*, *unsatisfactory*) is preferred but is not mandatory.
- (ii) **Borrower and executing agency performance.** The efficiency of the borrower and various executing agencies in each sector and overall is evaluated. The evaluation does not include the borrower's perceived performance at governing and policy making. There is a need to be flexible given the many types of countries and governments involved, but indicators could include the extent of government ownership and commitment to an agreed development agenda (e.g., the Paris Declaration, Millennium Development Goals, the agenda laid out in the CPS, safeguard policies, and ADB due diligence practices); the degree of leadership demonstrated in aid coordination and harmonization; the extent of participation in the design of CPSs and key projects and programs; the extent of adherence to ADB's loan covenants and conditions; and involvement during implementation; and the adequacy and timeliness in providing counterpart staff and funding. An overall rating (i.e., *highly satisfactory*, *satisfactory*, *less than satisfactory*, *unsatisfactory*) is preferred but is not mandatory.

IV. REPORTING AND DISSEMINATION

A. Issues, Lessons, and Recommendations

59. **Issues.** CAPEs or CPSFR validations should answer the specific evaluation questions raised at the outset of the evaluation and summarize key issues drawn from this analysis. It is important that they interpret these issues clearly and draw conclusions in a consistent, logical, and transparent manner.

60. **Lessons.** A CAPE or CPSFR validation should provide constructive lessons that have clear, strategic, and operational implications for the program in the country in future, or for other programs, particularly those within ADB's or the client's control. The lessons can be worded as long-term recommendations but should generally remain focused on the country and the country program. This section should discuss significant thematic or sector-specific findings and forward-looking lessons as much as possible, in order to make the report more useful for the main audience groups (e.g., ADB Board members, ADB country team and sector division staff, country line-ministry officials, other MDBs and bilateral aid agencies, stakeholders). As much as possible, CAPEs should strive to provide value added using cross-country lessons from other CAPEs or the development literature.

61. **Recommendations.** A limited number of recommendations should be made to ADB to help improve the design and implementation of the next CPS, based on the CAPE or CPSFR validation findings and lessons. The recommendations need to stem from the findings and analysis and should not be clichés about what needs to be good or better, but rather be actionable statements about what should be done differently. Recommendations should be constructive in order to allow the formulation of straightforward follow-up actions by ADB—these should be specific (but not prescriptive), monitorable, achievable and actionable, results-oriented, preferably time-bound and short term (with a duration of up to 2–3 years). The recommendations should be formulated so they can be entered as actions in ADB’s Management Action Record System (MARS). Detailed recommendations, for instance from sector assessments, can be elaborated in an appendix. Management’s response to the CAPE should accept or reject the recommendations. If a recommendation is accepted, it is up to Management to decide who will implement it and over what time frame. Recommendations that need the involvement of the borrower need to reflect this requirement while focusing on what is required from ADB (e.g. It is recommended that ADB discuss the proposed changes with the borrower). Where appropriate, recommendations need to specify whether they pertain to sovereign or NSOs or both. In most cases, CPSFR validation recommendations have no Management Response, but IED generally requests such a response for the Board’s information.

B. Reporting and Reviewing

62. **Reporting.** The length of the executive summary, main text, and appendixes of a CAPE should not exceed 75 pages in the standard IED format. The executive summary should not exceed 10% of the length of the main text. The main text of the CPSFR validation should not exceed 35 pages and its executive summary not exceed 10% of the length of the main text. The suggested structure and contents of the CAPE and CPSFR validation are provided in Appendix 5. It is important that one appendix in each document includes a listing of all interventions, including TA projects, completed or ongoing during the CAPE or CPS validation period. The documents need to be edited by approved editors. Broad guidance and the format for preparing performance assessments by individual sectors, as an input to the CAPE or CPSFR validation, are provided in Appendix 6.

63. **Reviewing.** For a CAPE, the discussion and review process normally involves the following steps (each of which should be followed by a revision of the CAPE draft to reflect comments that are considered relevant by the CAPE team, although in making this judgment the team needs to maintain its independence and accountability):

- (i) internal discussion with and peer review of the draft by relevant IED staff;
- (ii) external peer review of the draft by at least one knowledgeable expert on the country;
- (iii) internal discussion of the draft with and review by IED management and interested IED staff;
- (iv) review by relevant ADB staff, including operations departments, on the preliminary findings of the CAPE;
- (v) review of the draft by the government, along with a presentation of preliminary CAPE findings, lessons, and recommendations in a participatory workshop during a consultation mission to the CAPE country, during which IED management may join the CAPE team to demonstrate to the government the importance of the CAPE—ideally, at that time discussions should also be held with other key stakeholders, such as development partners;

- (vi) a heads of department meeting to discuss the revisions to be made based on a comments matrix, and the proposed recommendations; and
- (vii) finalization of the CAPE draft, formal approval by the IED director-general, and circulation to the Board with a request for a Management Response and subsequent discussion at the Development Effectiveness Committee (DEC).

64. A CPSFR validation review has the following steps:
- (i) internal discussion with and peer review by relevant IED staff;
 - (ii) external peer review (preferred);
 - (iii) internal discussion with and review by IED management and interested IED staff;
 - (viii) discussion with relevant ADB staff, including operations departments, on preliminary findings of the validation mission;
 - (iv) interdepartmental review of the draft report within ADB; and
 - (v) after incorporation of the review comments, finalization of the report, approval by the IED director general, and circulation to the Board as an information paper.⁴²

65. **Report circulation.** After formal approval by the IED director general, the CAPE or CPSFR validation is considered final and no further revisions can be made. The document is immediately posted on IED's public website and simultaneously circulated to ADB Management for a management response and to the Board for information. In the past, only CAPEs received a management response, which is immediately disclosed upon receipt on IED's website. Any disagreements identified in the ADB management response can be raised during the DEC discussion of the CAPE, after which the DEC will also provide its own views on the CAPE. If a management response has been received for a CPSFR validation it will be attached to the report for public disclosure. Upon receipt of the summary of the DEC meeting on the CAPE, the summary together with the management response (and IED's comments on the management response) will be added to the document and this expanded document will then replace the earlier document on the website. Final versions of CAPEs and CPSFR validations are not dispatched to borrowers; the request for comments on a draft will announce that, in line with ADB's Public Communications Policy, the evaluation will be made available publicly on the IED website as soon as it is finalized. If they so desire, borrowers or executing agencies may offer a response, which IED will then make available on its website along with the report.

C. Making Findings Accessible

66. **Disclosure.** All CAPE and CPSFR validation reports are put in the public domain by way of the ADB and IED websites. This is to help foster learning beyond the immediate user groups and to promote transparency and accountability in the evaluation process. Information on NSO may have to be redacted in the disclosed version because of the need to safeguard the confidentiality of business information. IED may decide to add linked electronic documents to the website. It may also indicate the existence of supplementary documents which need to be specially requested from IED. Supplementary appendixes may also be available only to ADB staff and the Board under disclosure rules of ADB's public communication policy. The disclosed version of the CAPE or CPSFR validation report includes, as and when available, management response of ADB and the DEC Chair's summary of the DEC meeting discussion.

67. **Dissemination.** Efforts need to be made to disseminate the CAPE or CPSFR validation findings beyond ADB Management and government officials. Presentations at participatory workshops, public seminars, and press briefings will enable the evaluation findings and lessons

⁴² Management will be requested to respond to the report but may opt not to respond, while the DEC may not schedule a discussion of the report in a meeting.

to be communicated to wider audiences to facilitate knowledge sharing. Providing summaries of CAPEs or CPSFR validations in readily accessible formats (e.g., *Learning Curve* and the *Landing Page on the ADB website*) and translating them into local languages will also contribute to wider dissemination and utilization.

D. Generalizing Findings and Tracking Recommendations

68. **Generalizing findings.** The findings of recent CAPEs or CPSFR validations are summarized and used for comparative purposes in IED's *Annual Evaluation Review* to help foster a more general understanding of the factors influencing the performance of ADB support.

69. **Tracking recommendations.** Operations departments will track and report on how accepted recommendations are actually utilized. MARS is the principal instrument for this. The recommendations of a CPSFR validation report do not have to be tracked if there is no management response or accepted recommendation.

DIFFERENCES BETWEEN CAPE AND CPSFR VALIDATION REPORTS

AREA	CAPE	CPSFR Validation
Goals	To inform ADB's Board of Directors and Management of the evaluation findings. To provide a summary assessment of past operational performance, and to ensure incorporation of the evaluation lessons in the design of the subsequent CPS, together with its corresponding country operations business plans. To provide lessons to improve the future performance of ADB support and to offer recommendations to operations departments for their consideration.	Same.
Evaluation Method	Detailed in paras. 25–32 of these guidelines.	Uses much simpler data collection and analysis than a CAPE and relies mainly on the information and data in the CPSFR report, relevant documents, interviews with key staff at ADB, and a short field visit for triangulation achieved by interviewing government counterparts, and development partners.
Missions	Several country visits, sometimes a scoping mission, then a full mission with several members of staff, depending on the number of related sector assessments. When a draft is available, a brief consultation mission.	One country visit normally.
Duration of Work	12 months.	About 5 months.
Staffing	One team leader on a near-full time basis for about 10 person-months, four to five team members, often for sector assessments on a half-time basis for about 4 person-months each, one national officer and one administrative assistant on a one-third time basis for 10 person-months.	One team leader on a part-time basis for about 5 person-months ¹ , one national officer and one administrative assistant on one third time basis for 2 person-months.
Consultant Budget	\$200,000–\$300,000.	\$30,000 and \$40,000.
Consultant Time Input	Not covered in these guidelines.	About 1–2 person-months.
Review process	Seven steps (para. 63).	Five steps (para. 64), but one step (external peer review) optional. The omitted steps are (i) informal workshop or session with relevant ADB staff and consultation mission to country for discussion with key stakeholders; and (ii) heads of department meeting to discuss the revisions and proposed recommendations.
Report circulation	Circulated to ADB Management for formal response as well as to the Board and published in the IED website. Any disagreements identified in the ADB management response may be raised during the DEC discussion of the CAPE, after which the DEC will also provide its own formal views of the CAPE report which will be included in the summary of DEC discussion, along with the management response in the final CAPE documents.	A CPSFR validation report circulated to the Board as an information paper, IED requests Management to provide a response to a CPSFR validation report. Management responses received will be subsequently attached to the CPSFR validation report for public disclosure.
EAP format	Full-length EAP, maximum 12 pages (Appendix 2, paras. 1–25).	Brief EAP, maximum 5 pages (Appendix 2, para. 2).
Page limits	Total length of the report to be a maximum of 75 pages (Appendix 5, box).	Total length of the report to be a maximum of 35 pages (Appendix 5, box).
Report format	Extensive report (Appendix 5, Section I).	Briefer report (Appendix 5, Section II).

ADB = Asian Development Bank, CAPE = country assistance program evaluation, CPS = country partnership strategy, CPSFR = country partnership strategy final review, DEC = Development Effectiveness Committee, EAP = evaluation approach paper.

Source: Asian Development Bank Independent Evaluation Department.

¹ Mobilization of an IED member of staff for the validation may take 3 weeks, as many CPSFRs do not follow a predictable schedule and tend to arrive at IED with little advance warning. IED needs to prepare an approach paper (1 week), consult with the operations department on this (2 weeks), and start recruiting a consultant for technical support to the validation (4 weeks advertisement, recruitment and selection time as a minimum). IED also needs to organize the mission and arrange government concurrence. The mission takes 2 weeks, the drafting of the report 1 month. Drafts need to be circulated to the operations department and other consultation needs to take place. Editing is mandatory (3 weeks).

GUIDELINES ON PREPARING EVALUATION APPROACH PAPERS

COUNTRY ASSISTANCE PROGRAM EVALUATION

1. Generally, an evaluation approach paper (EAP) is the key planning and issues paper for a proposed evaluation. A country assistance program evaluation (CAPE) approach paper should set out the core aspects of the planned work (what it will and will not do), its justification, main issues, timing, and resource requirements. The approach paper is a tool for Independent Evaluation Department (IED) internal discussions and inputs and a way of raising important issues for the consideration of IED management. It is also used to inform and obtain early views and feedback from relevant Asian Development Bank (ADB) departments. EAPs for CAPEs are circulated to these departments for comments for a period of 2 weeks generally. Once finalized and approved, the comments are uploaded to the IED public website.

2. Each CAPE approach paper is likely to face a different set of issues, country conditions, and country program particulars, and the approach papers need to be structured accordingly. A model structure for CAPE approach papers is shown below, as a highly indicative guide for task team leaders. The structure does not seek to repeat material from the CAPE guidelines; task team leaders are encouraged to consult these guidelines as needed on any specific questions. For general guidance, the total length of an EAP for a CAPE should not exceed 12 pages (excluding linked documents and supplementary appendixes) and that for a CPSFR validation should not exceed 5 pages.

I. INTRODUCTION TO THE PROPOSED CAPE (about 1 page)

A. Purpose

3. State that the purpose of the CAPE is to inform the Board of Directors and ADB Management of the CAPE findings so that lessons and recommendations can be incorporated into the design of the subsequent country partnership strategy (CPS), and the corresponding country operations business plans, to improve the performance of future ADB support. The aim of the CAPE is to review performance, analyze project pipelines, and draw forward-looking lessons to help improve the future performance of ADB support and offer recommendations to operations departments for their consideration.

B. Scope and Time Period

4. Explain the time period to be covered by the CAPE and raise any questions in that regard. Specify ADB's products and services to be covered by the CAPE. Establish the main agendas or themes or cross-cutting objectives of the CPS, and settle on the choice of common objectives to be assessed if there was more than one CPS during the evaluation period. Ask the operations department and Strategy and Policy Department (SPD) to confirm the validity of the CPS objectives identified through the approach paper consultation process. Specify the sector programs to be covered by the CAPE through special assessments. These would normally include all major programs. Provide details on the size and composition of the portfolio and trends in financing and technical assistance (TA) operations by sector. Identify any constraints and possible issues that may limit the scope of the CAPE, or the depth of analysis. Where necessary (e.g., because of time constraints, or the overall size of ADB's portfolio) the approach paper should propose a selective or sampling approach. Indicate the coverage of the nonsovereign operations (NSO) portfolio, differentiating between NSO (public) and NSO (private), if any, even if this has not been specifically addressed in the CPS.

II. BACKGROUND INFORMATION DURING THE CAPE PERIOD (around 5 pages)

A. Country's Development Context and Binding Constraints (1 page)

5. Indicate briefly (i) the country's political, economic, social, and governance background, which may need to be divided into different periods; (ii) ADB's country performance assessment (CPA) data on country performance indicators to see whether the country context discussed above is consistent with the CPA data; (iii) exogenous factors; and (iv) key binding constraints and challenges faced by the country.

6. To support the above discussion, consider preparing an appendix or linked document containing tables that show the trends of the country's economic and social indicators and the country's baseline and target Millennium Development Goals, with a brief analysis of the performance toward those goals.

B. Government Development Strategies and Plans (1 page)

7. Describe the government's key long- and medium-term development strategies and plans, and strategic priorities during the CAPE period.

C. ADB's CPSs (2 pages)

8. Describe: (i) the objectives (footnote 6, main guidelines) of the CPSs to be covered by the CAPE and note the changes between the CPSs; and (ii) the sovereign and nonsovereign financing and nonfinancing programs (the TA program) by sector. Select from the CPS documents a common set of CPS objectives (e.g., inclusive growth, private sector development, social services improvement, rural economy development, enhancing public sector management) for the period covered by the evaluation. These will reflect what ADB intended its contributions to would be in various sectors in the CPSs covered in the CAPE period.

9. To support the above discussion on CPS objectives, prepare an appendix table showing the objectives of each of the CPSs covered by the CAPE in the form of bullet points in one column. The first row should contain overall objectives of the CPS, with subsequent rows describing the individual sector or thematic priorities of the CPS. A similar brief table should be provided of the corresponding strategic priorities of the government's medium-term development plans during the corresponding periods. Consult with the country team during the preparation of the evaluation approach paper to define the CPS objectives for the country and seek to reach an agreement with the concerned operations department and SPD on ADB's main objectives during the CAPE period. Such a consultation is especially necessary when there were different sets of CPS objectives over the CAPE period, which need to be carefully considered in order to make a common set of CPS objectives across the period.

10. To support the discussion on the CPS financing and nonfinancing programs, prepare appendix tables containing lists of ongoing projects and programs, preparatory TA, advisory TA, and regional TA (if any) by sector for sovereign and nonsovereign operations during the CAPE period. The table for projects and programs should contain columns showing thematic areas; amounts; approval and completion dates; and the ratings given by project or program completion reports (PCRs), PCR validation reports (if they deviate from those of PCRs), and project or program performance evaluation reports, if any. The table for project preparatory TA should have columns showing amounts, and approval and completion dates. The tables for

advisory and regional TA should show the ratings given by TA completion reports and TA performance evaluation reports, if any. The proportions of financing and TA support for public and private sector operations can be shown in bar charts.

D. Key Findings, Lessons, and Recommendations of Previous IED Evaluations (1 page)

11. Discuss briefly: (i) key findings, lessons, and recommendations of previous CAPEs, CPS final reviews and their validation, and other relevant existing evaluation studies (if any); and (ii) how these parameters have been incorporated into the design of subsequent CPSs.

III. EVALUATION METHODOLOGY (3 pages)

A. Evaluation Framework

12. Describe briefly the evaluation framework that will be used by the CAPE. Clearly define the CPSs' strategic objectives, time period, scope and scale of program interventions. Identify the plausible links (or causal relationships), that will form the basis of the evaluation framework and structure for the CAPE.

B. Key Evaluation Questions

13. Describe the key evaluation questions to be addressed by the CAPE—both standard and specific questions, with the latter including, for example, country-specific binding constraints or challenges. Describe the cross-sector CPS objectives found in different CPSs and how the assessment of their relevance and the cross-sector development impacts of selected common CPS objectives will be organized in the report.

C. Evaluation Method

14. Discuss the evaluation method that will be used by the CAPE to identify the causal relationship between ADB interventions and impacts. The criteria and weights evaluating these causal links should be clearly defined. Describe briefly the five evaluation criteria (paras. 33–35, main guidelines) to be included in the CAPE rating system.

15. Describe briefly the rating system to be used by the CAPE, including any proposed modifications to the normal weights at the country program or sector levels.

16. Explain briefly the size and importance of NSOs and how these will be integrated into the evaluation, providing details on the ratings and weights assigned to these operations within the overall CAPE framework.

17. Explain briefly the role of thematic areas in the ADB program, and identify areas where they should form part of the analytical framework at the sector level.

18. Identify the various sources of evidence that will be used, such as: (i) data collection from primary sources (through participatory workshops, focus group discussions, stakeholder perceptions surveys, field visits, and formal field surveys); (ii) data collection from secondary sources (based on desk reviews of relevant evaluation studies); and (iii) data analysis. In special cases where formal field surveys for rigorous impact evaluations are to be conducted, the type(s) of surveys to be carried out should be described. Explain how the various sources of

data will be synthesized to draw conclusions. A triangulation method should normally be used to draw together quantitative and qualitative data and information from various sources.

D. Limitations of Evaluation Methodology

19. Describe any major limitations of the evaluation methodology that will be used by the CAPE, focusing on country-specific situations (e.g., severe lack of data, limited accessibility to the project grounds due to security issues).

IV. IMPLEMENTATION ARRANGEMENTS (1 page)

A. Work Plan

20. Indicate the type and number of ADB staff required for the proposed CAPE team, and identify the plans for preparing sectoral evaluations and inputs to the CAPE.

21. Prepare an appendix table showing a work plan for each of the team members.

B. Consultant Requirements

22. Indicate the type and number of international and national consultants required for the proposed CAPE, their areas of specialization, and the approximate person-months for each consultant.

23. Prepare two appendixes that include: (i) terms of reference for each consultant, and (ii) cost estimates and timeline for each consultant and for the overall CAPE program. The appendix containing the terms of reference is not included in the public version of the document, as it is eventually posted on ADB Business Opportunities after approval of the EAP by the IED director-general. The appendix with the budget must be redacted in the public version of the EAP posted on the website, so that it does not provide consultants with information on the rates offered.

C. Proposed Schedule

24. Indicate the timeline for each of the CAPE drafts, from approval of the evaluation approach paper up to discussion by the Development Effectiveness Committee.

Appendixes

1. ADB Country Portfolio (on-going projects during the CAPE period, in a linked document)
2. Indicative Terms of Reference of Consultants (not to be made public)
3. Cost Estimates (not to be made public)

COUNTRY PARTNERSHIP STRATEGY FINAL REVIEW VALIDATION

25. For CPSFR validations, an evaluation approach paper (maximum length 5 pages) is prepared to justify a mission (using the information from the preliminary final review validation draft or its overview version as the basis). The evaluation approach paper should be circulated to the relevant operations departments for the CPS for 1 week, and it would normally have the following contents:

- A. Validation Objectives and Procedures
- B. Country Development Context and ADB's Strategy and Program
- C. Lessons and Issues Identified by the Final Review and Previous Evaluations
- D. Issues Identified During Validation Desk Review
- E. Proposed Evaluation Mission
- F. Consultant Requirements
- G. Timeline for the Preparation of the Validation Report

Appendixes

- 1. Ongoing ADB Country Portfolio During the CPSFR Period (linked document)
- 2. Indicative Terms of Reference of Consultants (not to be made public)
- 3. Cost Estimates (not to be made public)

DATA COLLECTION PROCEDURES

1. This appendix provides detailed descriptions on collection of data from primary and secondary sources for preparation of the country assistance program evaluation (CAPE). Country partnership strategy final review (CPSFR) validations should selectively use similar data collection procedures.

A. Data Collection from Primary Sources

2. Primary sources of data include the following:

- (i) Detailed consultations with the country partnership strategy (CPS) country team and relevant project staff at Asian Development Bank (ADB) headquarters (prior to and/or during the preparation of the evaluation approach paper and CAPE report) on various evaluation issues and other issues as needed, and with some ADB staff from other departments (e.g., the Regional and Sustainable Development Department) on complex thematic issues; and
- (ii) Detailed consultations with stakeholders from various agencies in the country being evaluated (e.g., ADB resident mission, executing agency and other relevant government agencies, key consultants, beneficiary groups, other external funding agencies, civil society, including nongovernment organizations [NGOs], and representatives from the private sector.¹ Consultations should normally take the following forms:
 - (a) A participatory workshop during the first mission to explain to all stakeholder groups the CAPE goals, scope and methodology; and how its findings, lessons, and recommendations will be used and disseminated.
 - (b) Individual consultations with each of the stakeholder groups to ensure and reinforce their participation in the CAPE preparation process;
 - (c) A stakeholder perceptions survey to understand the views of all stakeholder groups on the performance of ADB support and how it can be improved;
 - (d) Focus group discussions with certain groups to address specific issues, particularly those of concern to beneficiaries;
 - (e) Key informant interviews to investigate reasons for particular patterns of performance; and
 - (f) Field visits to some project sites to gain first-hand insights, cross-check data obtained from other sources, and gather data on key ex-post project performance indicators to compare them with data from the period before the project.² The "before project" data should be available from the beginning of the projects as part of the baseline data identified in project design and monitoring frameworks, and other documents such as the report and recommendation of the president. However, these data need to be verified with key stakeholders during the field visits. For certain projects of

¹ A CAPE would normally require at least two missions: a scoping mission and a consultation mission (excluding related sector-level assessment missions). The scoping mission should be fielded soon after the approval of the CAPE approach paper, whereas the consultation mission should be fielded soon after the revision of the draft CAPE report to incorporate interdepartmental comments and comments from relevant stakeholder groups (if any). Additional missions (e.g., a reconnaissance mission prior to or during the preparation of the CAPE approach paper, and some follow-up missions during the preparation of the CAPE report) may also be fielded, depending on needs and Independent Evaluation Department management's decision.

² Field visits to selected project sites (either for completed or ongoing projects or both) in some sectors should be required in all CAPEs to gain insight into how the projects were implemented and what beneficiary and non-beneficiary groups regard them.

particular interest, formal sample surveys may be conducted to obtain more concrete evidence at the community, household, and individual levels on various aspects of project performance in selected project areas.³ If a survey is conducted, it should collect data on key performance indicators both before and after projects to allow a comparison. The latter could be obtained by asking respondents to recall the situation before the project (recognizing the methodological weaknesses of such recalls) and then cross-checking the results with key village-level informants and with existing baseline data identified in the project design and monitoring frameworks.

B. Data Collection from Secondary Sources

3. Secondary sources of data include desk and literature reviews of relevant self- and independent evaluations (e.g., country performance assessments, CPSFRs, CPSFR validations, project completion reports [PCR], extended annual review reports, program/project performance evaluation reports, project performance reports, PCR validation reports, sector assessments, technical assistance [TA] completion reports, TA performance evaluation reports, thematic evaluations under special evaluation studies, and previous CAPEs and CPSFRs), in addition to other relevant documents of ADB and government (e.g., loan, TA, and CPS reports, project preparatory technical assistance, program/project administration manuals, back-to-office reports, and economic, thematic, and sector work [ETSW], ADB's annual review of portfolio performance, government's PCRs and project and program monitoring and evaluation documents, macroeconomic analyses, and related surveys and evaluations of the country program from other sources). Data on overall foreign assistance that reflect ADB's relative share of development assistance for a country can normally be found through the Organisation for Economic Co-operation and Development (OECD) Development Assistance (DAC) tables and International Monetary Fund (IMF) reports. Part of this work should take place during the preparation of a CAPE approach paper prior to the scoping mission, while the remainder can take place during the preparation of the CAPE. Such information collected would also include lessons and examples from other countries that add value to the evaluation.

C. Packaging Evaluation Evidence for Analysis

The primary and secondary data and information collected from various sources should be evaluated as a package of ADB's cumulative support provided through project, program, and TA interventions by sector.⁴ Secondary data sources from existing self- and independent evaluation reports should be supplemented by additional evidence from primary data and information collected during the CAPE mission(s) to derive the CAPE's own analysis in a similar manner to preparing a "meta evaluation," defined as an evaluation of an interrelated cluster of evaluations. If prior evaluation reports for the same projects and programs contain conflicting evaluation findings or ratings, and there are no new data or information from primary sources to validate this information, the CAPE or CPSFR validation should draw its own conclusions based on the weight of the evidence. This may, at times, mean giving greater weight to the more recent and independent evaluative findings as they are likely to be more relevant to the new CPS.

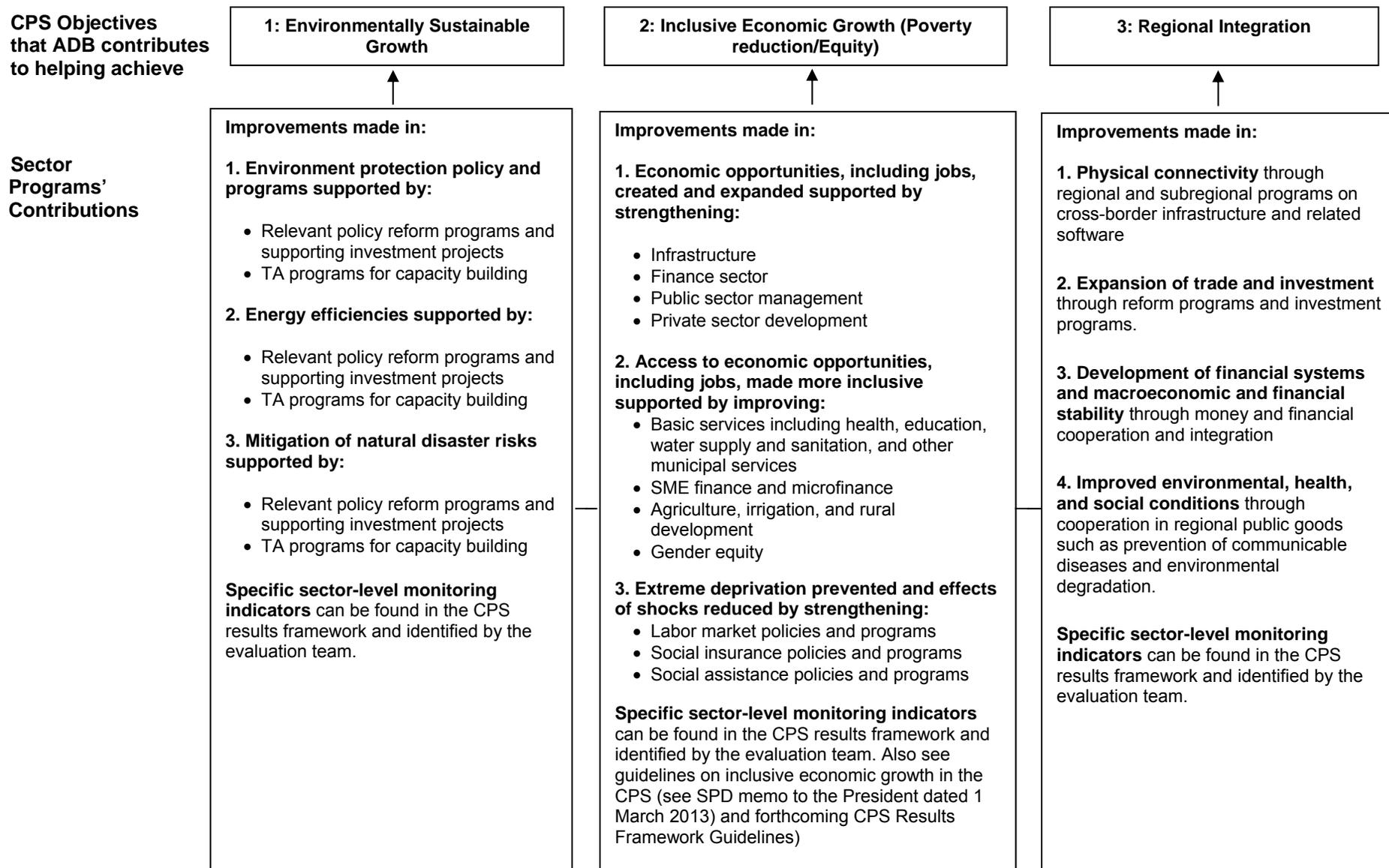
³ Formal sample surveys are not required in a CAPE, but may be conducted on an as-needed basis to obtain more concrete evidence. Again, the criteria for selecting sample areas and households for formal field surveys should be purposive, depending on the mission's time and budget availability as well as the accessibility of the areas.

⁴ Some themes (e.g., governance, gender, private sector development and regional cooperation and integration) can selectively be treated as sectors in their own right, in which case any ADB project, program, or TA interventions or resources that are classified by a CAPE as being assessed separately under these themes should not be included or assessed under other sectors that they cut across, as there would then be a problem of double counting.

GUIDANCE ON ASSESSING DEVELOPMENT IMPACTS

1. The development impacts criterion synthesizes the findings of the evaluation beyond sector-level interventions. This analysis will help determine how well the country program has contributed to helping achieve the country partnership strategy (CPS) objectives. The analysis will help the country assistance program evaluation (CAPE) team to answer the standard evaluation question on development impacts for the CAPE.
2. As described in Table 1 in the main guidelines, “development impacts” is a combined assessment of : (i) Asian Development Bank’s (ADB) contributions toward helping achieve one or more CPS objectives; (ii) unintended consequences (if any), including safeguard requirements in the context of ADB’s support; and (iii) sector-level impacts. This would require an analysis of (i), possibly modified by unintended impacts from (ii).
3. The CPS objectives are generally discussed in the main text of the CPS and sometimes in the CPS results framework (the guidelines for which are currently being revised). The objectives are sometimes not formulated in a way that is easy to evaluate directly.
4. Although it is more straightforward to evaluate development impacts for a single CPS period this is not really practical because of the time lapse needed to assess contributions to helping achieve CPS objectives. However, since development impacts continue over periods containing several CPSs, the analysis will be more complicated and will need to be extended to common objectives used in different CPSs.
5. The development impacts assessment should be made against the objectives specified in the CPS based primarily on the objectives (footnote 6, main guidelines) identified in the strategy documents. For instance, if inclusive economic growth is a CPS objective, ADB’s infrastructure, finance, public sector management, and private sector development programs could be assessed in terms of the contribution they made to improving economic opportunities, including job creation, under the inclusive economic growth objective.
6. The CAPE or country partnership strategy final review (CPSFR) should present an interpretation of the country objectives, and/or a synthesis of these objectives if more than one CPS period is being evaluated, at the stage of the evaluation approach paper. Concerned operations departments and the Strategy and Policy Department need to be consulted on the interpretation. Preferably a matrix of key objectives across CPS periods and their synthesis will be presented, with indicators identified from strategy documents (such as CPS frameworks) plus any supplementary indicators. The evaluation approach paper can also propose giving some objectives stronger weights than otherse, but the default would be equal weight for each.
7. **Evaluative judgment is necessary.** A CAPE team should attempt to identify numerical targets and progress data, but there will generally also be an element of assessment based on unquantified and/or partial information, requiring evaluative judgment and the presentation of a plausible justification for a rating.

SAMPLE DIAGRAM TO ASSESS DEVELOPMENT IMPACTS BY CPS OBJECTIVES



SUGGESTED OUTLINES OF CAPE AND CPSFR VALIDATION REPORTS

This template is for evaluators' guidance and may be adapted according to the country and the country program circumstances, Asian Development Bank's (ADB) priority areas, or the key messages presented in the country assistance program evaluation (CAPE). There is a need to maintain a clear flow of description and analysis and to avoid overlaps between chapters and sections. The reports should be user-friendly, making use of visual tools such as graphs and diagrams to enable readers to grasp the key points quickly. Wherever possible, the subject matter should be discussed in only one place, using cross-references and appendices as appropriate. The total length of the report (including the executive summary, main text, and appendixes) should not exceed 75 pages (35 pages for country partnership strategy final review [CPSFR] validation). For both CAPEs and CPSFR validations, the length of the executive summary should not exceed 10% of the main document. Appendixes will be linked electronically to the document as "linked documents."

I. SUGGESTED CAPE REPORT OUTLINE

EXECUTIVE SUMMARY (length should not exceed 10% of the main document)

Chapter 1: Introduction

- A. Objectives
- B. Scope and Time Period
- C. Organization of the Report

Chapter 2: Country Context, Government Strategies, and ADB Support

- A. Analysis of the Country Context and Major Constraints
- B. Government Development Strategies and Plans in Relation to the Country Context

Chapter 3: ADB's Country Partnership Strategy

- A. CPS Objectives
- B. Country Strategies and Programs over the CAPE Period
- C. Roles of and Coordination among Key Development Partners

Chapter 4: Evaluation Methodology

- A. Evaluation Framework
- B. Evaluation Questions
- C. Evaluation Method and Limitations

Chapter 5: Assessment Performance of ADB Support ¹

- A. Performance of Sovereign Operations
 - 1. Relevance
 - 2. Effectiveness
 - 3. Efficiency
 - 4. Sustainability
 - 5. Development Impacts

¹ If sovereign and nonsovereign operations have been integrated, one assessment may be made, see footnote 40 for a mapping of ratings

- B. Performance of Nonsovereign Operations
 - 1. Relevance
 - 2. Effectiveness
 - 3. Efficiency
 - 4. Sustainability
 - 5. Development Impacts
- C. ADB and Borrower Performance
- D. Other Evaluation Aspects (where relevant)
- E. Overall Assessment (including rating summary, combining sovereign and non-sovereign operations performance, contribution to helping achieve the CPS objectives, key strengths and weaknesses)¹

Chapter 6: Issues, Lessons and Recommendations

- A. Issues (key issues from the CAPE analysis)
- B. Lessons (should be forward-looking)
- C. Recommendations

APPENDIXES

- 1 Key Economic and Social Indicators
- 2 Detailed Recommendations from Sector Assessments
- 3 List of Linked Documents (where available published separately in the website)
 - Priorities of Government Development Strategies and Plans by Sector or Area
 - Objectives and Priorities of ADB's Country Strategies and Assistance Programs
 - Cumulative External Support by Development Partners
 - Ongoing and Completed Program during the CAPE Period: Loans, Grants, and Advisory Technical Assistance by Sector
 - Assessment of Portfolio Implementation for Sovereign and Nonsovereign (Public and Private) Operations
 - CAPE Evaluation Framework (plausible results chains linking sector program results to country-level contributions to a country's achievement of development results by CPS objectives)
 - Assessment of ADB Programs by Sector and Overall (rating table)

SUPPLEMENTARY APPENDIX (available on request)

ADB Client Survey Results

¹ Must include the key points from 5. Development Contribution. The full discussion of that item may appear here if necessary.

II. SUGGESTED CPSFR VALIDATION REPORT OUTLINE

EXECUTIVE SUMMARY (length should not exceed 10% of the main document)

Chapter 1: Background Information

- A. Validation Purposes and Procedures
- B. Country's Development Context and Government Plans
- C. CPS (including objectives, scope and scale of support, time period)

Chapter 2: Validation of the CPSFR

- A. Sovereign Operations¹
 - 1. Relevance
 - 2. Effectiveness
 - 3. Efficiency
 - 4. Sustainability
 - 5. Development Impacts
- B. Nonsovereign Operations
 - 1. Relevance
 - 2. Effectiveness
 - 3. Efficiency
 - 4. Sustainability
 - 5. Development Impacts
- C. ADB and Borrower Performance
- D. Performance of Nonsovereign Operations
- E. Overall Assessment (including rating summary, combining sovereign and nonsovereign [public and private] operations performance, achievement of CPS objectives, key strengths and weaknesses)²
- F. Lessons and Recommendations

Chapter 3: Conclusion and Assessment of the Quality of the CPSFR

APPENDIXES (Only as a list of linked documents indicated in the last page).

The linked document may comprise the following and will be separately published in the website:

- Targets and Contribution to Achievements based on the CPS Results Framework
- Economic data
- Ongoing and Completed Program³ during the CPSFR Period: Loans, Grants, Nonsovereign Investment Facilities by Sector.
- Ongoing and Completed Program of Technical Assistance during the CPSFR Period
- Review of Implementation of Previous Evaluation Recommendations

SUPPLEMENTARY APPENDIX (available on request)

- 1. ADB Client Survey Results (if available)

¹ The validation may present a combined assessment of sovereign and nonsovereign operations.

² Must include the key points from 5. Development Impacts. The full discussion of that item may appear here if necessary.

³ The entire program of loans and grants approved or completed during the CPSFR validation period is included in a table in the appendix.

GUIDANCE ON PREPARING SECTOR ASSESSMENTS

Sector assessments are brief and should focus on key evaluation aspects. The key features of the country assistance program evaluation (CAPE) methodology should be applied to these sector assessments to ensure consistency. The samples below can be used for various sectors.

SUMMARY OF TRANSPORT PROGRAM ASSESSMENT

- A. Introduction
- B. Sector Context and Background
- C. Asian Development Bank's (ADB) Sector Strategies and Portfolio
- D. Evaluation of ADB's Performance (Relevance, Effectiveness, Efficiency, Sustainability, Development Impacts, and ADB's performance in Nonsovereign Operations [NSOs])
- E. Conclusion: Key Findings, Lessons, and Suggestions

SUMMARY OF ENERGY PROGRAM ASSESSMENT

- A. Introduction
- B. Sector Context and Background
- C. ADB's Sector Strategies and Portfolio
- D. Evaluation of ADB's Performance (Relevance, Effectiveness, Efficiency, Sustainability, Development Impacts, and NSOs)
- E. Conclusion: Key Findings, Lessons, and Suggestions

SUMMARY OF PUBLIC SECTOR MANAGEMENT PROGRAM ASSESSMENT

- A. Introduction
- B. Sector Context and Background
- C. ADB's Sector Strategies and Portfolio
- D. Evaluation of ADB's Performance (Relevance, Effectiveness, Efficiency, Sustainability, Development Impacts, and NSOs)
- E. Conclusion: Key Findings, Lessons, and Suggestions

SUMMARY OF PRIVATE SECTOR OPERATIONS ASSESSMENT¹

- A. Introduction
- B. Sector Context and Background
- C. ADB's Strategy and Portfolio
- D. Evaluation of ADB's Performance (Relevance, Effectiveness, Efficiency, Sustainability, Development Impacts)²
- E. Conclusion: Key Findings, Lessons and Suggestions

¹ Only if the performance of nonsovereign operations has not already been covered in earlier assessments.

² In exceptional cases, the Independent Evaluation Department may decide to use the current project/program performance evaluation report criteria for NSOs: Development Impact, ADB Investment Profitability, ADB Work Quality, ADB Additionality, and ADB's performance in NSOs.