



Guidelines

December 2010

Revised Guidelines for the Preparation of Country Assistance Program Evaluations

Independent Evaluation Department

Asian Development Bank

ABBREVIATIONS

ADB	–	Asian Development Bank
ANR	–	agriculture and natural resources
CAPE	–	country assistance program evaluation
COBP	–	country operations business plan
CPA	–	country performance assessment
CPS	–	country partnership strategy
CPSFR	–	country partnership strategy final review
DEC	–	Development Effectiveness Committee
DMC	–	developing member country
DMF	–	design and monitoring framework
DP	–	development partner
EA	–	executing agency
ECG	–	Evaluation Cooperation Group
EIRR	–	economic internal rate of return
ETSW	–	economic, thematic, and sector work
GPS	–	good practice standard
HS	–	highly successful
IDB	–	Inter-American Development Bank
IED	–	Independent Evaluation Department
M&E	–	monitoring and evaluation
MDB	–	multilateral development bank
MDG	–	Millennium Development Goal
NER	–	net enrollment rate
NGO	–	nongovernment organization
O&M	–	operation and maintenance
PCR	–	project/program completion report
PCVR	–	project/program completion validation report
PHC	–	primary health care
PPER	–	project/program performance evaluation report
PPR	–	project/program performance report
PS	–	partly successful
RCI	–	regional cooperation and integration
RD	–	regional department
RIE	–	rigorous impact evaluation
RM	–	resident mission
S	–	successful
SAPE	–	sector assistance program evaluation
SES	–	special evaluation study
SWAp	–	sectorwide approach
SWOT	–	strengths, weaknesses, opportunities, and threats
TA	–	technical assistance
TCR	–	technical assistance completion report
TPER	–	technical assistance performance evaluation report
US	–	unsuccessful
WAS	–	weighted average score
WSS	–	water supply and sanitation

Key Words

accountability, asian development bank performance, borrower performance, country assistance program evaluation, country operations business plan, country partnership strategy, country partnership strategy final review, development impact, development partner, effectiveness, efficiency, evaluation cooperation group, evaluation criteria and rating system, evaluation methodology, good practice standard, guideline, institutional capacity development, lesson learning, millennium development goal, monitoring and evaluation, outcome, output, performance indicator, program relevance, project/program completion report, project/program completion validation report, rigorous impact evaluation, sector assistance program evaluation, self-evaluation, strategic positioning, sustainability

Director General	H. Satish Rao, Independent Evaluation Department (IED)
Director	Ramesh Adhikari, Independent Evaluation Division 1 (IED1), IED
Director	Hemamala Hettige, Independent Evaluation Division 2 (IED2), IED
Team Leader	Suganya Hutaserani, Lead Professional (Development Evaluation), IED1
Team Members	Henrike Feig, Lead Evaluation Specialist (Financial Sector Operations), IED1 Cheolghee Kim, Principal Evaluation Specialist, IED2 Brian Q. Cafirma, Evaluation Assistant, IED1

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I. INTRODUCTION

A. IED's 2006 CAPE Guidelines

1. In February 2006, the Independent Evaluation Department (IED) of the Asian Development Bank (ADB) approved guidelines¹ for preparing country assistance program evaluations (CAPEs). Since then, such guidelines have been used in preparing 12 CAPEs.² Prior to that, 11 CAPEs³ were prepared without any guidelines, making it difficult to do cross comparison due to the different methodologies used, depending on the areas of expertise of the staff who prepared them. However, these early CAPEs were used as a basis for preparing the 2006 guidelines, which also drew on some common practices in the preparation of CAPEs by other multilateral development banks (MDBs).⁴

B. ECG's GPSs for CAPEs

2. In line with the alignment principle of the Paris Declaration, the evaluation offices of five MDBs that were members of the Evaluation Cooperation Group (ECG)⁵ agreed, in October 2005, to undertake a joint study to identify good practice standards (GPSs) in preparing CAPEs⁶ with the goal of encouraging harmonization of evaluation methodologies and practices for CAPEs across MDBs to allow for cross comparison of findings and joint evaluations. The five MDBs involved in the study were the African Development Bank, ADB, the European Investment Bank, the Inter-American Development Bank (IDB), and the World Bank Group. The study was prepared by a Steering Committee comprised of representatives from these five MDBs, led by ADB. The study consisted of two phases, the first being a background report for the preparation of GPSs; the second was the GPSs report itself,⁷ which was finalized and endorsed by the ECG members in April 2008.

3. The GPSs for CAPEs as identified in the GPSs report were derived mainly from the evaluation principles of the Organisation for Economic Co-operation and Development–Development Assistance Committee, which were designed to be consistent with MDBs' operational policies, and from common practices of the five MDBs in preparing CAPEs. The GPSs report divides the GPSs into two sets—"core" and "optional." The core GPSs are defined as those that establish the key principles for CAPEs, and are necessary to permit comparability of evaluation findings among MDBs. While many of the core GPSs are being practiced by these MDBs, institutional differences may affect the pace at which harmonization can be achieved. The optional GPSs are defined as those that are not strictly needed for comparability, but are nonetheless designed to help improve accountability and learning within the MDBs. The GPSs

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

² Including CAPEs for Bangladesh, Cambodia, People's Republic of China, Greater Mekong Subregion Regional CAPE, India, Lao People's Democratic Republic, Mongolia, Nepal, Pakistan, Philippines, Sri Lanka, and Viet Nam.

³ Including first-generation CAPEs for Bangladesh, Bhutan, Cambodia, People's Republic of China, Indonesia, Mongolia, Nepal, Papua New Guinea, Philippines, Uzbekistan, and Viet Nam.

⁴ CAPEs are named differently by other MDBs (e.g., as "country assistance evaluation" by the African Development Bank and the World Bank Group, and as "country program evaluation" by the Inter-American Development Bank). However, to avoid confusion, the abbreviation "CAPE" will be used throughout.

⁵ The ECG was formed in 1996 in response to the Development Committee Task Force on MDBs' report entitled *Serving a Changing World*, which called for harmonization of evaluation methodologies and practices by MDBs. The ECG members consisted initially of the evaluation offices of five MDBs—the African Development Bank, ADB, the European Bank for Reconstruction and Development, the Inter-American Development Bank, and the World Bank Group. The European Investment Bank and the International Monetary Fund joined later.

⁶ Prior to the GPSs for CAPEs, the ECG had prepared the GPSs for the evaluations of public sector operations, policy-based lending, and private sector investment operations (in 2002, 2005, and 2007, respectively).

⁷ ECG. 2008. *Good Practice Standards for Country Strategy and Program Evaluations*.

report classifies these two sets of GPSs under three CAPE preparation steps—process-related, methodology-related, and reporting-related. IDB was the first MDB to adopt most of the GPSs and followed the three preparation steps from the GPSs report in the revision of its country program evaluation protocol/guidelines, approved in November 2008.

C. Objectives of Revising IED's 2006 CAPE Guidelines

4. The objectives of revising IED's 2006 CAPE guidelines are that, since they have already been used for 4 years to prepare many CAPEs, it is timely to revise them to (i) address the weaknesses of the 2006 CAPE guidelines (footnotes 42 and 80); (ii) align more with the GPSs (paras. 43 and 70); (iii) be consistent with ADB's new country partnership strategy (CPS) business processes (para. 44) and with the rating system of project/program performance evaluation reports (PPERs) (para. 72); and (iv) be applicable to sector assistance program evaluations (SAPEs),⁸ regional CAPEs (para. 23 and footnote 44), real-time evaluations of ongoing projects/programs (footnote 58), and thematic-level evaluations (paras. 20–23) usually prepared under special evaluation studies (SESSs) including policy evaluations (footnote 46).

5. Since the GPSs report does not prescribe any rating system (otherwise it would be too specific for each MDB to follow), IED's *Revised CAPE Guidelines* propose a new rating system consistent with that of PPERs. Similar to IDB's new country program evaluation protocol/guidelines, IED's *Revised CAPE Guidelines* also apply most of the GPSs and follow the three preparation steps of the GPSs report, but with substantial adjustments to clarify many evaluation concepts and methodological issues.

D. Structure of the Revised CAPE Guidelines

6. The structure of the *Revised CAPE Guidelines* follows the three CAPE preparation steps identified in the GPSs Report. Under each of these three steps, key principles or GPSs in preparing CAPEs are classified into various sections: (i) Chapter II (CAPE Preparation Process) includes sections on CAPE objectives and goal; main target clients and focus of analysis; country selection and mutual accountability; use of guidelines, approach paper, and staffing; scope/coverage of time periods, products and services, and sectors and themes; limited-scope CAPEs and validations of CPS self-evaluations; advance preparation; and timing and preparation period; (ii) Chapter III (CAPE Methodology) includes sections on CAPE evaluation framework, approach, method, criteria, and rating system; and (iii) Chapter IV (CAPE Reporting and Dissemination) includes sections on CAPE findings, lessons, and recommendations; reporting and reviewing; making findings accessible; and generalizing findings and tracking recommendations. Drawn on the principles prescribed in these chapters, a new CAPE report template is subsequently provided in an appendix.

II. CAPE PREPARATION PROCESS

A. CAPE Objectives and Goal

7. A CAPE is used for both accountability and lesson learning, with the following specific **objectives**: (i) to provide credible assessment of the performance of ADB assistance in a particular developing member country (DMC) under at least two most recent CPS cycles, (ii) to

⁸ SAPEs are inclusive of rapid sector assessments. Since the latter is just a lighter version of the former, it will not be treated separately here. However, while SAPEs will continue to be treated separately from CAPEs, their ratings and recommendations will be used in the corresponding CAPEs. Thus, they should be prepared well in advance to feed their findings into the corresponding CAPEs.

identify factors affecting such performance, and (iii) to draw lessons and recommendations for improving the future performance of ADB assistance.⁹

8. The CAPE **goal** is to inform ADB Management and the Board of Directors of the CAPE findings to ensure incorporation of the CAPE lessons and recommendations in the design of the subsequent CPS, together with its corresponding country operations business plans (COBPs), to improve the performance of future ADB assistance.¹⁰

B. Main Target Clients and Focus of Analysis¹¹

9. Originally, the CAPE **main target clients** were ADB Management (inclusive of the relevant country team of the regional department [RD]) and the Board of Directors (through the Development Effectiveness Committee [DEC]), while the government of the relevant DMC was another CAPE client, though not as direct as the first two. However, to enhance the “evaluation for learning” aspect, the CAPE main target clients should also include the government and civil society of the relevant DMC in order to involve them in the CAPE preparation process in a participative manner to increase demand for CAPE and early buy-in of lesson learning.

10. While the ultimate goal of ADB assistance under CPSs is the country's achievement of the Millennium Development Goals (MDGs) and of the ADB strategic objectives/priorities (inclusive growth, environmentally sustainable growth, and regional cooperation and integration [RCI]), including poverty reduction, the **focus of analysis** of a CAPE is not the performance of the government or of the country per se in its progress toward achieving MDGs and other objectives, but the performance of ADB assistance under CPSs in contributing to such progress (e.g., whether the CPSs are doing the right things [making the right choices] and are doing things right). However, a CAPE can draw on the country's progress indicators to assess the performance of ADB assistance under CPSs.

C. Country Selection and Mutual Accountability¹²

11. CPSs in DMCs with certain characteristics (e.g., those with big lending portfolios, fragile states, transitional states, and normal states having very slow disbursements) warrant more attention than others. Due to limited evaluation resources, **country selection** for CAPEs should be based on these considerations, since findings and lessons will be most beneficial to ADB.

12. Given limited resources and that many MDBs' assistance programs in various countries have been cofinanced or carried out jointly, **mutual accountability** in terms of doing joint CAPEs is encouraged, though not required, if there is no conflict in CAPE timing and reporting requirements among MDBs. A joint CAPE does not necessarily mean that MDBs jointly prepare only one CAPE report. They could prepare their own CAPE reports separately, but at least their

⁹ These objectives can also be applied to SAPEs and thematic evaluations under SESs. For example, for a SAPE on a particular sector (e.g., transport) in a DMC, the first objective identified in para. 7 should be changed to “(i) to provide credible assessment of the performance of ADB assistance in the transport sector in the particular DMC under at least two most recent CPS cycles.” Similarly, for an SES on a particular theme (e.g., gender) in three DMCs, the first objective identified in para. 7 should be changed to “(i) to provide credible assessment of the performance of ADB assistance related to gender across different sectors under at least two most recent CPSs in each of the three DMCs included in the SES.”

¹⁰ Again, this goal can also be applied to SAPEs and thematic evaluations under SESs by focusing only on the sectors and themes in question, rather than on all as in CAPEs.

¹¹ These main target clients and focus of analysis also apply to SAPEs and thematic evaluations under SESs.

¹² The sectors for SAPEs and themes for thematic evaluations under SESs are selected from the DMCs for which CAPEs will be undertaken. Joint SAPEs and thematic evaluations with other partners should also be encouraged.

CAPE exercises are conducted in parallel to help save resources, improve accountability, learn together, and reduce clients' transaction costs in recipient countries. Joint efforts from the operations side (e.g., joint CPSs or pooled funding arrangements) would also help make joint CAPEs more feasible. The decision to do a joint CAPE should be made on a case-by-case basis, which should also be extended beyond the MDBs to include other development partners (DPs)¹³ as well. However, since CAPEs are independent evaluations, they are not conducted jointly with recipient DMCs or RDs.

D. Use of CAPE Guidelines, Approach Paper, and Staffing¹⁴

13. The **Revised CAPE Guidelines** should be used in preparing CAPEs, since they provide the necessary principles to follow to ensure quality, comparability, and consistency across CAPEs. IED's quality control process should ensure that the principles set out in the *Revised CAPE Guidelines* are strictly adhered to. However, the detailed scopes and methods may need to be tailored to diverse DMC circumstances and diverse assistance roles of ADB.

14. A CAPE's **approach paper** should be prepared to define the CAPE scope (e.g., coverage of CPSs, sectors, and themes); review the government's development priorities and the DMC's socioeconomic and political situations; identify the DMC's binding constraints and the extent of ADB's harmonization with other DPs; summarize key findings of the previous CAPE (if any) and how its lessons and recommendations have been integrated into the formulation of the subsequent COBP/CPS; and identify evaluation methodology, specific issues/questions to be addressed, implementation arrangements, and staffing requirements (including consultant terms of reference). Appendix 1 provides guidelines for the preparation of CAPE approach papers.

15. CAPE **staffing** should be led by an experienced evaluator with sufficient experience in ADB operations and evaluations to understand well not only the processes of formulating and implementing CPSs and projects/programs, but also how these CPSs and projects/programs should be evaluated in an integrated manner. A multidisciplinary team is encouraged, including consultants and IED staff, with expertise in relevant sectors and thematic areas, who might also prepare SAPEs in advance or simultaneously. It would be useful for the CAPE team to have a specialist on gender to help assess gender mainstreaming performance and gender-related impacts, together with the quality of implementation of project gender action plans.

E. Scope/Coverage of Time Periods for Various CAPE Generations¹⁵

16. For every generation of CAPEs, the **time period** should include at least two most recent CPSs (covering about 10 years) to allow for changes in the CPS strategic priorities, changes in the government medium-term development priorities, and sufficient time to witness development results from completed and nearly completed project/program interventions. However, the emphasis should be placed on evaluating the performance of more recent interventions, including ongoing ones (real-time or *ex ante* evaluations) to ensure that the CAPE findings and recommendations are operationally relevant.

¹³ DPs refer to all kinds of agencies/groups involved as partners in a country's development process, including government agencies; civil society (nongovernment organizations and private sector groups); and external funding agencies (MDBs, bilateral agencies, and United Nations agencies).

¹⁴ Both the *Revised CAPE Guidelines* and the guidelines for preparing CAPE approach papers can also be applied to SAPEs and thematic evaluations under SESs by focusing on sectors and themes in question, rather than on all.

¹⁵ This section on the coverage of time period can also be applied to SAPEs and thematic evaluations under SESs.

17. However, for the **first-generation CAPE** for any DMC, it would be useful to cover more than two cycles of CPSs (more than 10 years), if any, in order to trace historical perspectives and the evolution of CPSs as well as to include as many completed projects as possible to lay a concrete foundation of evaluation findings for subsequent CAPEs. A **second- or subsequent-generation CAPE** should (i) cover at least two most recent CPSs, the earlier one of which covered by a validation of a CPS final review (CPSFR), to provide continuity of evaluation since the assistance programs under the earlier CPS have not yet been fully evaluated by the previous CAPE; (ii) summarize the findings of the previous CAPE and integrate the findings of the CPSFR validation into overall CAPE; and (iii) examine the extent to which the lessons and recommendations from the previous CAPE and CPSFR validation were used in the formulation of subsequent CPSs.

F. Scope/Coverage of Products and Services¹⁶

18. A CAPE should assess the performance of all kinds of ADB lending and nonlending products and services provided under the two most recent CPSs and their corresponding COBPs, including country and sector strategies; projects/programs (loans and grants); technical assistance (TA) projects;¹⁷ economic, thematic, and sector work (ETSW); and ADB roles in policy dialogue, supervision, harmonization, and other value addition activities.

G. Scope/Coverage of Sectors and Themes¹⁸

19. For a big DMC where ADB has a very large portfolio that would be difficult to cover in its entirety, a CAPE should focus on key sectors that have (i) large portfolios, (ii) many cross-cutting themes, (iii) relevance to ADB's Strategy 2020,¹⁹ and (iv) relevance to government priorities. If there are still too many interventions in those key sectors, a purposeful sample of ADB interventions in the sectors should be carried out to constitute a full representation of the main thrusts of ADB assistance.

20. A CAPE for a DMC should cover ADB assistance under the two most recent CPSs in all or major sectors and themes, particularly those emphasized in ADB's Strategy 2020.²⁰ When themes or thematic areas (e.g., private sector development, good governance, capacity

¹⁶ This coverage of products and services can also be applied to SAPEs and thematic evaluations under SESs.

¹⁷ Except for project preparatory TA, other kinds of TA (e.g., advisory and regional TA) and grants (e.g., the Japan Fund for Poverty Reduction) should be assessed by a CAPE. But if any project preparatory TA does not result in a loan, then it should also be assessed by a CAPE.

¹⁸ The coverage of sectors and themes can also be applied to SAPEs and thematic evaluations under SESs, but with some adjustments—"sector coverage" should be replaced by "subsector coverage" for SAPEs. For example, a SAPE for the energy sector may cover the following subsectors: (i) hydropower, and (ii) other renewable energy; whereas that for the education sector may cover (i) nonformal (ii) primary and lower secondary, (iii) higher secondary and technical and vocational, and (iv) tertiary education. The first two subsectors are considered "basic education," which could be combined, depending on the roles of ADB assistance in these subsectors.

¹⁹ ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank 2008–2020*. Manila.

²⁰ ADB's Strategy 2020 did not use the terms "sectors" or "themes." Rather, "core areas of specialization" and "drivers of changes" were used instead. The former could be roughly (though not strictly) regarded as sectors, whereas the latter regarded as themes. The Strategy 2020 required that ADB refocus its operations into **five core areas of specialization** (infrastructure, environment, RCI, financial sector development, and education) that best support **ADB's strategic priorities/objectives** (inclusive growth, environmentally sustainable growth, and RCI) and reflect DMCs' needs as well as ADB's comparative advantages/strengths, along with **five drivers of change** (private sector development and operations, good governance and capacity development, gender equity, knowledge solutions, and partnerships) that enable ADB to act more as an agent of change. One core area can include more than one sector (e.g., infrastructure can include energy and transport). Under the five core areas, **five core sectors** were emphasized (transport, energy, water, finance, and education).

development, gender equity, and RCI) cut across sectors as is usually the case, the CAPE should assess their outcomes within the sectors across which they cut, rather than assessing them as separate sectors. However, in case any themes played significantly independent roles (rather than cross-cutting roles) in terms of amount of combined loan and TA resources allocated separately to them, then they should be treated as separate sectors in themselves and should not be included/assessed within other sectors, otherwise double counting.

21. For example, if there was a significant amount of combined project/program/TA interventions in various aspects of the **governance or public sector management** theme (e.g., public financial management, accounting regulations, audit, and procurement), then governance should be treated as a separate sector in its own right,²¹ with these aspects treated as its subsectors. The amount of these combined interventions should not be included in the assessment of other sectors (e.g., finance), otherwise double counting. However, in other cases, there might be also some capacity development aspects of governance which cut across sectors (e.g., institutional/policy reforms to enhance management transparency across sectors) and are usually captured within project/program/TA interventions provided to such sectors. These aspects of governance which cut across sectors should be assessed under **institutional capacity development**²² within these sectors (along with training provision and institutional/policy reforms to strengthen technical capacity and other individual/organizational capacities in these sectors), rather than as a separate sector. Since institutional capacity development clearly cuts across sectors (i.e., all sectors need to improve institutional capacity) and is usually a component of every project/program, it should not be assessed as a separate sector in itself. Rather, it should be assessed as part of outcomes assessment in each sector, in terms of **institutional outcomes**,²³ which should be considered as a “means” facilitating subsequent achievement of “sector-specific outcomes,” rather than as “end results” or “institutional impacts” as has usually been misleadingly considered in many evaluation studies.

22. Regarding the **gender** theme, given the ADB mandate of gender mainstreaming, if there was a significant amount of combined project/program/TA interventions specifically designed to address the gender theme—separately from the mere gender aspects which were normally captured within the interventions across sectors—then gender should be treated as a separate sector in itself.²⁴ The amount of these combined interventions should not be included in the assessment of other sectors, otherwise double counting. However, if there were minor gender aspects captured within project/program/TA interventions across sectors (e.g., increased female

²¹ This means that the evaluation criteria and rating system that will be applied to sector assessment should be applied to assessing the performance of ADB assistance in the governance theme/sector as well.

²² “**Institutional capacity development**” refers to the extent to which cumulative project/program interventions improved the ability of the country’s key organizations in each sector to make more efficient, equitable, and sustainable use of its human, financial, and natural resources through better functionality, structure, management, transparency, enforceability, predictability, and stability of their institutional arrangements.

²³ Since “**institutional outcomes**” are not an end in itself, but a means to achieving “sector-specific outcomes,” they should not be called “institutional impacts” as has usually been the case in many evaluation studies. This is because “impacts” as normally defined in the results chain of project design and monitoring frameworks refer to “final results” or “ultimate goals.” For example, **institutional outcomes** in the education sector could be **decentralized education management** (as measured by increased schools practicing school-based management), which needs to be achieved first in order to help facilitate the achievement of **sector-specific outcomes** in terms of **improved student performance in project areas/communities** (as measured by increased student pass rate and decreased dropout rate), and thereby contributing to country’s achievement of **sector-specific impacts** in terms of **improved overall education attainment at the country level** (as measured by increased country’s net enrollment rate and literacy rate, both which are parts of MDGs).

²⁴ This again means that the evaluation criteria and rating system that will be applied to sector assessment should be applied to assessing the performance of ADB assistance in the gender theme/sector as well.

access to education, employment, microcredit, and primary health care [PHC]), then these gender aspects should be addressed as part of outcomes assessment in these sectors.

23. As for the **RCI** theme, which is one of ADB's five core areas of specialization, it includes not only several sectors (e.g., transport and trade facilitation, energy, and tourism), but also several DMCs in the region for which the RCI was formed (e.g., the Central Asia Regional Economic Cooperation, the Greater Mekong Subregion, and the South Asia Subregional Economic Cooperation). If there were significant amounts of combined project/program/TA interventions in RCI for DMCs in any of these regions, then a **regional CAPE** should be prepared to assess the RCI performance for the DMCs in such region, using the same evaluation criteria and rating system as in the case of a single-country CAPE, but with some additional subcriteria (see footnote 44). However, if there were only minor RCI aspects captured within project/program/TA interventions in some sectors of these DMCs, then RCI should be addressed as part of outcomes assessment in a single-country CAPE (either within the sectors across which it cut or in a separate RCI sector/theme), without resorting to a regional CAPE.

H. Limited-Scope CAPEs and Validations of CPS Final Reviews

24. When a CAPE focuses on key sectors and draws a representative sample in the case of a big DMC with a very large portfolio, it does not mean that the CAPE is a limited-scope one. Regardless of the DMC size, a CAPE will be considered a **limited-scope CAPE** only when (i) the ADB role or portfolio size in the DMC is quite minor; (ii) there are likely to have been few results achieved during the CAPE period, because most of the interventions are still ongoing in an early phase of implementation, rather than in some later phases; or (iii) there is an urgent need to complete the CAPE quickly to meet tight time-sensitive demands on an emergency basis such that a small sample size of interventions needs to be drawn, which is smaller than a fully representative sample as in the case of a regular, full CAPE.

25. A **validation** of a CPS self-evaluation or CPSFR can be treated as a special category of limited-scope CAPE. If a CPSFR is properly done by RD and independently validated by IED, it can reduce the need to prepare an in-depth, full CAPE. As such, a CAPE for any DMC does not have to be prepared for every cycle of CPS, but for every other cycle. For the CSP cycle that a CAPE is not to be prepared, a validation of CPSFR is to be prepared instead. In such case, RD is required to prepare a detailed CPSFR using the supplementary template jointly issued by IED and the Strategy and Policy Department,²⁵ so that the CPSFR will provide sufficient information for IED to validate. Although a full CAPE for each DMC should be prepared for every other cycle of CPSs, it should cover at least two most recent CPSs (see para. 16), the earlier one of which covered by a CPSFR validation which provides findings to be integrated into subsequent CAPE.

I. Advance Preparation of Input Documents²⁶

26. A CAPE builds on the existing findings of RD self-evaluations (e.g., country performance assessments [CPAs], CPSFRs, project/program completion reports [PCRs], project/program performance reports [PPRs], and technical assistance completion reports [TCRs]) as well as IED independent evaluations (e.g., CPSFR validation, project/program completion validation reports [PCVRs], PPERs, SAPEs, technical assistance performance evaluation reports [TPERs], thematic evaluations under SESs, and previous CAPE), in addition to other relevant

²⁵ See the memo dated 8 September 2010, jointly issued by IED and the Strategy and Policy Department.

²⁶ The timely preparation of input documents can also be applied to SAPEs and thematic evaluations under SESs, while the timing of SAPEs and thematic evaluations should be set to be completed in time to feed into CAPEs.

RD's and government's documents (e.g., loan/TA/CPS reports, back-to-office reports, ETSW, ADB's annual review of portfolio performance, government's PCRs and project/program monitoring and evaluation [M&E] documents, macroeconomic analyses, and related evaluations of the DMC from other sources). Both RD and IED should prepare the required self- and independent evaluations in advance to feed into a CAPE in a timely manner. For any DMC with a small portfolio of ADB assistance in only a few sectors, SAPEs and thematic evaluations might not need to be prepared (since these could be covered while preparing a CAPE), or SAPEs could be prepared alongside CAPE, depending on IED management's decision. Both SAPEs and thematic evaluations should follow the CAPE evaluation criteria and rating system for consistency. For any DMC with a large portfolio of ADB assistance in many sectors, SAPEs and some thematic evaluations of key themes should be prepared in time to be used by a CAPE.

J. Timing and Preparation Period²⁷

27. A CAPE should be completed for ADB Management to review and discuss its findings, lessons, and recommendations in time to feed into the preparation of the next CPS (i.e., a CAPE should be timed to start about 12 months prior to the preparation of the next CPS). However, a CAPE for a DMC should be prepared for every other CPS cycle, rather than for every CPS cycle. This is due not only to limited resources, but also to the fact that the findings and recommendations are unlikely to change much in a few years' time. For the CPS cycle that no CAPE will be prepared, a validation of CPSFR should be prepared instead (see para. 25).

28. The preparation of a CAPE approach paper should take no more than 1 month (inclusive of desk studies and consultations with concerned RD's country team and project staff). After the approach paper has been approved by the IED Director General, the preparation period of a CAPE report should take about **6–12 months** (inclusive of further desk studies and consultations, missions and data collection, application of the CAPE methodology to data analysis, report preparation, and several rounds of reviews and revisions), depending on the complexities of the CPS, size of portfolio of ADB assistance, and proposed CAPE scope. Various steps of the CAPE preparation procedures are shown in Appendix 2.

III. CAPE METHODOLOGY

29. Evaluation methodology can be defined as a systematic set of procedures used to carry out the entire analysis, consisting of (i) evaluation framework (defined as the essential structure of the analysis), (ii) evaluation approach (defined as analytical tools or criteria applied to the analysis within the proposed framework), and (iii) evaluation method (defined as the process of using the analytical tool to accomplish the analysis within the proposed framework). Each CAPE needs to clearly explain the methodology used to ensure common understanding and avoid disputes.

A. Evaluation Framework²⁸

30. Applying the above concepts to CAPEs, the CAPE framework or the essential structure of the analysis should consist of various elements of two most recent CPSs and their

²⁷ The preparation period of a SAPE should be 6–9 months, depending on the size of the sector portfolio in the DMC, whereas that of a thematic evaluation under an SES should take 6–12 months, depending on the extent of the sectors that the theme cuts across, the size of the sector portfolios, and the number of DMCs included in the SES.

²⁸ The evaluation framework can also be applied to SAPEs and thematic evaluations under SESs, but with some adjustments by focusing on the sectors and themes in question, rather than on all as in CAPEs.

corresponding COBPs that need to be assessed (e.g., sector and country strategies, and sector and country assistance programs in terms of project/program/TA interventions, including ETSW). Based on this structure, a CAPE is premised on the assumptions that a series of CPSs are formulated based on contextual diagnoses, with causal relationships that can be disaggregated into how the CPS sector and country strategies are positioned in relation to the country context, government development plans, ADB's Strategy 2020, and other key DPs' strategies; how the COBPs' project/program/TA interventions are designed and implemented to achieve the CPS strategic priorities/objectives; and how ADB as an institution facilitates its assistance to achieve such objectives. These CPS and COBP elements and their expected performance in relation to the premised assumptions in terms of causal relationships form the basis of the CAPE evaluation framework (see diagram in Appendix 3).

B. Evaluation Approach²⁹

31. Within the above evaluation framework, an evaluation approach or analytical tool should be designed to analyze these causal relationships by answering key evaluation questions—both "standard" and "specific" ones. The **standard evaluation questions** are the following:

- (i) At the strategic level, were the CPS strategic priorities/objectives designed to be relevant/valid in relation to the DMC's development needs/challenges; and were the strategies well positioned (e.g., in terms of focus/selectivity, long-term continuity, and partnerships), with appropriate modalities/instruments?
- (ii) At the program and country levels, were the COBPs' series of cumulative project/program/TA interventions by sector designed to be relevant to the CPS strategic objectives; and were they implemented efficiently to achieve sector outcomes and contribute to country's achievement of development impacts under such strategic objectives in a sustainable manner?
- (iii) Has ADB as an institution done well (e.g., responsiveness to client needs, supervision, policy dialogue, aid coordination, and other value addition) in facilitating its assistance to achieve such strategic objectives?
- (iv) What are the key positive and negative factors (e.g., strengths [success drivers] and weaknesses) affecting these performance aspects?
- (v) What are the key lessons and recommendations that can be drawn?

32. The above standard evaluation questions are the same in all CAPEs, because they reflect the certain evaluation criteria described in Section D. This implies that, once these criteria are applied, the standard evaluation questions will be answered automatically. However, there is also another set of questions that differ across CAPEs because they are specific to the country situations and should be raised in the CAPE report. Some examples of **specific evaluation questions** are given below:

- (i) For a transitional DMC,³⁰ specific questions are whether ADB's cumulative interventions have been able to help the DMC address its binding constraints and take off or not; and if not, why not?
- (ii) For a fragile DMC,³¹ specific questions are what interventions worked well and what made them work well despite many binding constraints faced by the DMC;

²⁹ This evaluation approach can also be applied to SAPEs and thematic evaluations under SESs, but with some adjustments by focusing on the sectors and themes in question, rather than on all as in CAPEs.

³⁰ A "transitional DMC" refers to a DMC that is changing from a centrally planned to a free market economy.

³¹ A "fragile DMC" refers to a DMC operating under a free market system, but with some critical instabilities (e.g., political insurgencies, economic turmoil, or rampant corruption).

- has ADB's cumulative interventions been able to tackle any of the binding constraints; and if not, why not?
- (iii) For a regular DMC, ³² specific questions are whether ADB's cumulative interventions have been able to tackle any of the key development challenges faced by the DMC (e.g., decentralization, privatization, governance reform); and if not, why not?
 - (iv) For a DMC where ADB's cumulative interventions focused on a particular kind of modality (e.g., sectorwide approach [SWAp]), specific questions are what worked well and why under this kind of modality?

33. To answer the standard and specific questions, an appropriate evaluation approach in terms of evaluation criteria and rating system is needed as the analytical tool to analyze the data that will be collected in order to provide evidence-based evaluation. Thus, the method of data collection and analysis is explained first in Section C, followed by the evaluation criteria in Section D and the rating system in Section E.

C. Evaluation Method³³

34. A CAPE should use triangulation to draw together quantitative and qualitative data/information from multiple sources of evidence to accomplish an analysis within the proposed framework, including (i) data collection from primary sources, (ii) data collection from secondary sources, and (iii) data analysis using the evaluation criteria and rating system from Sections D and E applied to answer the standard and specific evaluation questions under the approach identified in Section B. This three-step evaluation method is explained in detail below.

1. Data Collection from Primary Sources

35. Primary sources of data include the following:

- (i) detailed consultations with the CPS country team and relevant project staff at ADB headquarters (prior to and/or during the preparation of the CAPE approach paper and CAPE report) on various evaluation issues and other issues as needed, and with some ADB staff from relevant departments (e.g., the Regional and Sustainable Development Department) on complex thematic issues; and
- (ii) detailed consultations with all groups of CAPE stakeholders from various agencies in the DMC in question (e.g., ADB resident mission [RM], executing agency [EA] and other relevant government agencies, key consultants, beneficiary groups, other external funding agencies, and civil society inclusive of nongovernment organizations [NGOs] and the private sector) during the missions.³⁴ The consultations should take the following forms:

³² A "regular DMC" refers to a DMC operating under a free market system without critical instabilities.

³³ While this evaluation method can also be applied to SAPEs and thematic evaluations under SESs, their scoping missions can be part of the CAPE scoping mission if these evaluation studies are carried out alongside the CAPE.

³⁴ A CAPE should have at least two missions—a scoping mission and a high-level consultation mission. The former should be fielded soon after the approval of the CAPE approach paper, whereas the latter should be fielded soon after the revision of the draft CAPE report to incorporate interdepartmental comments and comments from relevant stakeholder groups (if any). The objectives of these missions are discussed in detail in Appendix 2. 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) could also be fielded, depending on needs and IED management's decision (see footnotes a and d, Appendix 2).

- (a) **participatory workshop** during the first mission to explain to all stakeholder groups the CAPE goal; objectives; scope; methodology; and how its findings, lessons, and recommendations should be used and disseminated. This is to ensure accountability/transparency in the CAPE preparation process and to ensure evaluation for learning by encouraging client demand for the CAPE findings and lessons, without compromising the CAPE independent status;
- (b) **individual consultations** with each of the stakeholder groups to ensure/reinforce their participation in the CAPE preparation process;
- (c) **stakeholder perceptions survey** to understand the views of all stakeholder groups on the performance of ADB assistance and their needs on how ADB can improve performance (see example of questionnaire in Appendix 4);
- (d) **focus group discussions** with certain groups to address specific issues, particularly those of concern to beneficiaries;
- (e) **key informant interviews** with certain groups to reveal the 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 project performance indicators both "before" and "after" projects.³⁵ Actually, 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 (DMFs), which should be verified with key informants during the field visits. However, for certain projects of particular interest, formal sample surveys, though not necessary, might also be conducted to obtain more concrete evidence at the community/household/individual levels on various aspects of project performance in selected project areas.³⁶ If these surveys are conducted, they should cover data on key performance indicators for both before and after projects to allow for comparison. The latter could be obtained by asking the respondents to recall and then cross-checking with key village-level informants and with existing baseline data identified in the project DMFs.

2. Data Collection from Secondary Sources

36. These include desk/literature reviews of relevant self- and independent evaluations (e.g., CPAs, CPSFRs, CPSFR validations, PCRs, PCVRs, PPERs, PPRs, SAPEs, TCRs, TPERs, thematic evaluations under SESs, and previous CAPE), in addition to other relevant RD's and government's documents (e.g., loan/TA/CPS reports, back-to-office reports, ETSW, ADB's annual review of portfolio performance, government's PCRs and project/program M&E documents, macroeconomic analyses, and related evaluations of the DMC from other sources). Part of this step should take place during the preparation of a CAPE approach paper prior to the scoping mission, while the remaining part can take place thereafter.

³⁵ Field visits to selected project sites (for either 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 nonbeneficiary groups think of them. The criteria for selecting project sites for field visits should be purposive, depending on the mission's time and budget availability as well as accessibility of the sites.

³⁶ Formal sample surveys are not required in a CAPE, but could be conducted on a need 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 accessibility of the areas.

37. One useful set of secondary data that a CAPE should try (though not required) to collect during its scoping mission is country's annual disbursements of overall foreign aid (loans and grants combined) from all DPs (inclusive of NGOs) in all sectors for about 5–10 years during the CAPE period.³⁷ Based on these data, the CAPE should calculate **cumulative disbursements** of ADB assistance during the CAPE period as a proportion of total cumulative disbursements of all DPs' assistance combined during the same period, in the same way as done by the 2004 Cambodia CAPE³⁸ (in its Table A4.1, Appendix 4) and the 2006 Lao CAPE³⁹ (in its Table A3.9, Appendix 3). This proportion can be used to represent ADB's **cumulative role/inputs** in relation to those of other DPs. When this proportion is further classified by sector (Table 4 in the text of the 2006 Lao CAPE), it becomes more useful, since it can be used to represent ADB's cumulative role/inputs in each sector, linked to sector outputs and outcomes when assessing ADB's achievement of sector outputs and outcomes in a results framework. For example, if the proportion shows that ADB has been playing a major role in a particular sector for a long time, then its sector outcomes and contributions to country's achievement of development impacts should also be high. Otherwise, concrete reasons should be identified.

3. Data Analysis

38. **Packaging All Evidence by Sector for Analysis.** The primary and secondary data/information collected as evidence from various sources (paras. 35–37) should be put together to be digested and evaluated as a package of ADB's cumulative assistance through project/program/TA interventions by sector⁴⁰ (rather than separately by individual interventions), based on the approach outlined in Section B, using the evaluation criteria and rating system provided in Sections D and E. Nonetheless, while secondary data sources from existing self- and independent evaluation reports will be used by a CAPE, they should not be used as is, but supplemented with more evidence from primary data/information collected during the CAPE mission(s) to come up with the CAPE's own analysis similar to a **meta evaluation** (defined as evaluation of an interrelated cluster of evaluations) (see details in paras. 45–47). In case existing evaluation reports for the same projects/programs have conflicting evaluation findings/ratings and there are no new data/information from primary sources to verify them, the CAPE should use the findings/ratings of the more recent evaluation reports, particularly independent evaluations, as the basis.

39. **Contributions versus Attribution and Counterfactuals.** In assessing country's achievement of results in terms of development impacts at the sector/thematic and country levels for a SAPE/CAPE, comparison of results indicators should be made between “before” and “after” ADB's cumulative interventions in each sector/theme in the relevant DMC. This is to roughly determine performance of ADB assistance in terms of **contributions** (defined as plausible associations of ADB's cumulative interventions with the country's achievement of results), rather than **attribution** (defined here as the extent to which the results achieved are due solely to ADB assistance). This is because “attribution” can be estimated “without biases”

³⁷ Although these kinds of data are generally documented/published in annual foreign aid reports of the country's ministry of finance or ministry of foreign affairs, the data are not usually available in the form that is ready to be used. Several steps of calculations are needed to turn the data into use.

³⁸ ADB. 2004. *Cambodia Country Assistance Program Evaluation*. Manila.

³⁹ ADB. 2006. *Lao, People's Democratic Republic Country Assistance Program Evaluation*. Manila.

⁴⁰ As mentioned in paras. 21–23, some themes (e.g., governance, gender, and RCI) can be treated as sectors in their own rights, in which case any ADB's project/program/TA interventions or resources that are classified by a CAPE to be assessed separately under these themes should not be included/assessed under other sectors that they cut across; otherwise there would be a problem of double counting.

only at the project level, using the so-called **rigorous impact evaluation (RIE) or impact evaluation** method to establish **counterfactuals** (defined as **control/comparison areas** without assistance from any DPs, including ADB) and collect data on selected results indicators from there to compare with those from **treatment/project areas** which received assistance from ADB (see footnote 73 and Appendix 5 for details). Since RIE is time- and budget-consuming, it should be applied on a selective basis only to projects of special interest (e.g., projects with some piloting or innovative characteristics). Although a SAPE/CAPE is not required to undertake an RIE of any project, if there happen to be any projects planned to use the RIE method, they should be prepared well in advance of the SAPE/CAPE so that their findings can be used in there.

40. At the sector/country levels such as in a SAPE/CAPE, which are higher than the project level, attribution can hardly be estimated without biases since “pure” counterfactuals (uncontaminated by assistance of any other DPs) can hardly be found. Attempts to use another country with similar characteristics as a counterfactual to represent a control case (without ADB assistance) to compare with the case with ADB assistance in the relevant DMC should be avoided. This is not only because pure counterfactuals can hardly be found, but also because it would be a comparison between two entirely different things, with different socioeconomic development patterns and political environments. Since it is meaningless to identify artificial counterfactuals as control areas **at the sector/country levels**, it is sufficient for a SAPE/CAPE to simply compare result indicators between “before” and “after” **ADB’s cumulative interventions** to roughly assess their performance in terms of (i) ADB’s achievement of sector outcomes (by referring only to specific outcome indicators occurring within project areas so that they can roughly be considered as direct results of ADB’s sector outputs, without having to use the RIE method to try to disaggregate/estimate ADB’s “exact attribution,” since counterfactuals can hardly be established at the sector/country levels); and (ii) country’s achievement of development impacts, partly “contributed to” by ADB’s achievement of sector outcomes.

41. **Disclaimers.** Given the complexities of the CAPE task and the possible weaknesses in its evidence, there is only so much that any CAPE can conclusively evaluate. Thus, the limitations of the CAPE methodology and its applications should be frankly acknowledged in the CAPE report (e.g., factors impinging on the accuracy of the assessment, the breadth and depth of the evidence upon which the assessment is drawn, and the inability to establish pure “counterfactuals” and estimate “attribution” at the sector/country levels). This will enable the CAPE clients to establish the degree of precision with which the CAPE findings can be interpreted.

D. Evaluation Criteria⁴¹

1. Six Evaluation Criteria

42. A set of six well-defined evaluation criteria should be applied by a CAPE, as follows:⁴² (i) the GPSs' five core criteria (**program relevance, efficiency, effectiveness, sustainability, and development impacts**) to assess the performance of actual cumulative assistance programs (e.g., project/program interventions inclusive of TA) provided under the CPSs' COBPs in each sector and all sectors combined; and (ii) the GPSs' optional criterion (**strategic positioning**) to assess the design quality of the CPS sector and country strategies. These six criteria should be included in the CAPE rating system (paras. 49–63). A CAPE should also apply additional criteria (e.g., ADB and borrower performance, paras. 65–68), which are not to be included in the rating system.

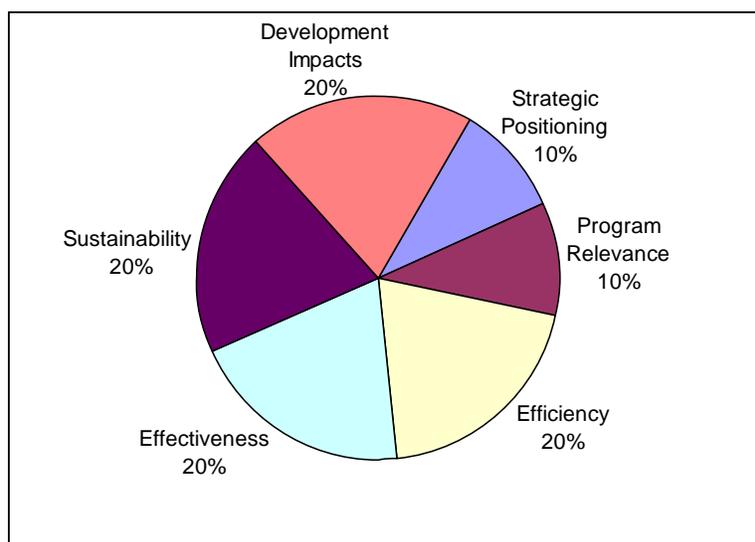
43. **Alignments with the ECG's GPSs for CAPEs.** Five (program relevance, efficiency, effectiveness, sustainability, and development impacts) of the six criteria prescribed by the *Revised CAPE Guidelines* are considered "core" criteria by the GPSs. These are "mandatory" criteria for MDBs to adopt in doing CAPEs for harmonization of CAPE methodologies and comparability of CAPE findings. The remaining criterion (strategic positioning) is considered an "optional" criterion by the GPSs; though not strictly required for comparability, it is useful in improving accountability and learning within the MDBs. Thus, the *Revised CAPE Guidelines* align with both the core and optional GPSs in terms of methodology. The *Revised CAPE Guidelines* also align with the other two aspects of the GPSs by following what are suggested there in terms of process-related and reporting-related aspects.

44. **Alignments with ADB's New CPS Business Processes.** ADB's new CPS business processes replaced the CPS completion report with the CPSFR, the format of which focuses on design quality of the CPS (e.g., consistencies with the country context, the government plans, and the ADB Strategy 2020's core areas and drivers of change). Since the new CPSFR format regards design quality of the CPS as important, the *Revised CAPE Guidelines* include **strategic positioning** as one of the proposed six criteria to align with this emphasis of the new CPS business processes. The *Revised CAPE Guidelines* also align with the results focus of the new CPS business processes by assigning more weights to **results-related criteria** (20% each for effectiveness, sustainability, and development impacts, totaling 60%) relative to the 2006 guidelines. Efficiency is also assigned a 20% weight due to its relative importance, since it measures resource utilization and implementation performance. The remaining two criteria (program relevance and strategic positioning) are assigned the weight of 10% each (Figure 1).

⁴¹ These evaluation criteria also apply to SAPEs and thematic evaluations under SESs, but with some adjustments by focusing only on the sectors and themes in question, rather than on all as in CAPEs.

⁴² **The 2006 CAPE guidelines** prescribed eight evaluation criteria, five of which (relevance, efficiency, effectiveness, sustainability, and impacts) were classified under the bottom-up level and the remaining three (contribution to development results, positioning, and ADB performance) were under the top-down level. Based on the experiences of the CAPEs that have adopted the 2006 CAPE guidelines, the criteria on "impacts" and "contribution to development results" contained overlapping/repetitive elements and indicators, hence led to double counting. To avoid repetition and double counting, **the Revised CAPE Guidelines** combine the criteria on "impacts" and "contribution to development results" into a single criterion, namely "development impacts." And to avoid confusion, the *Revised CAPE Guidelines* do not divide the proposed six criteria into the "bottom-up" and "top-down" levels. The *Revised CAPE Guidelines* also address other weaknesses of the 2006 CAPE guidelines, as explained in footnote 80.

Figure 1: Six Evaluation Criteria and Their Corresponding Weights



Source: Independent Evaluation Department.

45. **How to Apply GPSs' Five Core Criteria to Assess the Performance of ADB's Country Assistance Programs.** A CAPE should apply the GPSs' five core criteria to assess the performance of ADB's actual cumulative project/program (inclusive of TA) interventions provided under the COBPs of the two most recent CPSs covered by the CAPE. The CAPE should group these interventions by sector⁴³ first before assessing and rating them together as a "package of interventions" (rather than "individually" project by project) under each of the five criteria in each sector, and finally aggregating the assessments of all sectors to obtain an assessment at the country level. Since the CAPE covers at least two most recent CPSs (the earlier one of which covered by a CPSFR validation), the findings of the CPSFR validation should be integrated into overall CAPE. This is like doing a **meta evaluation** of cumulative projects/programs combined in each sector, by digesting the information from both primary sources (e.g., interviews, focus group discussions, and surveys during the CAPE missions) and secondary sources of existing evaluation documents (e.g., CPSFRs, CPSFR validation, PPRs, PCRs, PCVRs, PPERs, TCRs, TPERs, and other relevant evaluation reports) to assess the performance of these cumulative interventions in an integrated manner under each of the five criteria by sector and overall, **without having to rerate any of the interventions individually.**

46. For example, the COBPs for a sector in any DMC could consist of a series of similar project interventions, with the first project rated "partly successful" by the PCR/PCVR/PPER due to lack of good design and implementation experiences, while some subsequent projects are rated "successful" by the PCRs/PCVRs/PPERs due to their long-term continuation, which allowed them to build on the first project. This implies that, although the first project might have been only partly successful in itself, it had laid a strong foundation for ADB's subsequent interventions in that particular sector to be successful. Thus, rerating each intervention individually would be meaningless and misleading in evaluations at the sector/country levels such as SAPEs/CAPEs. However, this does not mean that the PCR/PCVR/PPER ratings of

⁴³ For a SAPE, the interventions should be grouped by subsector (if any) first. A CAPE should make its own judgment whether ADB interventions in any themes are substantial enough for the themes to be treated as separate sectors in themselves (see paras. 20–23).

individual projects should not be used. They, together with the TCR/TPER ratings, should be tabulated in a CAPE appendix and used as a source of references in rating the performance of all interventions combined by sector. In case the PCR and PCVR/PPER ratings differ for any individual projects, the CAPE should follow the information and justifications provided by the latter since these are independent and more recent evaluations (see also para. 40).

47. How to Apply GPSs' Optional Criterion to Assess the Performance of ADB's Country Strategies. The remaining criterion (strategic positioning) should also be applied at the sector and country levels to assess the performance of both sector strategies and country strategies under the two most recent CPSs covered by the CAPE. This is because (i) under each CPS, strategies were designed not only for the country as a whole, but also for each sector in which the CPS intended to engage, so it is possible to assess the design quality not only of the CPS overall country strategy, but also of its sector strategies; and (ii) assessment of the design quality of sector strategies will be particularly useful when doing a SAPE. However, unlike the performance of assistance programs assessed under the five core criteria described above (in which aggregation of the performance of all sectors combined will result in overall performance at the country level), the performance of a country strategy is not necessarily an aggregation of the performance of all sector strategies combined because it is possible for a CPS to have a well designed overall country strategy, with not so well designed sector strategies, and vice versa.

2. Descriptions of the Six Evaluation Criteria⁴⁴

48. Paras. 49–63 provide definitions and subcriteria of the six criteria.⁴⁵

49. Strategic Positioning (Design Quality of the CPS Sector and Country Strategies by Sector and Overall).⁴⁶ Strategic positioning refers to design quality of the CPS sector and country strategies, reflecting whether these strategies are doing the right things (or making the right choices in a focused and coherent manner), as measured by the following subcriteria:⁴⁷

⁴⁴ Not only should these six evaluation criteria be applied to a regular (single-country) CAPE, they should also be applied to a **regional CAPE covering RCI countries** (e.g., either for the Central Asia Regional Economic Cooperation, the Greater Mekong Subregion, or the South Asia Subregional Economic Cooperation). In this case, the RCI's sector and country strategies for the RCI countries should be assessed under the first criterion (strategic positioning), whereas the RCI's assistance programs (project/program/TA interventions) should be assessed under the second to sixth criteria (program relevance, efficiency, effectiveness, sustainability, and development impacts), using more or less the same subcriteria for each of the six criteria as in the case of a single-country CAPE, with necessary adjustments as appropriate. For example, the following subcriteria should be added: (i) under the program relevance criterion: "the extent of connectivity/synergies in the design of key projects/programs among the sectors included in the RCI;" (ii) under the effectiveness criterion: "symmetry of outcomes distribution by sector across the RCI countries;" and (iii) under the development impacts criterion: "the extent to which the impacts contributed to by ADB's RCI projects/programs are not limited to a particular sector" (e.g., if the RCI countries' road corridors have been achieved, these should be transformed into economic corridor impacts).

⁴⁵ The definitions of the six criteria used here are specific to sector/country-level evaluations. When these criteria are applied to project-level evaluations, they should be adjusted accordingly.

⁴⁶ For any SES aimed at evaluating ADB's particular policy (or set of policies), this kind of strategic positioning criterion can be applied to assess the relevance of the policy in terms of their strategic positioning based more or less on the same subcriteria proposed here. In addition, to assess how the policy was implemented through certain assistance programs, such assistance programs can be assessed based on the remaining five criteria (program relevance, efficiency, effectiveness, sustainability, and development impacts).

⁴⁷ The list of subcriteria provided under each of the six criteria is not meant to be either exhaustive or minimal. More subcriteria can be added or the proposed subcriteria can be further divided, depending on the availability of data/information, the country situation, and the judgment of the CAPE evaluator. For simplicity, all subcriteria under each criterion should have the same weight. For example, if the first criterion has four subcriteria, each should have the same weight of 25%; and if the second criterion has five subcriteria, each should have the same weight of 20%. Appendix 6 provides a detailed rating template in Excel spreadsheet, in which various Excel formula are set

- (i) the extent to which **the CPS sector and country strategic priorities were relevant/responsive to the country's development needs/challenges**—both at the time of the CPS design and completion;
- (ii) the extent to which **the CPS sector and country strategic priorities were relevant/responsive to the government development priorities** (including government absorptive capacity)—both at the time of the CPS design and completion;
- (iii) **selectivity of the CPS sector and country strategies**, focusing on certain geographic locations and comparative advantage sectors/subsectors consistent with Strategy 2020's five core areas and five drivers of change (see footnote 19), with appropriate modalities (e.g., program loans versus project loans);
- (iv) **long-term continuity or “internal coherence”⁴⁸ of the CPS sector and country strategies** in certain areas, with appropriate modalities/instruments (e.g., cluster interventions, non ad-hoc TA provisions, and sufficient baseline diagnoses of the country and sectors/subsectors), to create a critical mass of beneficiaries;
- (v) **harmonization/partnerships with other DPs or “external coherence” of the CPS sector and country strategies** in certain areas, with appropriate modalities/instruments (e.g., a programmatic SWAp or budget support), to create synergies and avoid duplicative efforts; and
- (vi) **design quality of the CPS sector and country strategies' results frameworks** in relation to the CPS' resource allocation by sector (e.g., availability of baseline data and adequacy/appropriateness of results indicators to match the resources allocated).

50. The CAPE should also identify positive and negative factors affecting the strategic positioning performance of the CPS sector and country strategies to justify the assessment and rating of each of these subcriteria by sector and overall. To simplify the rating procedures, the six subcriteria of the strategic positioning criterion listed above are also tabulated with those of the remaining five criteria in an Excel spreadsheet template in Appendix 6, showing hypothetical ratings by subsector and overall. In this template, various Excel formula are set up with (i) the assigned weights for the six criteria (strategic positioning: 10%, program relevance: 10%, efficiency: 20%, effectiveness: 20%, sustainability: 20%, and development impacts: 20%); (ii) an equal weight for all subcriteria under each of the six criteria; and (iii) adjustable sector shares (see footnote b of Appendix 6 on how to calculate sector shares). Once the performance at the subcriterion level for each subcriterion is rated, by plugging the rating score of either 3, 2, 1, or 0 (which is equivalent to highly successful [HS], successful [S], partly successful [PS], and unsuccessful [US], respectively)⁴⁹ in the template, the Excel formula set in there will automatically calculate the weighted average scores (WASs) at the criterion level for each of the six criteria and for all criteria combined, without having to plug in any rating score at the criterion

up at the subcriterion level for automatic calculations of ratings at higher levels (e.g., at the criterion, sector, and overall levels).

⁴⁸ Coherence refers to the degree to which the design of the CPS aimed at fostering internal and external complementarities, as measured by self-reinforcing through long-term continuity of assistance and by harmonization/partnerships with other DPs, with proper modalities/instruments to create a critical mass of beneficiaries and synergies.

⁴⁹ Although these four rating scales are called differently for different criteria (as shown in Table A9.1, Appendix 9), they are equivalent to HS, S, PS, and US, respectively.

level.⁵⁰ Instructions on how to use Appendix 6 are provided in its footnotes at the end of the table (see also paras. 72 and 73 for detailed explanations of the scoring and scaling).

51. Program Relevance (Design Quality of Assistance Programs by Sector and Overall). Program relevance refers to design quality of the majority of key project/program (inclusive of TA) interventions provided under the COBPs in each sector/theme and overall,⁵¹ reflecting whether these actual assistance programs are doing the right things (or making the right choices in response to the country's needs and to the CSP sector and country strategies), as measured by the following subcriteria:

- (i) the extent to which **key projects/programs' objectives were relevant/responsive to the country's needs and government priorities** in each sector during design and completion;
- (ii) the extent to which **key projects/programs were relevant to the CPS sector and country strategies** (i.e., the extent to which actual assistance program in each sector reflected what was specified in the CPS, or to which actual assistance program's amounts by sector reflected the CPS sector strategic priorities);
- (iii) **design quality of key projects/programs in terms of sector-specific "technical aspects"** that will enable them to achieve their objectives in each sector; and
- (iv) **design quality or "evaluability" of key projects/programs' DMFs** in each sector (e.g., availability of baseline data and adequacy/appropriateness of results

⁵⁰ However, in case this detailed Excel rating template (Appendix 6) is not available for automatic calculations of the ratings at the criterion level, the following are general rules on how to assign a rating score of either 3, 2, 1, or 0 (equivalent to HS, S, PS, and US, respectively) to each criterion:

- (i) If all the subcriteria under each criterion are fulfilled, then the rating for that criterion should be **HS**.
- (ii) If the majority of the subcriteria under each criterion are fulfilled, then the rating for that criterion could be either **S or HS** (in case the majority of the fulfilled subcriteria are on the high side, e.g., five out of six subcriteria).
- (iii) If half of the subcriteria under each criterion are fulfilled, then the rating for that criterion could be either **PS or S**. For example, for the criterion which has only two subcriteria or has an even number of subcriteria, if half of the subcriteria are fulfilled and other half are not fulfilled, then the rating for this criterion could be either: (a) **PS** if its unfulfilled subcriteria are "completely/totally" unfulfilled; or (b) **S** if its unfulfilled subcriteria are almost fulfilled, and its fulfilled subcriteria are mostly or completely fulfilled.
- (iv) If less than half of the subcriteria under each criterion are fulfilled, then the rating for that criterion could be either **PS or US** (in case the number of unfulfilled subcriteria are on the high side, e.g., five out of six subcriteria).
- (v) If none of the subcriteria under each criterion is fulfilled, then the rating for that criterion should be **US**.
- (vi) However, there are always exceptions since evaluation is not a pure science, but depends to a large extent on the evidence provided and on how the storylines are pulled together in a coherent manner to form the basis for the CAPE evaluator to make convincing justifications of the ratings, without inconsistencies between the ratings and the evidence. Whenever the WAS is on the low side near the cut-off points between two ratings (e.g., between S and PS), the CAPE evaluator should avoid using the word "borderline S" in order not to sound like creating another rating scale. Instead, it should simply be mentioned that since the WAS is on the low side of S, there is room for improvement in certain areas.

⁵¹ This means that in each sector, program relevance will be assessed for each individual "key" project/program separately (rather than cumulatively) first. After that, the overall rating of program relevance in each sector will be determined based on the findings of the majority of these key projects/programs combined. For example, if the majority of key projects/programs in a particular sector (e.g., four out of six projects) are rated *relevant*, then the overall rating of program relevance in that sector should also be *relevant*. However, if three out of six projects are rated *relevant* and the remaining three are rated *less relevant*, then the evaluator should use his/her own judgments to determine the overall rating of program relevance for that sector, based on supporting evidence as justifications.

indicators,⁵² including risk to sustainability indicators⁵³ and mitigation mechanisms); **and design quality of M&E systems** (to monitor progress toward results achievement and risks mitigation) **and of project implementation/management units of key projects/programs** (e.g., whether they were designed to have adequate number and quality of personnel, and to integrate into the country's normal operations system) in each sector.

52. The four subcriteria above are also tabulated with those of the remaining criteria in the hypothetical rating table in Appendix 6. Positive and negative factors affecting the program relevance performance should also be identified to justify the assessment and rating under each of these subcriteria by sector and overall.

53. **Efficiency (Resource Utilization and Portfolio Performance of Assistance Programs by Sector and Overall).** Efficiency refers to the extent to which cumulative project/program (inclusive of TA) interventions provided under the COBPs was well implemented and delivered in a cost effective manner (in terms of benefits in comparison with costs) in each sector and overall, as measured by the following subcriteria:

- (i) **economic internal rates of return (EIRRs)⁵⁴ or least cost estimates of key projects** (including the extent of utilization of project facilities),⁵⁵ **and**

⁵² While a project/program DMF should be focused, it does not mean that it should have only one outcome and impact indicator each. While it should have one statement each for outcomes and impacts, it can identify a few outcome and impact indicators, depending on how the project/program is designed. If the project/program is designed to have certain components that could produce more than one outcome and contribute to more than one impact, then limiting the DMF only to one outcome and impact each will be inconsistent with the design of the project/program itself. Even for a simple project such as a road project, there could be already at least two outcome indicators: (i) reduced travel time, and (ii) reduced travel cost, which could contribute to at least two impact indicators: (i) increased economic activities in project areas and nearby in terms of increased number of small- and medium-sized enterprises, and (ii) increased average household income in project areas and nearby. Besides, it would not be worthwhile for ADB to invest a big amount of money in a project only to limit itself to just one outcome and impact indicator each when it can produce more than one, even for a very simple project.

⁵³ Many DMFs of projects/programs tend to focus more on identifying performance indicators (outputs, outcomes, and impacts), and less on identifying relevant risk indicators and concomitant mitigation mechanisms. "Risks" are often identified by many DMFs as simply the opposite to "assumptions" (e.g., if an "assumption" is identified as "the government continues to have strong commitment to the institutional reform initiated by the project," then "risk" is often identified as "the government lacks strong commitment to the institutional reform initiated by the project"), which are too broad and are generic to most projects/programs. Actually, **risks** are a measure of **sustainability prospects** of outputs, outcomes, and impacts. As such, under the "program relevance criterion" of the *Revised CAPE Guidelines*, risk indicators identified in the DMFs (together with concomitant mitigation mechanisms), of key projects/programs in each sector should be assessed in terms of their relevance to such projects/programs in helping the projects/programs' expected outputs and outcomes continue in the long run. For example, for a road project, a risk indicator could be "insufficient funds for operation and maintenance (O&M) of the project roads." In this case, an appropriate mitigation mechanism that should be built into project design may involve creation of a road maintenance fund, in order to help sustain the life of the project roads. Another example is that for a decentralized education project, a risk indicator could be "inability to mobilize local resources to support school-based management." In this case, an appropriate mitigation mechanism that should be built into project design may involve participation of influential community groups in the design of the project, in order to help sustain the project's decentralization system.

⁵⁴ EIRR estimates are generally not required when designing social sector projects (e.g., basic education and PHC projects) since these are considered public goods, to which all should have equal access. Some of these projects might have estimated cost effectiveness or least cost, based on the comparison between investing in these projects and in alternatives at the project design stage. If there are no estimates of EIRRs or least cost, a CAPE may try to provide approximate data on the per unit cost borne by the government in providing, say, basic education or PHC at the time of completion compared with at the time of project design, which is a broad measure of cost effectiveness in this case. However, for nonpublic good projects (e.g., infrastructure projects and projects in nonbasic education subsectors—technical education, vocational training or skills development, and tertiary

- approximate estimates of benefits in relation to costs of policy reforms of key program loans** in each sector;
- (ii) **portfolio performance of cumulative projects/programs** in each sector (e.g., PPRs, contract awards, actual versus projected disbursements or resource utilization); **and the extent of delayed implementation and cost overruns of key projects/programs** in each sector (e.g., if key projects/programs were delayed by more than 1 year, this subcriterion could be considered “less efficient;” or “inefficient” if delayed by more than 2 years); and
- (iii) **the quality of implementation of the CPS results framework** in each sector (e.g., whether there were any major changes); **and the quality of M&E implementation of key projects/programs’ DMFs** in each sector (e.g., timely data collection, and availability of the data on the DMFs’ performance indicators for use at mid-term review and at project/program completion).

54. The three subcriteria above are also tabulated with those of the remaining criteria in the hypothetical rating table in Appendix 6. Positive and negative factors affecting the efficiency performance should also be identified to justify the assessment and rating under each of these subcriteria by sector and overall.

55. The reason for including the extent of implementation delays of key projects/programs as one of the efficiency subcriteria is because of the drawback of EIRR estimates even at the project level. While EIRRs can measure efficiency of investments based on discounted net benefits (benefits in relation to costs),⁵⁶ they fail to take into account another aspect of efficiency associated with long implementation delays, which reflect process inefficiency as they would incur additional costs to the borrower (e.g., commitment charges and other costs due to inefficient use of the borrowed funds) not captured in the EIRR estimates. Although the physical part of delayed implementation (i.e., the number of years delayed) is captured in the EIRR estimates, the EIRRs may not always fall below the efficiency requirement of 12% if the EIRRs at the project design stage were well above 12% and hence able to absorb adverse cost effects to keep the EIRRs above 12% at project completion.⁵⁷ As such, if implementation of key

education), EIRRs are required to be estimated at the design stage and reestimated after project completion by PCRs and PPERs (if any); but not required to be reestimated by a CAPE/SAPE.

⁵⁵ In case EIRR/least cost estimates are available, a CAPE/SAPE should (i) use existing EIRR/least cost estimates of key projects from the most recent evaluations (e.g., from PPERs, if any), especially when there are differences in such estimates between PPERs and PCRs; (ii) not combine the existing EIRRs of key projects in each sector, but should make a general conclusion that the assistance programs in a particular sector can be considered “efficient” if the majority of the projects in that sector have EIRRs of at least equal to the assumed cost of capital of 12% (or “highly efficient” if the majority of EIRRs are at least 18%) based on the EIRR subcriterion. In case EIRR/least cost estimates are not available, a CAPE/SAPE does not have to estimate them, but may try to provide approximate data on the per unit cost borne by the government in providing a particular service (e.g., basic education or primary health care) at the time of completion compared with at the time of project design, to roughly measure cost effectiveness. However, it should be noted that EIRR/least cost estimates are only one of the subcriteria under the efficiency criterion. Although this subcriterion may be given “highly efficient” rating due to very high EIRRs of the majority of projects, the overall efficiency criterion could be rated “efficient” or “less efficient” if the performance under its remaining subcriteria is rather poor.

⁵⁶ Some arguments have been raised that EIRR should be used to measure “effectiveness,” rather than “efficiency” reflects a misunderstanding of the concept of EIRR, which is a real measure of “efficiency,” rather than “effectiveness.” By definition, “effectiveness” refers to the extent of results/outcomes achievement, whereas “efficiency” refers to the extent of results/outcomes achievement in relation to costs which measures how well resources have been utilized.

⁵⁷ Other reasons may include (i) delayed project startup in an environment of growing market demand, which results in greater-than-anticipated benefits; and (ii) technological advances and/or competitive bidding, which reduce, rather than increase, project costs over time (see details in ADB. 2009. *2009 Annual Evaluation Review: Role and Direction of Self-Evaluation Practices* [para. 67]. Manila).

projects/programs in any sector has been plagued by long implementation delays, this indicator should be taken into account when rating efficiency to reflect forgone economic benefits during the delays, despite the achievement of high EIRRs of key projects in the sector.

56. Effectiveness (Extent of Outcomes Achievement of Assistance Programs by Sector and Overall). Effectiveness refers to the extent to which cumulative ongoing⁵⁸ and completed project/program (inclusive of TA) interventions provided under the COBPs have achieved or made “sufficient progress”⁵⁹ toward achieving their outcome targets in each sector and overall.⁶⁰ In other words, effectiveness reflects whether the COBPs’ sector and country assistance programs are doing things right, as measured by the following subcriteria:

- (i) the extent of progress made by cumulative ongoing and completed projects/programs toward achieving the output targets⁶¹ in each sector—including both **physical outputs**⁶² mostly from project/investment loans, and **institutional outputs or policy reforms**⁶³ mostly from policy-based loans and TA interventions;

⁵⁸ The inclusion of ongoing projects/programs allows for **real-time evaluations** which can be done by identifying the extent of “progress” made by cumulative ongoing projects/programs in each sector which have already been implemented up to a certain point (e.g., more than half), so that evidence of “evolving” outcomes toward achieving their intended targets could be assessed in terms of “likelihood” of effectiveness. The following are four rating scales for real-time evaluations: *highly likely effective*, *likely effective*, *less likely effective*, and *unlikely effective*—equivalent to HS, S, PS, and US, respectively (see paras. 72 and 73 for detailed rating explanations).

⁵⁹ Measuring effectiveness in terms of “**sufficient progress**” made toward achieving the outcome targets (rather than in terms of achievement of the targets per se) will make this criterion more flexible and applicable not only to real-time evaluations of ongoing projects/programs, but also to recently completed projects/programs which might not have fully achieved their outcome targets yet at the time of evaluation. However, the CAPE evaluator should exercise his/her own judgments to determine “acceptable levels” of “sufficient progress” for the performance to be rated “effective” (e.g., achieving at least 70% of the targets for projects/programs which were completed in the past 6 months, or achieving at least 80% of the targets for projects/programs which were completed in the past 1 year). For the performance to be rated “highly effective,” most of the targets should be achieved.

⁶⁰ A CAPE should assess the extent of outcomes achievement in each sector by comparing the current values of key outcome indicators (as identified in the CPS sector results framework and in the DMFs of key projects/programs) “after” the project/program interventions with their baseline values “before” the interventions. However, if there are any RIE studies conducted for any projects, the CAPE should use the RIE findings which reflect the comparison of outcome indicators between “with” and “without” the project interventions to assess “attribution” or “the extent to which the outcomes achievement is due solely to ADB assistance.” The CAPE is not required to do an RIE on its own (see paras. 39 and 40, and Appendix 5).

⁶¹ Outputs are included under the effectiveness criterion because at the time of evaluation, many projects/programs may still be ongoing and not achieved sufficient outcomes yet, but may have already achieved many outputs which could be indicative of a likelihood of outcomes achievement.

⁶² **Examples of physical outputs** in various sectors include (i) hydropower generation capacity and transmission lines installed/upgraded and biogas plants constructed in the energy sector; (ii) various kinds of roads constructed/upgraded in the road sector; (iii) various banking restructuring activities in the financial sector; (iv) schools/classrooms capacities increased and curriculum revised in the education sector; (v) water treatment plants capacity and water supply distribution networks installed/upgraded in the water supply and sanitation (WSS) sector; (vi) PHC centers constructed/upgraded and drug revolving funds established in the health sector; and (vii) irrigation channels constructed/upgraded and new seeds provided in the agriculture and natural resources (ANR) sector (see column 3 of the CAPE results frameworks by sector in Tables A7.1–A7.7, Appendix 7).

⁶³ **Examples of institutional outputs or policy reforms** in various sectors include different kinds of training provided to increase technical and project-related capacities of individual staff of EAs and related agencies involved in project implementation, and different kinds of policy/institutional reforms adopted to strengthen organizational/institutional capacities of the EAs and related agencies as a whole (e.g., sector master plan and policy/institutional reforms adopted to improve functionality, management, planning, budgeting, decentralization, deregulations, public-private partnerships, privatization, project implementation and M&E, safeguards, governance, and RCI) (see column 3 of the CAPE results frameworks by sector in Tables A7.1–A7.7, Appendix 7).

- (ii) the extent of progress made by cumulative ongoing and completed projects/programs toward achieving the targets of **intermediate institutional outcomes**⁶⁴ in each sector,⁶⁵ reflecting improved sector institutional/management capacities, thus helping achieve sector-specific outcomes.
- (iii) the extent of progress made by cumulative ongoing and completed projects/programs toward achieving the targets of **sector-specific outcomes**⁶⁶ accruing to beneficiaries in project areas in each sector, as specified in the CPS sector results frameworks⁶⁷ and in the DMFs⁶⁸ of “key” projects/programs in each sector.

57. The three subcriteria above are also tabulated with those of the remaining criteria in the hypothetical rating table in Appendix 6. Positive and negative factors affecting the effectiveness performance should also be identified to justify the assessment and rating under each of these subcriteria by sector and overall.

⁶⁴ **Institutional outcomes** are included under the effectiveness criterion because they are intermediate outcomes which facilitate achievement of sector-specific outcomes/impacts. “Institutional outcomes” should not be considered as “institutional impacts” (as has normally been done in many evaluation studies) since they are not standalone or an end in itself, but a “means” to achieving end results or ultimate sector-specific outcomes/impacts (see para. 21 and footnote 23 for details).

⁶⁵ **Examples of institutional outcomes** in various sectors include (i) increased private power providers due to privatization policy in the energy sector; (ii) increased build-operate-transfer contractors due to privatization policy in the road sector; (iii) increased capacity of domestic financial institutions to finance private sector investments due to banking reforms in the financial sector; (iv) increased school capacity to practice school-based management due to decentralization policy in the education sector; (v) increased financial capacity of provincial water supply companies due to organizational restructuring in the WSS sector; (vi) increased private PHC providers due to public-private partnerships in the health sector; and (vii) increased private agricultural enterprises due to deregulation of agricultural marketing system in the ANR sector (see column 2 of the CAPE results frameworks by sector in Tables A7.1–A7.7, Appendix 7).

⁶⁶ **Examples of sector-specific outcomes** in various sectors include (i) increased households in project areas with access to electricity and clean energy in the energy sector; (ii) reduced travel time and cost in the areas with access to project roads in the road sector; (iii) increased rate of return on assets and reduced proportion of non-performing loans of domestic financial institutions in the financial sector; (iv) increased student enrollment and completion in project areas in the education sector; (v) reduced water price and time in collecting water in project areas in the WSS sector; (vi) increased households in project areas with access to PHC in the health sector; and (vii) increased households with access to irrigation and with higher income in the ANR sector (see column 2 of the CAPE results frameworks by sector in Tables A7.1–A7.7, Appendix 7).

⁶⁷ See guidelines for preparing the CPS results frameworks by sector in ADB. 2010. *Preparing Results Frameworks and Monitoring Results: Country and Sector Levels*. Manila. It should be noted that the CPS results frameworks do not distinguish between “sector outcomes” and “sector impacts,” but combine them under the heading of “sector outcomes.” Thus, when a SAPE/CAPE evaluates the progress of indicators from the CPS results frameworks, it should first divide what the CPSs defined as “sector outcomes” into “sector outcomes” and “sector impacts,” based on **the following definitions**: (i) “**sector outcomes**” are roughly considered as results of ADB’s cumulative project/program/TA interventions occurring at the individual/household/community levels within project areas, though disaggregation of exact ADB’s “attribution” cannot be done at the sector level; (ii) “**sector impacts**” (including sector-specific MDGs) and “**cross-sectoral impacts**” (including poverty reduction and other socioeconomic impacts, such as increased economic growth, employment, and gender equity) are “higher-level outcomes” and considered as country’s achievement, “contributed to” by the results of ADB’s and other DPs’ cumulative interventions combined.

⁶⁸ Although outcome indicators in project/program DMFs are more project-level than sector-level indicators, they can represent good outcome indicators at the sector level if they are from the DMFs of “key” projects/programs in that sector, with large loan amounts and expected large effects. The reasons that a SAPE/CAPE should also include outcome indicators identified in the DMFs of key projects/programs in each sector when assessing “effectiveness” (in addition to those identified in the CPS sector results frameworks) are (i) some CPS sector results frameworks may have “**insufficient evaluability**” (e.g., missing out some important indicators and/or lacking baseline values of the identified indicators); and (ii) the CPS sector results frameworks do not distinguish between **sector outcomes** (which generally occur at the individual/household/community levels in project areas) and **sector impacts** (which generally occur at some higher levels such as the country/provincial/state levels), but simply combined them into one column, called “sector outcomes” which oftentimes focus on identifying “sectors impacts” indicators.

58. A CAPE should also prepare CAPE results frameworks by sector (see examples in Appendix 7, Tables A7.1–A7.7).⁶⁹ The CAPE sector results frameworks do not follow the same format as the CPS sector results frameworks since the latter do not distinguish between sector outcomes and sector impacts, whereas the former needs to do so in order that “**sector outcomes**” (which are more directly linked to “sector outputs”) will be assessed under the “effectiveness criterion,” whereas “**sector impacts**” and “**cross-sectoral impacts**” will be assessed under the “development impacts criterion” (in terms of country’s achievement contributed to by ADB’s cumulative projects/programs). In addition, the CAPE sector results frameworks also distinguish between “**physical outputs**” (normally delivered by investment projects) and “**institutional outputs or policy reforms**” (normally delivered by TA interventions and program- or policy-based loans), as well as between “**intermediate institutional outcomes**” and “**sector outcomes.**” The distinctions between different levels of results indicators are useful in that they help establish a concrete results chain linking all levels of results, thus helping identify gaps in the results chain and the reasons behind the gaps.

59. **Sustainability (Prospects for Sustaining Outputs and Outcomes of Assistance Programs by Sector and Overall).** Sustainability⁷⁰ refers to the likelihood that actual and anticipated outputs and outcomes⁷¹ achieved from cumulative project/program (inclusive of TA) interventions provided under the COBPs in each sector and overall will be resilient to **risks**⁷² and continued into the future, after the completion of the interventions. Sustainability is difficult to measure in terms of its “exact” extent, since it is something related to the future which could be too early to measure at the time of evaluation. Thus, a CAPE may assess it in terms of “approximate” extent or “likelihood/prospects,” based on the following subcriteria:

⁶⁹ A SAPE/CAPE does not have to include all of the indicators shown in the CAPE results frameworks since these are just provided as examples. In reality, the indicators to be assessed and included in the CAPE results frameworks should come from the CPS sector results frameworks and the DMFs of “key” projects/programs in each sector. Nonetheless, this does not rule out a possibility that a few more indicators could be added by the SAPE/CAPE if the evaluator finds them to be very relevant, especially when the CPS sector results frameworks and the DMFs of key projects/programs have insufficient evaluability. In this case, the SAPE/CAPE should try to collect data on the added indicators—both retrospective and current ones—to assess the extent of progress made.

⁷⁰ The concept of “sustainability” is more or less the same as the concept of “risks to development outcomes” used by the World Bank’s Independent Evaluation Group.

⁷¹ Sustainability assessment in a SAPE/CAPE may focus on sustainability prospects of outputs and outcomes, rather than those of impacts. Since impacts are not ADB’s achievement, but country’s achievement contributed to by ADB’s and other DPs’ interventions combined, it would be difficult to measure sustainability prospects of impacts.

⁷² Based on project/program DMFs, **risks** generally refer to negative factors expected to occur and cause adverse effects on project/program performance, especially on its long-term sustainability (e.g., lack of sufficient funds for O&M of project facilities after completion, and lack of government recurrent cost financing or projects’ own income generation schemes to continue project outputs and outcomes in the long run). Since risks are “expected” to occur, they could be avoided/mitigated **within ADB’s control**, by incorporating appropriate mitigation mechanisms during the design stage (e.g., through loan covenants to ensure government recurrent cost financing or by designing some built-in income generation schemes as part of the projects). However, there is also another set of **negative exogenous factor (threats) beyond ADB’s control**, which are “unexpected” (e.g., major shifts in government regimes/policies, financial crises, and natural calamities). Since these factors are unforeseen, mitigation mechanisms could not be incorporated at the design stage, but could be included later at the implementation stage to reduce the adverse effects. If these threats occurred, a CAPE should address them as part of the negative factors affecting the performance of assistance programs under some or all of the following criteria: program relevance, efficiency, effectiveness, sustainability, and impacts, depending upon the extent of the adverse effects. If the extent is not too large, then only certain evaluation criteria—program relevance (whether the affected projects/programs were redesigned to adjust their performance indicators accordingly), efficiency (the extent of delayed implementation), and effectiveness (the extent of delayed progress in achieving outcomes)—might be affected. However, if the threats were in the form of government cancellations of some projects/programs due to changes in government priorities or regimes, then the relevance of those projects/programs should be rated either *less relevant* or *irrelevant* during the time of evaluation, for if they were *relevant* they should not have been cancelled in the first place.

- (i) **for key projects in public good sectors:** the extent to which government's financial commitment/capacity was ensured to finance recurrent costs of sector outputs/outcomes after project completion; **for key projects in nonpublic good sectors:** the extent to which cost recovery or income generation schemes (with appropriate pricing and O&M) were created to sustain sector outputs/outcomes; and **for key policy-based loans:** the extent to which government's public finance capacity was ensured to continue the reforms (or not to reverse the reforms) to maintain sector outcomes of the reforms;
- (ii) the extent to which **appropriate institutional and human resource arrangements** were in place to reinforce the financial capacity mentioned in (i) above, and to mitigate risks to sustainability of the results of key projects/programs in each sector and overall; and
- (iii) the extent to which **appropriate legal/policy arrangements** (political commitments) were in place to reinforce the financial capacity mentioned in (i) above, and to mitigate risks to sustainability of the results of key projects/programs in each sector and overall; **and evidence of past sustainability efforts.**

60. It should be noted that these subcriteria are linked to one of the subcriteria under the program relevance criterion which assesses the design quality of key projects/programs in identifying the right risks in the DMFs and integrating mitigation mechanisms into project design (see footnote 53). The three subcriteria above are also tabulated with those of the remaining criteria in the hypothetical rating table in Appendix 6. Positive and negative factors affecting the sustainability performance should also be identified to justify the assessment and rating under each of these subcriteria by sector and overall.

61. **Development Impacts (Contributions of Assistance Programs to Country's Achievement of Development Results).** Development impacts refer to the extent to which the country has achieved or made sufficient "progress" toward achieving the targets of development goals by sector and overall,⁷³ partly contributed to by ADB's cumulative project/program (inclusive TA) interventions provided under the COBPs, as measured by the following subcriteria:

- (i) the extent to which the country has made "progress" toward achieving the targets of **"sector-specific impacts"**⁷⁴ (including sector-specific MDGs)⁷⁵ and **"cross-**

⁷³ At the impact level, any achievement or progress toward achieving the impact targets is considered achievement of the country, "contributed to" by cumulative efforts of the government and all DPs combined, including ADB. This could be referred to as **"evaluation of impacts"** (which is different from **"impact evaluation or RIE,"** as elaborated in Appendix 5). Data on these impact indicators should be easy to collect from existing government documents since many of them are the country's MDGs and other socioeconomic indicators.

⁷⁴ The reason for a CAPE to distinguish between "sector-specific impacts" and "cross-sectoral impacts" is because there have been some misunderstandings that "impacts" do not occur at the sector level, but only at the country level; hence no "sector impacts" but only "sector outcomes." Actually, in between **"sector outcomes"** (normally occurring at the individual/household/community levels in project areas) and **"cross-sectoral impacts"** (normally occurring at the country/provincial/state levels), there are **"sector impacts"** (also occurring at the country/provincial/state levels), many of which are sector-specific MDGs (e.g., increased literacy rate and NER, increased proportions of population with access to clean WSS, and decreased infant/child/maternal mortality rates). While these "sector impacts" are sector-specific by nature, their effects are felt nationwide, at the country level, such as the MDGs in the education, WSS, and health sectors. Altogether, they help contribute to country's achievement of "overall development goals" or "cross-sectoral impacts" (e.g., increased employment, economic growth, gender equity, governance, and poverty reduction).

⁷⁵ **Examples of sector-specific impacts** in various sectors include (i) increased rural and urban electrification rates and reduced greenhouse gas emissions in the energy sector; (ii) increased small- and medium-sized enterprises

- sectoral impacts**” or overall development goals,⁷⁶ as specified in the CPS results frameworks; and
- (ii) the extent of “**plausible links**” or “likely contributions” of “**sector-specific outcomes**,” resulting from ADB’s cumulative projects/programs, to the country’s progress toward achieving the targets of “**sector-specific impacts**” and “**cross-sectoral impacts**” (e.g., if the price of water supply and time spent collecting water for households in project areas [which are **water sector outcomes**] reduced sufficiently over the CAPE period, with a certain increase in the proportion of the country’s population having access to sustainable water supply [which is the country’s **water sector impact**] and a certain reduction in poverty incidence [which is the country’s **cross-sectoral impact**], then this evidence could be regarded as a “**plausible results chain**,” linking sector outcomes to the country’s sector impact and finally cross-sectoral impact).⁷⁷

62. While examples of “**plausible results chains**” linking sector outputs, sector outcomes, sector impacts, and cross-sectoral impacts are shown in seven tables/sectors in Appendix 7 (Tables A7.1–A7.7), they are integrated into one graphical presentation in Appendix 8 to summarize plausible links of sector impacts in all sectors combined to key cross-sectoral impacts (e.g., sustainable growth, gender equity, and poverty reduction). Since “cross-sectoral impacts” are nothing less than the country’s overall development goals, they should more or less reflect the “CPS priorities/objectives.” This graphical presentation (Appendix 8) is useful in that since it shows plausible links between combined sector impacts (supposed to be “contributed to” by ADB’s sector outcomes based on the results chains in Tables A7.1–A7.7) and cross-sectoral impacts (or the CSP priorities/objectives), it would be easy to assess which of the CPS priorities/objectives have been achieved and which have not. However, this assessment should not be treated as a separate subcriterion under the impacts criterion, otherwise “double counting” since it is a mere repackaging of ADB’s contributions to the country’s cross-sectoral impacts expressed in terms of the CPS strategic priorities/objectives.

due to improved road access and increased national traffics across transport corridors in the road sector; (iii) increased ratios of bank deposits and bank loans to gross domestic products in the financial sector; (iv) increased adult literacy rate and primary net enrollment rate in the education sector; (v) increased proportions of urban and rural populations with access to sustainable water supply in the WSS sector; (vi) reduced infant and maternal mortality rates in the health sector; and (vii) increased rice yields and food security in the ANR sector (see column 1 of the CAPE results frameworks by sector in Tables A7.1–A7.7, Appendix 7).

⁷⁶ **Examples of cross-sectoral impacts** include increased employment, economic growth, gender equity, governance, and poverty reduction (see column 1 of the CAPE results frameworks by sector in Tables A7.1–A7.7, Appendix 7). Since these are country’s overall development goals, they should more or less reflect the CPS priorities/objectives.

⁷⁷ Plausible links between ADB’s “sector outcomes” and country’s achievement of “sector impacts” and “cross-sectoral impacts” should be possible to establish within the CAPE period since it is a long enough period, covering two CPSs. However, for an evaluation which covers only one CPS (e.g., CPSFR and CPSFR validation), difficulty in rating the impacts criterion may arise when the country has achieved a lot of impacts/MDGs, but ADB assistance has not achieved much sector outcomes (with “less effective” rating under the effectiveness criterion) to establish “plausible links” within a short period of time within one CPS cycle. To rate the overall impacts criterion as “PS” could be arguable since the country itself has achieved sufficient impacts which is the ultimate goal of ADB’s Strategy 2020 and could have been “contributed to” by past ADB assistance, though not necessarily linked to the current CPS; but to leave the impacts criterion blank without rating it will simply pull down the overall score without adjusting the overall criteria weight to total 1.0. As such, in case it is really difficult to rate the impacts criterion, **an alternative way** could be to rate country’s achievement of impacts (which could have been “contributed to” by past ADB assistance), but exclude it from the overall rating system by allocating half of the impacts weight to “effectiveness” and the other half to “sustainability” (to be 30% each, rather than 20% each), since these are all results-related criteria. The weights of the other three criteria should remain unchanged (strategic positioning = 10%, program relevance = 10%, and efficiency = 20%).

63. The two subcriteria in para. 61 are also tabulated with those of the remaining criteria in the hypothetical rating table in Appendix 6. Positive and negative factors affecting the development impacts performance should also be identified to justify the assessment and rating under each of these subcriteria by sector and overall.

3. Other Evaluation Criteria Not Included in the Rating System

64. While the six criteria described in paras. 49–63 are mandatory for a CAPE to apply and include in the rating system, there are two more criteria (ADB performance and borrower/EA performance) that the CAPE should also apply and provide ratings, but are not meant to be included in the overall rating system because they are handling the CPSs and COBPs, rather than being part of the CPSs and COBPs themselves.

65. **ADB Performance.** ADB performance refers to the processes that underlie the performance of ADB as an institution in discharging its responsibilities as a DP in each sector and overall, as measured by the following subcriteria:

- (i) its roles in aid coordination/harmonization and building partnerships with other DPs⁷⁸ (e.g., leading technical working groups in certain sectors, and pursuing collective policy dialogue with the government);
- (ii) its roles in building government/client ownership and leadership (e.g., acting as a catalyst and/or advisor);
- (iii) its responsiveness to client needs in times of crises;
- (iv) the extent of delegation of activities to RM, and adequacy and quality of supervision missions; and
- (v) other value addition (e.g., the degree to which ADB helped promote RCI; private sector development; good relationships with NGOs; safeguards in dealing with the environment including climate change, involuntary resettlement, and indigenous people issues; as well as due diligence in good governance and fiduciary management).

66. A stakeholder perceptions survey should be conducted during the CAPE scoping mission, based on the questionnaire provided in Appendix 4, among all key stakeholder groups, including the government/client (both the borrower and line agencies), beneficiary groups, and other DPs (e.g., multilateral and bilateral agencies, and civil society inclusive of NGOs and the private sector). The findings of the survey should be presented in a box, with the focus on the views of client satisfactions and clients' suggestions on how ADB can improve its performance.

67. **Borrower/EA Performance.** Borrower/EA performance refers to the processes that underlie the performance of the borrower/EA as an institution in discharging its responsibilities as the key DP in each sector and overall, as measured by the following subcriteria:

- (i) the extent of government ownership and commitment in the country's development agenda (e.g., the Paris Declaration, MDGs, safeguard policies, and due diligence practices);
- (ii) the extent of leadership in aid coordination/harmonization;
- (iii) the extent of participation in the design of CPSs, COBPs, and key projects/programs;

⁷⁸ The subcriterion on "harmonization and partnerships with other DPs" under the "strategic positioning criterion" (para. 49) and the "ADB performance criterion" (paras. 65) differ in that in the former case, this subcriterion is assessed as part of the CPS quality at the design stage. In the latter case, it is assessed as part of the ADB performance normally occurring at the implementation stage.

- (iv) the extent of compliances with ADB's loan covenants and conditionalities, and involvement during implementation; and
- (v) the adequacy and timeliness in providing counterpart staff and funding.

68. ADB performance and borrower/EA performance should also be assessed by sector first, since both ADB's and the borrower's roles could vary across sectors even within the same country. But if ADB has been involved in only few sectors, these two criteria can be applied right away at the country level (without having to be applied at the sector level first), with the assumption that the performance in all sectors is the same.

69. **Other DPs' Roles.** Other DPs' roles refers to the processes that underlie the performance of other DPs (including multilateral and bilateral funding agencies, and civil society inclusive of NGOs and the private sector) as institutions in discharging their responsibilities as DPs in each sector and overall, as measured by the following subcriteria: (i) their roles in aid coordination/harmonization or building partnerships with other DPs; and (ii) their roles in building government/client ownership and leadership. Note that "other DPs' roles" should only be broadly documented, rather than assessed or rated, with the focus on key DPs in the country, especially in relation to ADB's role.

E. Evaluation Rating System⁷⁹

70. **Further Alignments with the ECG's GPSs for CAPEs.** In addition to aligning with the GPSs in terms of evaluation criteria (para. 43), the *Revised CAPE Guidelines* also align with the GPSs in terms of rating and weighting system. The "optional" GPSs for rating and weighting system state that (i) if a rating system is used, it should be a quantitative system in order to make the assessment process transparent and uniform across countries; (ii) subcriteria should be well defined; and (iii) more weight should be accorded to results-related criteria (i.e., effectiveness, sustainability, and impacts). The "core" GPSs for rating and weighting system state that if a quantitative rating system is used, it should be well defined and the manner in which it is derived is stated. To align with these aspects of the core and optional GPSs, the *Revised CAPE Guidelines* (i) adopt a systematic quantitative rating system consistent with that of projects/programs as prescribed in the PPER Guidelines, (ii) provide a well-defined set of subcriteria that can be used as a basis for determining the relative importance/weights of the six criteria, and (iii) accord more weight to results-related criteria, totaling 60%.⁸⁰

71. **Quantitative Rating.** Quantitative rating is viewed as useful and should be applied by a CAPE because it helps (i) organize and discipline the evaluation, (ii) set the tone of the conclusion of performance rating, (iii) make the evaluation process transparent to CAPE users, and (iv) ensure uniform and systematic evaluations and comparability across CAPEs. Regardless of whether or not a CAPE adopts quantitative rating, it has to eventually come up with a conclusion as to whether it finds the performance of various aspects of the CPSs successful in order to identify lessons and recommendations for improving future performance.

⁷⁹ This rating system can also be applied to SAPEs and thematic evaluations under SESs.

⁸⁰ While the **2006 CAPE guidelines** generally aligned with the three aspects (process-, methodology-, and reporting-related) of the core and optional GPSs, they diverted somewhat from the methodology-related GPSs as follows: (i) they assigned too small weights to the effectiveness and sustainability criteria (12.5% each); (ii) their rating system was not well defined (e.g., having inconsistencies with the PPER rating system at the project level); and (iii) they adopted duplicative criteria on impacts and development results. **The Revised CAPE Guidelines** address the weaknesses of the 2006 CAPE guidelines by (i) assigning relatively high weights to results-related criteria (20% each for effectiveness, sustainability, and development impacts); (ii) proposing a new rating system at the sector/country levels to be consistent with the PPER rating system at the project level (paras. 72 and 73); and (iii) doing away with the duplicative criteria (see footnote 42).

As such, with a systematic quantitative rating system, the CAPE stands in good stead to defend its conclusion in a more objective manner. However, the CAPE report should mention the rating system used only briefly in the text, while providing a detailed rating table in an appendix, in order not to distract readers from the main evaluation messages. Despite some elements of evaluator judgment, IED management should exercise strict adherence to the new rating system proposed below to make the ratings comparable across CAPEs.

72. **Alignment with the PPER Rating System.** For consistencies with project/program ratings, the Revised CAPE Guidelines' new rating system follows the PPER Guidelines in terms of scoring and scaling as follows: (i) the rating scores assigned to each rating scale are HS = 3, S = 2, PS = 1, and US = 0 (Appendix 9, Table A9.1.); and (ii) the ranges of WASs for each rating scale are in shown in Appendix 9, Table A9.2, as follows:⁸¹

2.7 =< HS <= 3.0 (or HS = 2.7–3.0);
 1.6 =< S < 2.7 (or S = 1.6–2.6);
 0.8 =< PS < 1.6 (or PS = 0.8–1.5); and
 0.0 =< US < 0.8 (or US = 0.0–0.7).

73. **How to Use the Detailed Rating Table (Appendix 6) and Summary Rating Table (Appendix 9, Table A9.2).** In addition to tabulating all subcriteria under each of the six criteria, Appendix 6 is in itself a detailed rating template based on Excel formula. It should be used to rate the performance of ADB assistance by subcriterion in each sector. The rating scores of 3, 2, 1, or 0 (equivalent to HS, S, PS, and US, respectively) currently shown for all subcriteria under each criterion in each sector are **hypothetical** rating scores which should be replaced by **actual** rating scores considered appropriate by the CAPE evaluator. The table heading row, showing hypothetical percentages of sector shares of loans and grants combined during the CAPE period, should also be replaced by actual percentages of sector shares.⁸² After replacing the hypothetical rating scores in all subcriteria under each criterion in each sector with actual rating scores, the Excel formula set in the table will automatically calculate the WAS for each criterion in each sector as well as for overall criteria in overall sectors combined, as shown in the summary rating table (Appendix 9, Table A9.2). While the detailed rating template (Appendix 6) should not be attached to any appendix of the CAPE report in order not to distract attention from the discussion of the main findings in the text, the detailed subcriteria listed in there should be provided in an appendix of the CAPE report without showing any subcriteria ratings. However, the summary rating table (Appendix 9, Table A9.2) should be attached as an appendix of the CAPE report for reference and transparency purposes.

⁸¹ The WAS' cut-off points of 0.8, 1.6, and 2.7 for the performance to be rated PS, S, and HS, respectively, represent 27%, 53%, and 90% of the total WAS of 3.0. This means that out of 100%, the majority will fall under the PS and S categories combined which is reflective of a real-world context, in which the majority of people are average and slightly above and below average, compared with those who are at the top and bottom ends. This rating system also follows the bell-shaped curve of student grading system, in which grade-A students should be able to score at least 90%. However, since evaluation is not a pure science, there is no specific rule as to why the lowest cut-off point is not lower or higher than 27%, and the highest cut-off point is not lower or higher than 90%.

⁸² The percentages of sector shares can also be calculated based on the relative importance of the sectors as per the CPSs, such that the more important sectors will be given double weight each in relation to the less important ones.

IV. CAPE REPORTING AND DISSEMINATION

A. Findings, Lessons, and Recommendations

74. **Findings and Lessons.** A CAPE should analyze data from various sources to provide evidence-based assessment and rating of the performance of ADB assistance under each of the six criteria in each sector before aggregating the findings of all sectors to come up with the **findings** for the country. These findings should also answer the main evaluation questions raised at the outset of the CAPE, with the focus on those questions that could be evaluated conclusively. Both positive and negative factors (including risk-based factors) affecting the performance ratings—both factors within ADB's control (strengths and weaknesses of ADB assistance) and exogenous factors beyond ADB's control⁸³ (opportunities and threats)—should be identified and unambiguously rooted in the findings. Some of these SWOT (strengths, weaknesses, opportunities, and threats) factors should then be drawn as **lessons**, which should have clear, strategic, and operational implications, particularly those within ADB's control.

75. **Recommendations.** Some recommendations to improve the future design and implementation of CPSs should be identified, based on the CAPE findings and lessons, and conveyed constructively in the form of proposals. These should be specific, monitorable, and actionable, with responsible entity (e.g., the relevant RD, rather than the government) and time frame. While "lessons" are "useful observations" for learning purposes, "recommendations" are "proposed specific actions" that should be implementable within a certain period of time.

B. Reporting and Reviewing

76. **Reporting.** Drawn on the good practice principles identified in the preceding two chapters and preceding section, a new CAPE report template is suggested in Appendix 10, with detailed explanations in Appendix 11. IED management should ensure adoption of this template to foster uniformity in the CAPE coverage and presentation, while providing sufficient latitude to tailor the reports to the needs of particular country cases. The template covers analysis of the country context, with identification of key binding constraints and country-specific evaluation questions; description of ADB's CPSs and COBPs and the government's development plans during the CAPE period; description of the evaluation methodology; evaluation of the performance of ADB's CPSs and COBPs (through cumulative project/program/TA interventions) during the CAPE period under each of the six criteria in each sector and overall; and presentation of CAPE findings, lessons, and recommendations. The CAPE report should be written in plain language, with the length of the text not exceeding 30 pages.

77. **Reviewing.** For accountability and lesson learning purposes as well as to facilitate early buy-in of the CAPE findings and recommendations by its users, the draft CAPE should be rigorously discussed, reviewed, and revised several times before being finalized and approved. The discussion and review process involves the following steps (each of which should be followed by a revision of the CAPE draft to reflect comments that are considered appropriate by the CAPE team, while maintaining independence and accountability):

- (i) internal discussion with and peer review by relevant IED senior staff, which might include peer review by external CAPE expert(s);
- (ii) internal discussion with and review by IED management;

⁸³ The negative side of exogenous factors beyond ADB's control (threats) can include major adverse shifts in government regimes/policies, financial crises, and natural calamities.

- (iii) discussion with key stakeholder groups (i.e., the CPS country team at headquarters, together with the RM, the government [both the borrower and line agencies], and other key DPs in the CAPE country) and presentation of the CAPE findings, lessons, and recommendations to all stakeholder groups in a participatory workshop through a mission in the CAPE country, during which IED management (either Director General or relevant Director) should join the CAPE team in order to demonstrate to the government the importance of the CAPE and to ensure government acceptance of the CAPE findings and lessons;
- (iv) stakeholder reviews, including interdepartmental review within ADB and reviews by the government and other key stakeholders; and
- (v) discussion with relevant RD management at headquarters, after which the CAPE draft will be finalized and formally approved by the IED Director General.

78. After formal approval, the CAPE report is considered final and will be circulated to ADB Management for formal responses, but will not be revised any further. Any disagreements specified in the ADB Management responses could be raised during the DEC discussion of the CAPE, after which the DEC will also provide its own formal views of the CAPE report.

C. Making Findings Accessible

79. **Disclosure.** All CAPE reports are put in the public domain to help foster learning beyond the immediate user groups and promote transparency in the evaluation process. To spotlight the diversity with which the CAPE findings can be interpreted, the disclosure includes the formal views of the government, ADB Management, and the DEC attached to each of the CAPE reports.

80. **Dissemination.** It often requires considerable effort to ensure that the CAPE findings are disseminated beyond a small group of senior ADB Management and government officials. Presentations in participatory workshops, public seminars, and press briefings are some of the ways in which the CAPE findings and lessons can be communicated to wider audiences in a participatory manner or face-to-face dialogue to facilitate knowledge sharing and evaluation for learning. Summarizing CAPEs in a readily accessible form (e.g., *Learning Curve* and the *Landing Page*) and translating them into local languages can contribute to wider dissemination and utilization.

D. Generalizing Findings and Tracking Recommendations

81. **Generalizing Findings.** Once every few years, the findings of CAPEs should be 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 assistance.

82. **Tracking Recommendations.** Tracking and reporting on the progress by which the CAPE recommendations are actually utilized by the relevant RD will help facilitate institutional learning practices. This can be accomplished through the adoption of the Management Action Record System, which is an automated recommendation tracking system recently developed by IED.

GUIDELINES FOR THE PREPARATION OF CAPE APPROACH PAPERS

A. INTRODUCTION TO THE PROPOSED CAPE (around 1 page)

1. Objectives and Goal

1. Describe the **objectives** of the proposed country assistance program evaluation (CAPE), which should include both accountability and lesson learning, as follows: (i) to provide credible assessment of the performance of Asian Development Bank (ADB) assistance in a particular developing member country (DMC) under at least two most recent cycles of country partnership strategies (CPSs); (ii) to identify factors affecting such performance; and (iii) to draw lessons and recommendations for improving the future performance of ADB assistance (see para. 7 in the main text).

2. Identify the CAPE **goal**, which is to inform ADB Management and the Board of Directors of the CAPE findings to ensure incorporation of the CAPE lessons and recommendations in the design of the subsequent CPS, together with its corresponding country operations business plan (COBP), in order to improve the performance of future ADB assistance (see para. 8 in the main text).

3. These CAPE objectives and goal can also be applied to sector assistance program evaluations (SAPEs) and thematic evaluations under special evaluation studies (SEs) by focusing only on the performance of ADB assistance in the sector and theme in question, rather than discussing all sectors and themes as in a CAPE.

2. Scope and Coverage

4. Select the **time period** to be covered by the CAPE as follows: (i) for **every generation of CAPEs**, the time period should cover at least two cycles of CPSs (about 10 years) to allow for changes in CPS strategic priorities, two cycles of government medium-term socioeconomic development plans, and sufficient time to witness development results from completed and near-completed projects/programs, while the emphasis should be put on evaluating more recent performance of ongoing assistance (real-time or *ex ante* evaluations) to ensure that the CAPE findings and recommendations are operationally relevant; (ii) for the **first-generation CAPE** of any DMC, it would be useful to cover more than two cycles of CPSs (about 15–20 years), if any, to trace historical perspectives and the evolution of CPSs as well as to include as many completed projects as possible to lay a concrete foundation of evaluation findings for subsequent CAPEs; and (iii) for a **second- or subsequent-generation CAPE**, it should cover at least two cycles of CPSs, one of which overlaps with the previous CAPE to provide continuity of evaluation, since the strategies and programs under the overlapping CPS have not yet been fully evaluated by the previous CAPE (see paras. 16 and 17 in the main text). For a SAPE, the time period should also cover at least two cycles of CPSs, but with the focus only on ADB assistance in the sector in question.

5. Specify **products and services** to be covered by the CAPE, which should include all kinds of ADB lending and nonlending products and services provided under the CSPs and COBPs such as strategic priorities; projects/programs (loans and grants); technical assistance (TA) operations;¹ economic, thematic, and sector work; and ADB roles in policy dialogue, supervision,

¹ Except for project preparatory TA, all types of TA and other grants should be assessed by the CAPE. But any project preparatory TA that does not result in a loan should also be assessed.

harmonization, and other value addition activities (see para. 18 in the main text). For a SAPE, these kinds of products and services should also be covered, but with the focus only on the sector in question.

6. Specify **sectors and themes** to be covered by the CAPE (or subsectors, if a SAPE), which should generally include all sectors and themes. But for a big DMC where ADB has a very large portfolio that would be difficult to cover in its entirety, the CAPE should focus on key sectors that have (i) big portfolios, (ii) many cross-cutting themes, (iii) relevance to ADB's Strategy 2020, and (iv) relevance to government priorities. If there are still too many interventions in those key areas, a purposeful sample of ADB interventions should be carried out to be fully representative of the main thrusts of ADB assistance (see paras. 19–23 in the main text).

B. BACKGROUND INFORMATION DURING THE CAPE PERIOD (around 3 pages)

1. Country's Development Context and Binding Constraints

7. Discuss (i) the country's political, economic, social, and governance background, which may be divided into different periods as appropriate—e.g., rehabilitation, transition, and take-off (for a SAPE, the discussion of the country context should be narrowed down to the sector in question at the end); (ii) ADB's country performance assessment (CPA) data on country performance indicators to see if the country context discussed above is consistent with the CPA data; if not, these should be reconciled by providing reasons underlying the inconsistencies; (iii) exogenous factors in case the country was affected by exogenous shocks or financial crises during the CAPE period; and (iv) key binding constraints/challenges faced by the country (for a SAPE, the binding constraints identified should be specific to the sector in question).

8. To support the above discussion, prepare appendix tables showing trends of the country's economic and social indicators, and the country's baseline and target Millennium Development Goals.

2. Government Development Strategies and Plans

9. Describe the key government long- and medium-term development strategies and plans, including strategic priorities, during the CAPE period (for a SAPE, the discussion should be narrowed down to the government strategies and plans in the sector in question).

3. ADB's CPSs and COBPs

10. Describe (i) the strategic priorities of the CPSs to be covered by the CAPE (for a SAPE, the discussion should be narrowed down to the CPS priorities for the sector in question at the end); and (ii) the COBPs' lending and nonlending proportions by sector (or by subsector, if a SAPE) to provide necessary information on ADB's roles and involvements.

11. To support the above discussion on the CPS strategic priorities, prepare an appendix table showing the pillars/priorities/objectives of each of the CPSs covered by the CAPE in the form of bullet points in one column, linked to the strategic priorities of the government medium-term development plans during the corresponding periods in another column (for a SAPE, the CPS priorities for the sector in question should be shown at the end, linking to the government priorities in that sector).

12. To support the discussion on the COBPs' lending and nonlending assistance, prepare appendix tables showing lists and proportions of approved projects/programs, preparatory TA, advisory TA, and regional TA (if any) by sector during the CAPE period (or by subsector, if a SAPE). The table for projects/programs should have columns showing thematic areas; amounts; approval and completion dates; and the ratings given by project/program completion reports (PCRs), PCR validation reports (if they deviate from those of PCRs), and project/program performance evaluation reports (PPERs) (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 also show the ratings given by TA completion reports and TA performance evaluation reports (if any). The proportions of lending and nonlending assistance can also be shown in terms of pie/bar charts.

4. Key Development Partners' Strategies and Programs

13. Describe briefly the roles of other key development partners (DPs) in the country (or in the sector in question, if a SAPE). Note that this section is just to "describe" the roles of key DPs in general to give an overview of coordination with them. It should not go into detail to "assess" the extent of harmonization and partnerships, because such assessment will be carried out later under some of the CAPE evaluation criteria.

14. To support the above discussion, prepare an appendix table showing DPs' coordination matrix by sector (or by subsector, if a SAPE).

5. Key Findings, Lessons, and Recommendations of the Previous CAPE and CPSFR Validation and How These Have Been Addressed in Subsequent CPSs

15. Discuss briefly (i) key findings, lessons, and recommendations from the previous CAPE/SAPE, CPS final review (CPSFR) and its validation, and other relevant existing evaluation studies (if any); and (ii) how these have been incorporated in the design of subsequent CPSs (or subsequent CPSs for the sector in question, if a SAPE).

C. EVALUATION METHODOLOGY (around 2 pages)

1. Evaluation Framework, Approach, and Method

16. Describe briefly the evaluation methodology to be used by the CAPE. The CPSs' strategic priorities and COBPs' project/program/TA interventions, together with their expected performance in relation to some premised assumptions (or causal relationships), form the basis of the **evaluation framework/structure** for the CAPE (see para. 30 in the main text). Within this evaluation framework, an **evaluation approach** should be designed to analyze these causal relationships by answering key evaluation questions—both "standard" and "specific" ones (as suggested in paras. 31–33 in the main text, which can also be applied to a SAPE).

17. Discuss the **evaluation method** to be used by the CAPE. As suggested in paras. 34–40 in the main text (which can also be applied to a SAPE), a triangulation method should be used to draw together quantitative and qualitative data/information from various sources of evidence: (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.

18. To support the above discussion, prepare as an appendix a set of questionnaires for conducting stakeholder perceptions survey during the CAPE scoping mission (see example in Appendix 4). In special cases in which formal field surveys for rigorous impact evaluations (RIE) are to be conducted, the survey questionnaires and methodology should also be provided in an appendix.

2. Key Evaluation Questions to be Addressed

19. Describe key evaluation questions to be addressed by the CAPE—both **standard and specific questions**—as suggested in paras. 31–33 in the main text. Since the former reflect the seven evaluation criteria, they will be more or less the same in all CAPEs (and SAPEs) and will be answered automatically once these criteria are applied to evaluate various performance aspects of ADB assistance. The latter are country-specific binding constraints or challenges or something specific to each CAPE, thus different across CAPEs (or for SAPEs, the latter are sector-specific challenges, thus different across SAPEs).

20. To support the above discussion, prepare an appendix table showing details of these evaluation questions and how they will be addressed.

3. Limitations of Evaluation Methodology

21. Describe the limitations of the evaluation methodology to be used by the CAPE, as suggested in para. 41 in the main text (which can also be applied to SAPEs) (e.g., factors impinging on the accuracy of the performance assessment, the breadth and depth of the evidence upon which the assessment is drawn, and the inability to establish "counterfactuals" and assess "attribution" at the sector/country levels).

4. Evaluation Criteria and Rating System

22. Describe briefly the **six evaluation criteria** to be used by the CAPE, as suggested in paras. 49–63 in the main text, including (i) the five core criteria (**program relevance, efficiency, effectiveness, sustainability, and development impacts**) to assess the performance of assistance programs (e.g., project/program/TA interventions) provided under the CPSs' COBPs for each sector and overall by aggregating all sectors; and (ii) the **strategic positioning** criterion to assess the quality-at-entry of the overall CPSs and their concomitant sector strategies. These six criteria should be included in the CAPE rating system. A CAPE may also apply additional criteria as needed (e.g., ADB and borrower performance), but these are not to be included in the rating system (see paras. 65–68 in the main text). For a SAPE, these six criteria should be applied to each subsector first before aggregating all subsectors to arrive at assessment for the sector as a whole; but if there is no subsector, the SAPE can just focus on the whole sector from the beginning.

23. Describe briefly the **rating system** to be used by the CAPE, as suggested in paras. 72–73 in the main text (which can also be applied to SAPEs). For consistencies with the project/program ratings, the revised CAPE rating system for each sector and overall follows that of PPERs in terms of scoring and scaling. The following weights are applied to the six criteria: strategic positioning 10%, program relevance 10%, efficiency 20%, effectiveness 20%, sustainability 20%, and development impacts 20%, totaling 100%.

D. IMPLEMENTATION ARRANGEMENTS (around 1 page)**1. Work Plan**

24. Indicate the staff composition of the proposed CAPE team (e.g., what SAPEs and SESs will be prepared to feed into the CAPE and who will prepare them, and who will help prepare some sections of the CAPE and which sections).

25. To support the above, prepare an appendix table showing a detailed work plan for each of the team members.

2. Consultant Requirements

26. Indicate the number of international and national consultants required for the proposed CAPE, areas of specialization, and person-months for each of them.

27. To support the above, prepare the following in an appendix: (i) terms of reference for each of the required consultants, and (ii) budget required for each consultant and overall.

3. Proposed Schedule

28. Indicate the time line of each of the CAPE drafts, from approval of this evaluation approach paper up to discussion by the Development Effectiveness Committee.

CAPE PREPARATION PROCEDURES

CAPE Activities	Time Needed
Advance preparation of documents that are needed as inputs into the CAPE (see para. 26 in the main text)	In time to be used as inputs into the CAPE
Preparation of the CAPE approach paper , ^a inclusive of desk studies of relevant documents and consultations with the concerned CPS country team and project officers (who form a major group of CAPE clients), ^b to collect necessary data/information and inform them of the CAPE preparation process (e.g., the CAPE objectives and goal, scope/coverage, evaluation methodology, evaluation issues/questions to be addressed, and reporting and dissemination) in order to make the process accountable/transparent to them as well as to encourage evaluation for learning by involving them in the process to create demand for the forthcoming CAPE findings and lessons, without affecting the independent status of the CAPE ^c	Not more than 1 month
Scoping mission , ^d fielded soon after the approval of the CAPE approach paper, to (i) organize a participatory scoping workshop with all groups of CAPE clients/stakeholders in the DMC (e.g., concerned government agencies, beneficiary groups, other external funding agencies, and civil society inclusive of NGOs) invited to attend in order to inform them of the CAPE preparation process (e.g., the CAPE objectives and goal, scope/coverage, evaluation methodology, evaluation issues/questions to be addressed, and reporting and dissemination) to make the process accountable/transparent to them as well as to encourage evaluation for learning by involving them in the CAPE process from the beginning to create demand for the forthcoming CAPE findings and lessons, without affecting the independent status of the CAPE; and (ii) collect necessary data/information through holding individual consultations/discussions with various groups of CAPE clients/stakeholders and through conducting field visits and client/stakeholder surveys of their perceptions on the performance of ADB assistance, together with formal field surveys if needed	Not more than 1 month
Preparation of the first draft CAPE report , with further desk studies and consultations with concerned ADB staff as needed, and application of the CAPE methodology to digest and analyze the primary and secondary sets of data/information to assess the performance of ADB assistance	About 2–8 months , depending on the complexities of the CPSs, the size of portfolio of ADB assistance, and the proposed CAPE scope
Circulation of the first draft CAPE report for peer review comments (including peer reviewers outside ADB, if any) and waiting for the comments	About 0.5 month (2 weeks)
Revision of the first draft CAPE report	About 0.5 month (2 weeks)
Circulation of the second draft CAPE report for interdepartmental comments and for comments from concerned government agencies (as well as other DPs as needed) and waiting for the comments	About 0.5 month (2 weeks)
Revision of the second draft CAPE report	About 0.5 month (2 weeks)
High-level consultation mission , fielded soon after the revision of the second draft CAPE report, for the third draft, to (i) organize a participatory concluding workshop with all groups of CAPE clients/stakeholders in the DMC in order to inform them of the CAPE findings, lessons,	About 0.25 month (1 week)

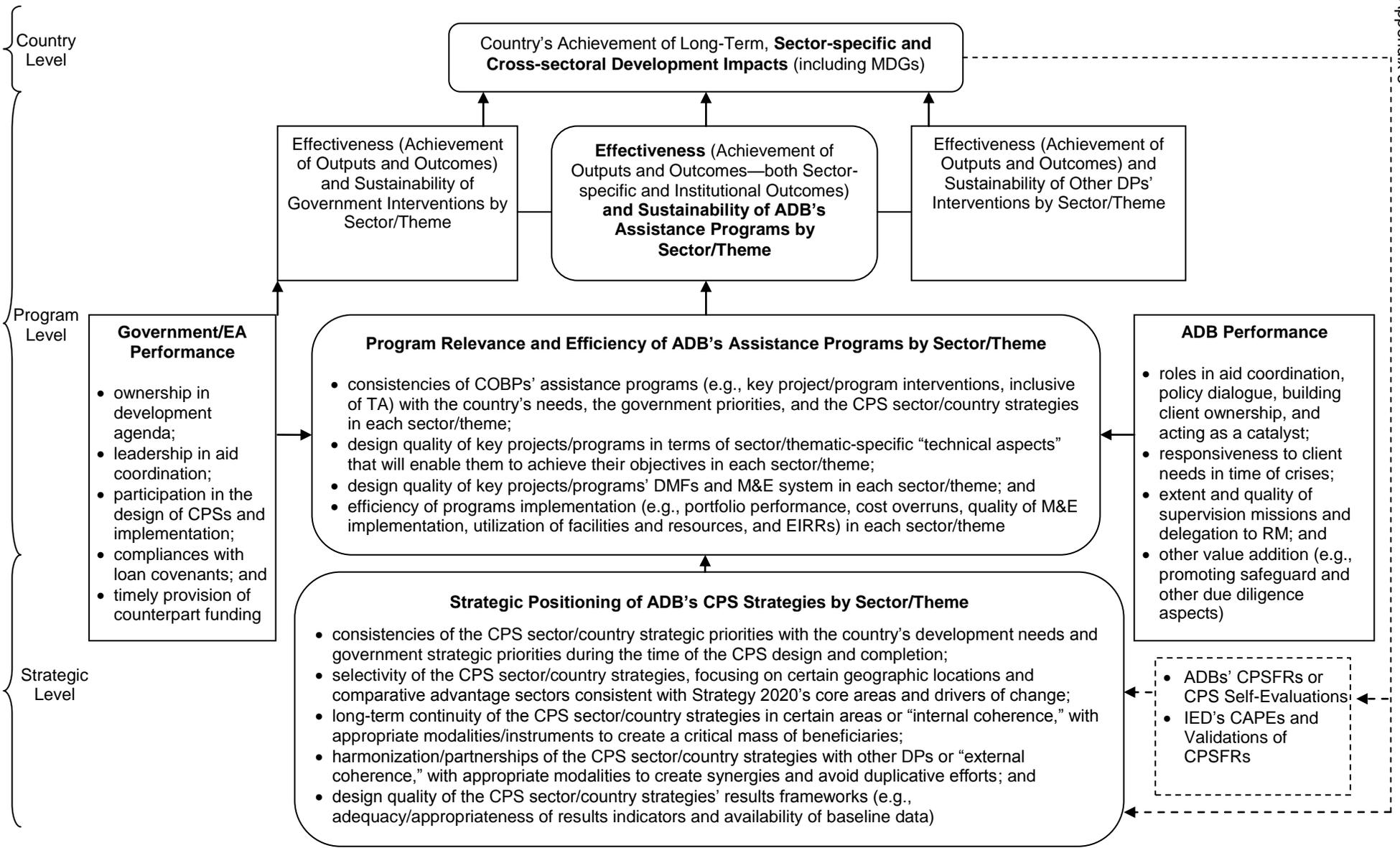
CAPE Activities	Time Needed
and recommendations to make these accountable to them as well as to encourage evaluation for learning by involving them in the CAPE process from the start and sharing knowledge with them on the CAPE findings and lessons at the end; and (ii) hold individual consultations/discussions with high-level policy-makers from concerned government agencies to create early buy-in of the CAPE lessons and recommendations	
Head of Department-level consultation at ADB headquarters and revision of the third draft CAPE report , held soon after the return from the high-level consultation mission, to hold a consultation/discussion with the concerned regional department at the head of department level to create early buy-in of the CAPE lessons and recommendations, after which the third draft CAPE report should be revised to incorporate comments/suggestions from both the high-level consultation mission and the head of department-level consultation at ADB	About 0.25 month (1 week)
Submission of the fourth draft CAPE report to the editor and waiting for the editing	About 0.5 month (2 weeks)
Finalization of the fourth draft CAPE report to incorporate the editing and submission of the CAPE final report to IED Director General for final review and approval	About 0.5 month (2 weeks)
Total CAPE preparation process , starting from the scoping mission up to the approval of the CAPE final report.	About 6–12 months after the approval of the CAPE approach paper

ADB = Asian Development Bank, CAPE = country assistance program evaluation, CPS = country partnership strategy, DMC = developing member country, DP = development partner, IED = Independent Evaluation Department, NGO = nongovernment organization.

- ^a For a complex CAPE, a reconnaissance mission could be fielded (for about 1 week) prior to or during the preparation of the CAPE approach paper to collect necessary data/information for the preparation of the approach paper. The decision to conduct a reconnaissance mission will be made by IED management on a case-to-case basis.
- ^b Consultations with ADB staff of other relevant departments are also encouraged, such as the Regional and Sustainable Development Department for complex thematic and safeguard issues (e.g., governance, gender mainstreaming and gender action plans, the environment including climate change, involuntary resettlement, and indigenous people).
- ^c Some further desk studies and consultations could be conducted if needed after the approval of the CAPE approach paper (prior to fielding the scoping mission).
- ^d Some follow-up missions could be fielded (for about 1 week) some time after the scoping mission in case there are some needs for further data/information. The decision to conduct such follow-up missions will be made by IED management on a case-to-case basis.

DIAGRAM FOR CAPE EVALUATION FRAMEWORK

CAPE EVALUATION FRAMEWORK



ADB = Asian Development Bank, CAPE = country assistance program evaluation, COBP = country operations business plan, CPS = country partnership strategy, CPSFR = CPS final review, DMF = design and monitoring framework, DP = development partner, EA = executing agency, EIRR = economic internal rate of return, IED = Independent Evaluation Department, M&E = monitoring and evaluation, MDG = Millennium Development Goal, RM = resident mission, TA = technical assistance.

QUESTIONNAIRE¹ FOR STAKEHOLDER PERCEPTIONS SURVEY²

Name of organization.....

1. What is your perception about the Asian Development Bank's (ADB) role in providing lending and nonlending assistance/interventions to this country?

1 = as a major aid agency in general
 2 = as a major aid agency in many sectors
 3 = as a major aid agency in a few sectors
 4 = as a minor aid agency

2. Please specify the sectors in which you think ADB has been the lead aid agency.

3. Are there any sectors in which you think ADB should reduce/withdraw assistance? If yes, please specify sector(s) and reason(s).

1 = yes (specify sector[s]).....
 (specify reason[s])—you may tick more than one answer below:

a = ADB does not seem to do well in such sectors
 b = ADB is doing well, but other aid agencies' roles are more prominent
 c = ADB is doing well, but there should be more joint efforts with other aid agencies
 d = others (specify).....

2 = no

4. What is your perception about the level of aid coordination in the country?

1 = highly satisfactory
 2 = generally satisfactory
 3 = needs some improvement
 4 = needs a lot of improvement

5. What level of aid coordination do you think the country needs most?

1 = strategic level (needs more consultations among development partners (DPs) to harmonize country strategies and programs to align more with the government's priority areas/sectors to achieve the Millennium Development Goals in a coherent manner, and to avoid duplicative/piecemeal efforts)
 2 = dialogue level (needs more collective policy dialogue among aid agencies to pursue key policy issues with the government in a coherent manner to increase the government's commitment to the required reforms and to avoid inconsistent/conflicting policies)
 3 = technical working group level (needs more meetings or joint efforts at the technical

¹ The questionnaire was taken from the first Lao CAPE (ADB. 2006. *Lao People's Democratic Republic: Country Assistance Program Evaluation*. Manila).

² All stakeholder groups should be included in the survey: (i) the government/client (both the borrower and line agencies), (ii) beneficiary groups, and (iii) other development partners (e.g., multilateral and bilateral agencies, nongovernment organizations, the private sector, and civil society).

working group level, including preparing a country joint portfolio review)
4 = other levels (specify).....

6. What do you think about ADB's efforts in aid coordination with other DPs (e.g., government agencies, multilateral and bilateral agencies, private sector and civil society groups, and nongovernment organizations)?

- 1 = highly satisfactory
- 2 = generally satisfactory
- 3 = needs some improvements
- 4 = needs a lot of improvements

7. Please suggest way(s) in which ADB should improve aid coordination activities (you may tick more than one answer).

- 1 = having more discussions/consultations with other DPs to increase harmonization of its country partnership strategy with those of other aid agencies and with the government's development priorities/needs
- 2 = having more collective policy dialogue
- 3 = having more joint meetings with other aid agencies to harmonize implementation procedures (including preparing a joint country portfolio review)
- 4 = others (specify).....

8. How do you perceive ADB assistance in terms of relevance to the country's development priorities?

- 1 = highly relevant
- 2 = relevant
- 3 = partly relevant
- 4 = irrelevant

9. How do you perceive ADB assistance in terms of achievement of development outcomes/impacts in the key sectors assisted?

- 1 = highly effective
- 2 = effective
- 3 = partly effective
- 4 = ineffective

10. How do you perceive ADB assistance in terms of sustainability of its projects in the key sectors assisted?

- 1 = highly likely
- 2 = likely
- 3 = less likely
- 4 = unlikely

11. How do you perceive ADB assistance in terms of contributions to strengthening the institutional capacity of government agencies to deliver services more efficiently?

- 1 = highly satisfactory

- 2 = generally satisfactory
- 3 = partly satisfactory
- 4 = unsatisfactory

12. How do you perceive ADB assistance in terms of contributions to improving governance (e.g., improving rules and regulations to increase transparency/ accountability of government agencies and to facilitate private sector development)?

- 1 = highly satisfactory
- 2 = generally satisfactory
- 3 = partly satisfactory
- 4 = unsatisfactory

13. What is your perception about the role of ADB’s resident mission (RM) in helping improve ADB operations in the country?

- 1 = very useful
- 2 = generally useful
- 3 = partly useful
- 4 = not useful

14. Please suggest way(s) to improve RM operations in the future (you may tick more than one answer).

- 1 = RM staff should discuss/consult with concerned DPs more often
- 2 = RM staff should visit project sites more often
- 3 = RM staff should be more client-oriented
- 4 = others (specify).....

15. What do you perceive as the strength(s) of ADB operations (you may tick more than one answer)?

- 1 = responsiveness to the country’s development needs
- 2 = continuity in key sectors
- 3 = fostering beneficiary/country participation and ownership
- 4 = others (specify).....

16. What do you perceive as the weakness(es) of ADB operations (you may tick more than one answer)?

- 1 = lack of a well-integrated, programmatic modality (e.g., a sectorwide approach [SWAp]) to provide systematic and coherent assistance in some sectors
- 2 = overly ambitious and complex project/program design in some sectors
- 3 = lack of synergies between related sectors
- 4 = others (specify).....

17. Please suggest way(s) to improve ADB operations in the future (you may tick more than one answer).

- 1 = focusing on a smaller number of sectors (specify sectors).....

- 2 = delegating more projects to RM to administer
- 3 = adopting the SWAp in some sectors
- 4 = others (specify).....

18. What do you perceive as the main obstacle for adopting the SWAp?

- 1 = different definitions of the SWAp concept among aid agencies
- 2 = insufficient capacity of concerned government agencies to adopt/implement the SWAp
- 3 = insufficient coordination among aid agencies to encourage the government to start adopting/initiating the SWAp
- 4 = others (specify).....

19. To what extent do you think the country's development agenda (e.g., the country's long-term national poverty reduction strategy and current medium-term plan) have been led by the government?

- 1 = fully led by the government
- 2 = generally led by the government
- 3 = generally led by external aid agencies
- 4 = fully led by external aid agencies

20. What do you think is the most important way to improve the government's leadership and ownership in the country's development agenda?

- 1 = improving overall aid coordination among DPs
- 2 = improving the coordination system among government agencies responsible for planning, aid mobilization, and poverty monitoring (e.g., monitoring and evaluation system)
- 3 = increasing government participation in the design of aid agencies' projects and country strategies and programs
- 4 = others (specify).....

21. To achieve sustainable poverty reduction, what do you think should be the country's development priorities in the next 5 years?

.....
.....

22. Do you think the country will have sufficient budget to achieve long-term development objectives identified in the country?

- 1 = yes
- 2 = no

23. What do you perceive as the major development constraints/challenges of the country?

.....
.....

RIGOROUS IMPACT EVALUATION

1. **Rigorous Impact Evaluation (RIE).** An RIE can be conducted for a project to assess “attribution” (defined here as the extent of results achievement due solely to a particular project provided by a particular aid agency, which is the Asian Development Bank [ADB] in this case) by applying a rigorous estimation technique to the data on results-related indicators collected from a “treatment/project group” with ADB assistance compared with a “control/comparison group” without assistance by ADB and other development partners (DPs). Since it is too time- and budget-consuming, RIEs should be undertaken only for selected projects of special interest (e.g., projects with some piloting or innovative characteristics). A sector assistance program evaluation (SAPE) and/or a country assistance program evaluation (CAPE) is not required to undertake an RIE of any project, but required to include RIEs which are already available. If RIEs are planned to be undertaken for any projects in the country that a SAPE/CAPE will be prepared, they should be scheduled to be completed in time for use by the SAPE/CAPE. To undertake an RIE of any project, the following steps should be carried out:

- (i) conducting formal field surveys during the project design phase to collect baseline data on selected results indicators occurring at the community/household/individual levels¹ (e.g., outcome indicators as usually defined in ADB’s project design and monitoring frameworks [DMFs]) “before” the start of the project from two types of samples—“treatment” areas and “control areas” as “counterfactuals” uninfluenced by DPs’ assistance—to represent “with” and “without” project cases, respectively;
- (ii) conducting the same kind of surveys of the same communities/households/individuals from the two types of samples of “with” and “without” project during the mid- and end-project periods to establish panel data² of “during” and “after” project; and
- (iii) using either an experimental (randomized control trials) or quasi-experimental (e.g., regression analysis and propensity score matching) techniques to deal with selection/estimation biases in quantifying “attribution.” The former technique is more suitable for samples with generally homogenous characteristics (e.g., in medical trials and agricultural research), whereas the latter technique is more suitable for samples characterized by heterogeneities, as in ADB-assisted projects. Although an RIE can be undertaken using only data after project completion (*ex post*) from the samples of “with” and “without” project cases, it is advisable to start from the beginning of the project by collecting and using baseline and mid-project data (*ex ante*) as well.

2. **RIE versus Evaluation of Impacts.** “RIE” differs from “evaluation of impacts” in that **the former (RIE or impact evaluation)** uses a rigorous method to deal with selection/estimation biases in quantifying “attribution” or the extent of results achievement (in terms of **outcome**

¹ This means that for an RIE a project, communities/households/individuals would be the “unit of analysis” at which the effects of the project on selected outcome indicators as defined in the project DMF could be disaggregated to assess “attribution” of the project (e.g., increased average household income, labor force participation of household members, and various aspects of sanitation and health status of household members). While these are quantitative data, some qualitative/anthropological data, especially at the village/community level, should also be collected, since they tend to affect households’ group formation behavior, which could determine project sustainability (e.g., household decision making to contribute in cash/kind to community-based organizations for the operation and maintenance of project facilities). While **quantitative data** are used to quantify the extent of outcomes achievement, **qualitative data** can be used to explain why the expected outcomes have (not) been achieved.

² Panel data based on the same communities/households/individuals should also be collected a few years after project completion (when the project has been in its operational phase) to find out about actual project sustainability.

indicators as usually defined in project DMFs)³ due solely to a particular project assisted by a single DP or a group of DPs (see para. 1 above); whereas **the latter (evaluation of impacts)** simply assesses "contributions" of a particular project assisted by a DP or a group of DPs to the country's achievement of development results (in terms of **impact indicators** as usually defined in project DMFs and in country partnership strategy's results framework) (see paras. 61–63 in the main text). **An RIE of a project normally uses "outcome indicators" (rather than "impact indicators") as defined in project DMFs to assess attribution** because of the following reasons:⁴

- (i) Project "outcomes" in any sectors usually occur at the community/household/individual levels in project areas (e.g., increased various aspects of sanitation and health status of household members, labor force participation of household members, school attendance of household children, and average household income) as direct results of project outputs (e.g., provisions of new/upgraded water supply and sanitation, healthcare, and school facilities).
- (ii) Such community/household/individual levels at which the project outcomes occur are small enough to be used as the "unit of analysis" by an RIE to establish pure "counterfactuals" or "control/comparison groups" unaffected by other projects or by assistance of other DPs, and to quantify "attribution" of the project.
- (iii) On the contrary, since project "impacts" in any sectors (including sector-specific Millennium Development Goals [MDGs]: increased proportions of population with access to clean water supply and sanitation, adult literacy rate, net enrollment rate [NER], and gender balance in NER; as well as reduced maternal/child/infant mortality rates), together with cross-sectoral impacts (e.g., increased national income, employment rate, environmentally sustainable economic growth rate, and poverty reduction), usually occur at higher levels, such as at the country/provincial/state levels), these levels are too broad to be used as the "unit of analysis" by an RIE to establish pure "counterfactuals" or "control/comparison groups" uncontaminated by assistance of other DPs.
- (iv) Given such broad levels of these impact indicators, assessment of any achievement of these impacts can only be in terms of project's or DP's "contributions" (rather than "attribution"), by comparing the data on such impact indicators between "before" and "after" the project.
- (v) However, since different DPs use different definitions in their project DMFs (e.g., increased average household income might be classified as an impact indicator instead of an outcome indicator by certain DPs), it might be argued that impact indicators (rather than outcome indicators) should be used in RIEs. The answer to this argument is that so long as the results indicators occur at the community/household/individual levels (rather than at such higher levels as the country/provincial/state levels), then they can be used in RIEs, regardless of whether they are called "impact indicators" or "outcome indicators." In the case of ADB's DMFs, impact indicators generally refer to country-level results indicators (e.g., MDGs, together with other socioeconomic and environmental indicators), whereas outcome indicators generally refer to community/household/individual-level results indicators which are more directly related to output indicators and are likely to be achieved before the achievement of impacts.

³ Confusions arise as to why the results indicators used in an RIE should be "outcome indicators" (rather than "impact indicators") as normally defined in project DMFs. The answer is that the word "impact" used in the "RIE" terminology of a project does not necessarily refer to "impact indicators." Rather, it refers to the **differences** in the values of results indicators achieved "with the project" compared to "without the project." In other words, the word "impact" in the RIE terminology refers to the **effects** of the project, rather than to the impact indicators per se.

⁴ See also Howard White. International Initiative for Impact Evaluation. 2010. *An Introduction to Use of Randomized Control Trials to Evaluate Development Interventions*. New Delhi.

3. **Taking RIEs Further from the Project Level to the Sector/Country Levels.** As per para. 40 in the main text, unlike the project level, “pure” counterfactuals or control areas (uncontaminated by other projects or by assistance of other DPs) at the sector/country levels can hardly be found. Since it is meaningless to try to identify “artificial” counterfactuals to do RIEs at the sector/country levels, a SAPE/CAPE is not required to do any RIEs at the sector/country levels, but required to include the findings of projects’ RIEs in case they are available. However, arguments have been raised about the usefulness of RIEs at the project level. That is, although they provide estimates of the extent to which the outcomes achievement are attributed to particular projects of a single DP, such achievement would be too small for the DP to claim attribution at the sector/country levels. Thus, the ***Revised CAPE Guidelines propose a method to deal with the attribution issue at these higher levels***, which could be tried (but not required) in some SAPEs/CAPEs on a pilot basis where time and financial resources permit, by performing a “case study” of an RIE of a selected major policy reform from policy/program-based loan(s) in a particular sector that is expected to have far-reaching effects on a large number of households in the CAPE country. For example, if a major policy reform of ADB program loan(s) in the agriculture sector in the CAPE country is land reform, for which ADB has been a major DP, then the SAPE/CAPE for this country may do the following:

- (i) select ADB’s land reform policy as a “case study” for doing an RIE at the sector/country levels;
- (ii) assess the land reform policy itself on various aspects—not only technical, but also political—in order to identify its drivers of change first;
- (iii) carry out stakeholder mapping analysis to identify key DPs playing major roles in the land reform;
- (iv) undertake a micro-level case study of this macro policy by conducting field surveys to collect relevant household-level outcome data related to the land reform program (e.g., amount of farmland owned, average hours per week of household members working on family farm, values of crop production and sales, yields, and household income) from sampled households in the samples of “treatment areas” benefiting from ADB’s land reform program and “nontreatment/ comparison areas” selected as “counterfactuals” not benefiting from this or other DPs’ related assistance;
- (v) apply the project-level RIE method to estimate “attribution” or “the extent to which the outcomes achievement of this case study are attributed to ADB’s land reform program;” and
- (vi) interpret the findings that, although the project-level RIE method is used, the outcomes achieved are far beyond the project level, reaching the sector/country levels, since these are the outcomes resulting from a sector policy adopted nationwide (at the country level), rather than from just small investments in particular projects. This method can roughly be considered as an “attribution analysis of RIE at the macro level” since it applies a “micro-level RIE method” to a “case study of a macro-level policy program.”

4. In addition, if more resources (time, budget, and staff expertise) permit, a higher level “computable general equilibrium” (CGE) simulation model could be used to assess economy-wide, macroeconomic impacts/effects” at the sector/country levels (e.g., increased agricultural production, rural income, and poverty reduction) of certain macro policy reforms under ADB’s program loans. However, this is just a conceptualization of possible links between impact evaluations at the project/micro level and at the country/macro level, which is not practical to do in a SAPE/CAPE.

SUBCRITERIA FOR THE SIX CRITERIA IN EXCEL RATING TEMPLATE WITH HYPOTHETICAL RATINGS^a

Evaluation Criteria and Subcriteria	Criteria Weights	Sector/Thematic Percentage Shares ^b														All Sectors Combined 100%	
		Energy 22%		Transport 22%		Finance 11%		Education 11%		WSS 11%		Health 11%		ANR 11%		Rating ^c	WAS
		Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS		
1. Strategic Positioning																	
1.1 Consistencies of the CPS sector/country strategic priorities with the country's development needs/issues during CPS design and completion		3		3		2		3		1		2		1		3	
1.2 Consistencies of the CPS sector/country strategic priorities with the government priorities (including government absorptive capacity) during CPS design and completion		3		3		2		3		1		2		1		3	
1.3 Selectivity of the CPS sector/country strategies, focusing on certain geographical locations and comparative advantage sectors/subsectors consistent with Strategy 2020's core areas and drivers of change, with appropriate modalities		3		3		2		3		1		2		1		2	
1.4 Long-term continuity of the CPS sector/country strategies in certain areas or "internal coherence," with appropriate modalities, to create a critical mass of beneficiaries		3		3		2		3		1		3		1		2	
1.5 Harmonization/partnership of the CPS sector/country strategies with other DPs' or "external coherence," with appropriate modalities, to create synergies and avoid duplications		3		3		3		3		1		1		1		2	
1.6 Design quality of the CPS sector/country strategies' results frameworks in relation to the CPS' resource allocation by sector (e.g., availability of baseline data and adequacy of results indicators to match the resources allocated)		3		3		1		3		1		2		1		2	
1. Strategic Positioning	0.10	3.0	0.30	3.0	0.30	2.0	0.20	3.0	0.30	1.0	0.10	2.0	0.20	1.0	0.10	2.3	0.23

Evaluation Criteria and Subcriteria	Criteria Weights	Sector/Thematic Percentage Shares ^b														All Sectors Combined 100%	
		Energy 22%		Transport 22%		Finance 11%		Education 11%		WSS 11%		Health 11%		ANR 11%		Rating ^c	WAS
		Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS		
2. Program Relevance																	
2.1 relevance of key projects/programs' objectives to the country's development needs and government priorities in each sector during design and completion		3		3		3		3		1		3		1			
2.2 relevance of key projects/programs to the CPS sector/country strategies (e.g., the extent to which actual assistance program in each sector reflected what was specified in the CPS, or to which actual assistance program's amounts by sector reflected the CPS sector strategic priorities)		3		3		2		3		2		2		2			
2.3 design quality of key projects/programs in terms of sector-specific "technical aspects" that will enable them to achieve their objectives in each sector		3		3		2		3		2		2		2			
2.4 design quality or "evaluability" of key projects/programs' DMFs in each sector (e.g., availability of baseline data and adequacy/appropriateness of results indicators, including risk to sustainability indicators and mitigation mechanisms); and design quality of M&E systems and of PIUs/PMUs of key projects/programs in each sector (e.g., whether they were designed to have adequate number and quality of personnel, and to integrate into the country's normal operations system)		3		3		2		3		2		2		3			
2. Program Relevance	0.10	3.0	0.30	3.0	0.30	2.3	0.23	3.0	0.30	1.8	0.18	2.3	0.23	2.0	0.20	2.6	0.26

Evaluation Criteria and Subcriteria	Criteria Weights	Sector/Thematic Percentage Shares ^b														All Sectors Combined 100%	
		Energy 22%		Transport 22%		Finance 11%		Education 11%		WSS 11%		Health 11%		ANR 11%		Rating ^c	WAS
		Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS		
3. Efficiency																	
3.1 EIRR/least cost estimates of key projects (including the extent of utilization of project facilities) and approximate economic benefits in relation to costs of policy reforms of key program loans in each sector		3		3		2		2		2		2		1			
3.2 portfolio performance of cumulative projects/programs in each sector (e.g., PPRs, contract awards, actual versus projected disbursements or resource utilization); and the extent of delayed implementation and cost overruns of key projects/programs in each sector (e.g., if key projects/programs were delayed by more than 1 year, this subcriterion could be considered "less efficient;" or "inefficient" if delayed by more than 2 years)		3		3		2		2		2		2		1			
3.3 the quality of implementation of the CPS results framework in each sector (e.g., whether there are any major changes); and the quality of M&E implementation of key projects/programs' DMFs in each sector (e.g., timely data collection, and availability of data on the DMFs' performance indicators for use at mid-term reviews and after project/program completion)		3		3		2		2		2		2		1			
3. Efficiency	0.20	3.0	0.60	3.0	0.60	2.0	0.40	2.0	0.40	2.0	0.40	2.0	0.40	1.0	0.20	2.3	0.47

Evaluation Criteria and Subcriteria	Criteria Weights	Sector/Thematic Percentage Shares ^b														All Sectors Combined 100%	
		Energy 22%		Transport 22%		Finance 11%		Education 11%		WSS 11%		Health 11%		ANR 11%		Rating ^c	WAS
		Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS		
4. Effectiveness																	
4.1 the extent of "progress" made by cumulative ongoing and completed projects/programs in delivering outputs in each sector, including both physical outputs and institutional outputs or policy reforms (see examples of "sector outputs" in Appendix 7, Tables A7.1–A7.7, column 3)		3		3		1		2		2		2		1			
4.2 the extent of "progress" made by cumulative ongoing and completed projects/programs toward achieving intermediate institutional outcomes in each sector, reflecting improved sector institutional and management capacity, thus helping achieve sector-specific outcomes (see examples of "institutional outcomes" by sector in Appendix 7, Tables A7.1–A7.7, column 2)		3		3		1		2		2		2		1			
4.3 the extent of "progress" made by cumulative ongoing and completed projects/programs toward achieving sector-specific outcomes accruing to beneficiaries in project areas in each sector (see examples of "sector-specific outcomes" in Appendix 7, Tables A7.1–A7.7, column 2)		3		3		1		2		2		2		1			
4. Effectiveness	0.20	3.0	0.60	3.0	0.60	1.0	0.20	2.0	0.40	2.0	0.40	2.0	0.40	1.0	0.20	2.2	0.44

Evaluation Criteria and Subcriteria	Criteria Weights	Sector/Thematic Percentage Shares ^b														All Sectors Combined 100%	
		Energy 22%		Transport 22%		Finance 11%		Education 11%		WSS 11%		Health 11%		ANR 11%		Rating ^c	WAS
		Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS		
5. Sustainability																	
5.1 for key projects in public good sectors: the extent to which government financial commitment/capacity was ensured to finance recurrent costs of sector outputs/outcomes after completion; for key projects in nonpublic good sectors: the extent to which cost recovery or income generation schemes (with appropriate pricing and O&M) were created to sustain sector outputs/outcomes; and for key program loans: the extent to which government financial capacity was ensured to continue the reforms (or not reverse the reforms) to maintain sector outcomes of the reforms		3		3		2		2		1		2		1			
5.2 the extent to which appropriate institutional and human resource arrangements were in place to reinforce the financial capacity in 5.1 above, and to mitigate risks to sustainability of the results of key projects/programs in each sector and overall		3		3		2		2		1		2		1			
5.3 the extent to which appropriate legal/policy arrangements (political commitments) were in place to reinforce the financial capacity in 5.1 above, and to mitigate risks to sustainability of the results of key projects/programs in each sector and overall; and evidence of past sustainability efforts		3		3		2		2		1		2		1			
5. Sustainability	0.20	3.0	0.60	3.0	0.60	2.0	0.40	2.0	0.40	1.0	0.20	2.0	0.40	1.0	0.20	2.2	0.44

Evaluation Criteria and Subcriteria	Criteria Weights	Sector/Thematic Percentage Shares ^b														All Sectors Combined 100%		
		Energy 22%		Transport 22%		Finance 11%		Education 11%		WSS 11%		Health 11%		ANR 11%		Rating ^c	WAS	
		Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS			
6. Development Impacts																		
6.1 the extent to which the country has made "progress" toward achieving "sector-specific impacts" and "cross-sectoral impacts" or overall development goals (see examples in Appendix 7, Tables A7.1–A7.7, column 1)		2		2		2		2		1		2		1				
6.2 the extent of "plausible links" or "likely contributions" of "sector-specific outcomes," resulting from ADB's cumulative projects/programs, to the country's progress toward achieving "sector-specific impacts" and "cross-sectoral impacts." Since the country's cross-sectoral impacts should reflect the CPS priorities, the CAPE should also identify which of the CPS priorities were not achieved or had no plausible links with the CPS' sector outcomes (see example in Appendix 8)		2		2		2		2		1		2		1				
6. Development Impacts	0.20	2.0	0.40	2.0	0.40	2.0	0.40	2.0	0.40	1.0	0.20	2.0	0.40	1.0	0.20	1.8	0.36	
All Criteria Combined	1.00		2.80		2.80		1.83		2.20		1.48		2.03		1.10		2.20	

ANR = agriculture and natural resources, CAPE = country assistance program evaluation, CPS = country partnership strategy, DMF = design and monitoring framework, DP = development partner, EIRR = economic internal rate of return, M&E = monitoring and evaluation, O&M = operation and maintenance, PIU = project/program implementation unit, PMU = project/program management unit, PPR = project/program performance report, WAS = weighted average score, WSS = water supply and sanitation.

^a This is a detailed rating template using Excel formula, showing hypothetical ratings for all subcriteria under each of the six criteria by sector. Additional subcriteria can be added as appropriate, but their weights should be adjusted to be equal under each criterion. Once their hypothetical ratings (3, 2, 1, or 0, equivalent to highly successful, successful, partly successful, and unsuccessful, respectively) are plugged in, the Excel formula set in there will automatically calculate the following: **(i)** the resulting rating for each of the six criteria in each sector (the last row of each criterion), by averaging all of its subcriteria ratings with an equal weight; **(ii)** the WAS for each criterion in each sector (the last row of each criterion), by multiplying its sector rating with the corresponding criteria weight; **(iii)** the rating for each criterion for all sectors combined (the cell in the second to the last column on the last row of each criterion), by averaging all of its sector ratings weighted by the corresponding sector shares; **(iv)** the WAS for each criterion for all sectors combined (the cell in the last column and last row of each criterion), by multiplying its rating for all sectors combined with the corresponding criteria weight; and **(v)** the overall WAS or overall rating (the last cell in the last column on the last page of this table), by summing up the WASs for the six criteria (see summary rating table in Appendix 9, Table A9.2).

^b The sector/thematic percentage shares can be calculated based either on **(i)** the actual values of loans and grants combined allocated to each sector during the CAPE period; or **(ii)** the relative importance of each sector as per the CPS, with a double weight of 2 given to more important sectors and subsequent conversion into percentage terms.

^c The rating for each subcriterion under the second to sixth criteria for all sectors combined (the second column from the last) is the average of the subcriteria ratings for all sectors weighted by the corresponding sector shares because it reflects an average performance of cumulative assistance programs in all sectors combined. As such, this rating does not have to be plugged in since the Excel formula will automatically calculate it. By contrast, since the rating for each subcriterion under the first criterion (strategic positioning) for the whole country strategy (the second column from the last) is not likely to reflect an average performance of all sector strategies combined, this rating should be plugged in separately.

EXAMPLES OF CAPE RESULTS FRAMEWORKS BY SECTOR

Table A7.1: Example of CAPE Results Framework for the Energy Sector^a

Contributions to Country's Development Impacts in the Sector and Overall (to be Assessed under the Development Impacts Criterion) (Column 1)	Sector Outcomes of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 2)	Sector Outputs of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 3)	Sector Inputs of ADB's Cumulative Interventions in the Sector (Column 4)	Major DPs in the Sector (Column 5)
<p>Sector-specific Impacts</p> <ul style="list-style-type: none"> • increased rural electrification rate (%) • increased foreign exchange earnings through electricity export (\$) (in case some electricity from the hydropower plants of ADB projects was exported) • increased export growth (%) (in case some electricity from the hydropower plants of ADB projects was exported) • reduced annual greenhouse gas emissions (tons of carbon dioxide equivalent) (in case ADB had renewable energy projects in the sector) <p>Cross-sectoral Impacts or CPS Priorities/Objectives</p> <ul style="list-style-type: none"> • increased national income (currency) • increased economic growth rate (%) • reduced poverty incidence (%) 	<p>Sector-specific Outcomes</p> <ul style="list-style-type: none"> • new rural households in project areas/communities connected to hydropower electricity (number) • increased per capita energy consumed in project areas (GWh) • increased average household income in project areas (currency) • biogas produced per year for rural energy use in project areas (million cubic meters) • new rural households in project areas with access to clean energy, such as use of organic fertilizers (number) • per capita renewable energy consumed in project areas (GWh) • wastes of subproject farms collected and treated via the project biogas plants (%) • new rural households in project areas with increased income through expanded contract farming and sales of organic products (number) <p>Institutional Outcomes</p> <ul style="list-style-type: none"> • increased private power providers 	<p>Physical Outputs (Mainly from Investment Projects)</p> <ul style="list-style-type: none"> • hydropower generation capacity installed/upgraded (MW) • power transmission lines installed/upgraded (km) • medium- and large-scale biogas plants constructed on livestock farms (number) • centralized biogas plants operated efficiently and fully monitored (number) <p>Institutional Outputs and Policy Reforms (Mainly from TA and Program Loans)</p> <ul style="list-style-type: none"> • various kinds of training provided (person-days) to increase technical and project-related capacity of individual staff of the EAs and related agencies involved in project/program implementation • policy reforms adopted to strengthen institutional capacity of ministry of energy and related agencies in managing the sector (e.g., preparation of sector master plan; strengthening of RCI; privatization/unbundling of the 	<p>country's total cumulative disbursements of foreign aid in the energy sector accounted for by cumulative disbursements of ADB assistance during the CAPE period (%) (see para. 37 in the main text)</p>	<p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>

Contributions to Country's Development Impacts in the Sector and Overall (to be Assessed under the Development Impacts Criterion) (Column 1)	Sector Outcomes of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 2)	Sector Outputs of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 3)	Sector Inputs of ADB's Cumulative Interventions in the Sector (Column 4)	Major DPs in the Sector (Column 5)
	(number or %), due to privatization policy adopted in the sector <ul style="list-style-type: none"> • business models for centralized biogas plants established (number) 	sector; and expansion of alternative renewable energy, including preparation of guidelines on the establishment of business models for centralized biogas plants)		

ADB = Asian Development Bank, CAPE = country assistance program evaluation, CPS = country partnership strategy, DMF = design and monitoring framework, DP = development partner, EA = executing agency, GWh = gigawatt hour, km = kilometer, MW = megawatt, RCI = regional cooperation and integration, TA = technical assistance.

^a The following explanations apply to Tables A7.1–A7.7: **(i)** a CAPE should prepare CAPE's sector results frameworks for all sectors that are to be assessed in order to trace a results chain of ADB's cumulative inputs, outputs, outcomes in each sector, linked to contributions to sector-specific impacts and cross-sectoral impacts; **(ii)** in case any themes (e.g., governance or public sector management, gender, and RCI) are treated as separate sectors in their own rights, the CAPE should prepare sector results frameworks for them as well (see paras. 20–23 in the main text); **(iii)** since the performance indicators shown here are just examples, not all of them need to be used; **(iv)** while the CAPE's sector results frameworks should use the same performance indicators as those of the CPS', a few more indicators (but not too many) can be added as appropriate in case the required data are not available for certain indicators identified in the CPS' sector results frameworks, or in case the CAPE evaluator thinks that additional indicators would be useful in helping explain the results chain; **(v)** unlike the CPS' sector results frameworks, which show both performance statements and performance indicators, the CAPE's sector results frameworks should be streamlined by showing only performance indicators since it is indicators (rather than statements) that have to be assessed against their targets; **(vi)** unlike the CPS' sector results frameworks, which combine the indicators on sector outcomes and sector impacts into one column called "sector outcomes," the CAPE's sector results frameworks should distinguish between **sector outcomes** in column 2 (which usually occur at the household/community levels in the areas assisted by cumulative projects/programs, as direct results of the outputs of such projects/programs and as normally specified in their DMFs) and **sector impacts** in column 1 (which usually occur at the country/provincial/state levels, as "contributions" by the sector outcomes) in order to avoid any missing links in the results chain; **(vii)** the distinction between **institutional outcomes** and **sector-specific outcomes** in column 2 will also help avoid any missing links when tracing the results chain, in which the former are not final outcomes or end results, but a means facilitating the achievement of the latter (see footnote 22 in the main text); **(viii)** sector impacts can be negative (e.g., negative environmental and social impacts in various forms caused by large hydropower projects); **(ix)** changes in the value of these performance indicators (in terms of number, currency, or %) are comparisons between their current values and corresponding baseline values (i.e., between "after" and "before" ADB's cumulative project/program interventions—see para. 40 in the main text), which should be numerically/quantitatively specified in the CAPE's sector results frameworks, together with the baseline year and current year; **(x)** since the figure in column 4 is cumulative disbursements of ADB interventions in each sector as a percentage share of those of all DPs combined in the same sector during the CAPE period, it reflects ADB's cumulative role/inputs in the sector, which can be used as an additional efficiency indicator or additional information linking ADB's resource use to results achievement (i.e., if this figure is very low, it means that ADB's cumulative role in this sector was relatively minor, thus large sector outcomes/impacts should not be expected); and **(xi)** while it might not be straightforward to obtain the data for calculating this figure, the CAPE should try to do so (see para. 37 in the main text).

Table A7.2: Example of CAPE Results Framework for the Transport Sector^a

Contributions to Country's Development Impacts in the Sector and Overall (to be Assessed under the Development Impacts Criterion) (Column 1)	Sector Outcomes of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 2)	Sector Outputs of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 3)	Sector Inputs of ADB's Cumulative Interventions in the Sector (Column 4)	Major DPs in the Sector (Column 5)
Sector-specific Impacts <ul style="list-style-type: none"> increased SMEs (number), due to improved roads access increased national traffics across transport corridors (%), due to improved RCI's road networks transport corridors transformed into economic corridors (measured by increased economic activities [e.g., tourism-related income and industry production] in the areas benefiting from the transport corridors) Cross-sectoral Impacts or CPS Priorities/Objectives <ul style="list-style-type: none"> increased employment rate (%) increased national income (currency) increased economic growth rate (%) reduced poverty incidence (%) 	Sector-specific Outcomes <ul style="list-style-type: none"> new households/population in project areas/communities with access to various kinds of project roads (number) reduced average travel cost (currency per trip), due to project roads reduced average travel time (hours per trip), due to project roads increased traffic counts (number), due to project roads increased average household income in the areas with access to project roads (currency) Institutional Outcomes <ul style="list-style-type: none"> increased government capacity to finance road maintenance (measured by reduced government's deferred maintenance as % of total road length) increased private BOT contractors (number or %), due to privatization policy adopted in the sector cross-border transport agreements implemented to facilitate movements of vehicles and goods, due to cross-border policy adopted for RCI 	Physical Outputs (Mainly from Investment Projects) <ul style="list-style-type: none"> various kinds of roads (regional, national, provincial, district, rural, and feeder roads) constructed/upgraded (km) Institutional Outputs and Policy Reforms (Mainly from TA and Program Loans) <ul style="list-style-type: none"> various kinds of training provided (person-days) to increase technical and project-related capacity of individual staff of the EAs and related agencies involved in project/program implementation policy reforms adopted to strengthen institutional capacity of ministry of transport and related agencies in managing the sector (e.g., preparations of sector master plan and RCI's cross-border transport agreements, establishment of road maintenance fund, and development of public-private partnerships in road construction and operation) 	country's total cumulative disbursements of foreign aid in the transport sector accounted for by cumulative disbursements of ADB assistance during the CAPE period (%) (see para. 37 in the main text)

ADB = Asian Development Bank, BOT = build-operate-transfer, CAPE = country assistance program evaluation, CPS = country partnership strategy, DP = development partner, EA = executing agency, km = kilometer, RCI = regional cooperation and integration, SME = small- and medium-sized enterprise, TA = technical assistance.

^a Same explanations as footnote a in Table A7.1.

Table A7.3: Example of CAPE Results Framework for the Financial Sector^a

Contributions to Country's Development Impacts in the Sector and Overall (to be Assessed under the Development Impacts Criterion) (Column 1)	Sector Outcomes of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 2)	Sector Outputs of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 3)	Sector Inputs of ADB's Cumulative Interventions in the Sector (Column 4)	Major DPs in the Sector (Column 5)
Sector-specific Impacts <ul style="list-style-type: none"> increased ratio of bank deposits to GDP increased ratio of bank loans to GDP increased ratio of private sector credit to GDP increased M2 as share of GDP (%) increased domestic savings as share of GDP (%) increased equity market as share of GDP (%) Cross-sectoral Impacts or CPS Priorities/Objectives <ul style="list-style-type: none"> increased national income (currency) increased economic growth rate (%) 	Sector-specific Outcomes <ul style="list-style-type: none"> new microfinance loan accounts opened (number) decreased average NPLs of domestic financial institutions (% of outstanding credit) increased average ROA of domestic financial institutions (%) Institutional Outcomes <ul style="list-style-type: none"> increased financing capacity of domestic financial institutions (measured by increased private sector investments financed by these institutions [currency]), due to banking reforms adopted in the sector 	Physical Outputs (Mainly from Investment Projects) <ul style="list-style-type: none"> financial institutions providing microfinance loans (number) Institutional Outputs and Policy Reforms (Mainly from TA and Program Loans) <ul style="list-style-type: none"> various kinds of training provided (person-days) to increase technical and project-related capacity of individual staff of the EAs and related agencies involved in project/program implementation policy reforms adopted to strengthen institutional capacity of ministry of finance, central bank, and financial institutions in managing the sector (e.g., preparation of sector master plan; adoptions of interbank market regulations, banking law, and anti-money laundering legislation; and establishments of deposit protection scheme, credit information bureau, legal basis for nonbank instruments, social security fund, and pension scheme) 	country's total cumulative disbursements of foreign aid in the financial sector accounted for by cumulative disbursements of ADB assistance during the CAPE period (%) (see para. 37 in the main text)

ADB = Asian Development Bank, CAPE = country assistance program evaluation, CPS = country partnership strategy, DP = development partner, EA = executing agency, GDP = gross domestic product, M2 = broad money supply, NPL = nonperforming loan, ROA = return on asset, TA = technical assistance.

^a Same explanations as footnote a in Table A7.1.

Table A7.4: Example of CAPE Results Framework for the Education Sector^a

Contributions to Country's Development Impacts in the Sector and Overall (to be Assessed under the Development Impacts Criterion) (Column 1)	Sector Outcomes of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 2)	Sector Outputs of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 3)	Sector Inputs of ADB's Cumulative Interventions in the Sector (Column 4)	Major DPs in the Sector (Column 5)
Sector-specific Impacts <ul style="list-style-type: none"> increased adult literacy rate (%) increased primary NER (%) increased cohort survival rate from grade 1 to grade 6 (%) increased transition rate to secondary education (%) Cross-sectoral Impacts or CPS Priorities/Objectives <ul style="list-style-type: none"> increased gender equity (measured by increased ratio of girls to boys in primary net enrollment, and increased ratio of females to males in adult literacy) reduced poverty incidence (%) 	Sector-specific Outcomes <ul style="list-style-type: none"> increased primary schools operating with single shift in project areas/communities (number) increased school enrollment in project areas (%) increased female school enrollment in project areas (%) increased cycle pass rate in project areas (%) reduced cycle dropout rate in project areas (%) reduced cycle repetition rate in project areas (%) Institutional Outcomes <ul style="list-style-type: none"> increased schools practicing decentralized school-based management (number or %) increased basic education teachers with teaching certificates (number or %) increased female teachers recruited for basic education (number or %) 	Physical Outputs (Mainly from Investment Projects) <ul style="list-style-type: none"> schools built/upgraded (number) classrooms built/upgraded (capacity) dormitories built/upgraded (capacity) curricula and textbooks revised (number) textbooks distributed (number) scholarships provided to female and other disadvantaged students (number) teachers trained on the revised curricula (number) Institutional Outputs and Policy Reforms (Mainly from TA and Program Loans) <ul style="list-style-type: none"> various kinds of training provided (person-days) to increase technical and project-related capacity of individual staff of the EAs and related agencies involved in project/program implementation policy reforms adopted to strengthen institutional capacity of ministry of education and related agencies in managing the sector (e.g., preparation of sector master plan, schools management decentralization, privatization of textbooks publishing, and institutionalization of gender equity and teaching certificate requirement on teachers recruitment) 	country's total cumulative disbursements of foreign aid in the education sector accounted for by cumulative disbursements of ADB assistance during the CAPE period (%) (see para. 37 in the main text)

ADB = Asian Development Bank, CAPE = country assistance program evaluation, CPS = country partnership strategy, DP = development partner, EA = executing agency, NER = net enrollment rate, TA = technical assistance.

^a Same explanations as footnote a in Table A7.1.

Table A7.5: Example of CAPE Results Framework for the Water Supply and Sanitation Sector^a

Contributions to Country's Development Impacts in the Sector and Overall (to be Assessed under the Development Impacts Criterion) (Column 1)	Sector Outcomes of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 2)	Sector Outputs of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 3)	Sector Inputs of ADB's Cumulative Interventions in the Sector (Column 4)	Major DPs in the Sector (Column 5)
<p>Sector-specific Impacts</p> <ul style="list-style-type: none"> increased proportion of urban population with access to sustainable water supply (%) increased proportion of rural population with access to sustainable water supply (%) increased proportion of urban population with access to improved sanitation (%) increased proportion of rural population with access to improved sanitation (%) <p>Cross-sectoral Impacts or CPS Priorities/Objectives</p> <ul style="list-style-type: none"> increased gender equity (measured by increased female labor force participation rate [%]) reduced poverty incidence (%) 	<p>Sector-specific Outcomes</p> <ul style="list-style-type: none"> increased households in project areas/communities with access to piped water (number) increased households in project areas/communities with access to improved sanitation (number) reduced average time in collecting water in project areas (minutes) reduced average unit cost of water in project areas (currency) reduced households in project areas whose members have waterborne diseases (number) increased households in project areas whose female members participate in the labor force (number) increased average household income in project areas (currency) <p>Institutional Outcomes</p> <ul style="list-style-type: none"> increased financial capacity of provincial water supply companies (measured by average annual income generated [currency or %]) 	<p>Physical Outputs (Mainly from Investment Projects)</p> <ul style="list-style-type: none"> water treatment plants constructed (number) water supply pipes and distribution networks installed/upgraded (km) pit latrines constructed (number) <p>Institutional Outputs and Policy Reforms (Mainly from TA and Program Loans)</p> <ul style="list-style-type: none"> various kinds of training provided (person-days) to increase technical and project-related capacity of individual staff of the EAs and related agencies involved in project/program implementation policy reforms adopted to strengthen institutional capacity of water supply authority and related agencies in managing the sector (e.g., preparation of sector master plan, and organizational restructuring to function more effectively) 	<p>country's total cumulative disbursements of foreign aid in the WSS sector accounted for by cumulative disbursements of ADB assistance during the CAPE period (%) (see para. 37 in the main text)</p>	<p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>

ADB = Asian Development Bank, CAPE = country assistance program evaluation, CPS = country partnership strategy, DP = development partner, EA = executing agency, km = kilometer, TA = technical assistance, WSS = water supply and sanitation.

^a Same explanations as footnote a in Table A7.1.

Table A7.6: Example of CAPE Results Framework for the Health Sector^a

Contributions to Country's Development Impacts in the Sector and Overall (to be Assessed under the Development Impacts Criterion) (Column 1)	Sector Outcomes of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 2)	Sector Outputs of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 3)	Sector Inputs of ADB's Cumulative Interventions in the Sector (Column 4)	Major DPs in the Sector (Column 5)
Sector-specific Impacts <ul style="list-style-type: none"> reduced maternal mortality rate (%) reduced infant mortality rate (%) reduced child mortality rate (%) Cross-sectoral Impacts or CPS Priorities/Objectives <ul style="list-style-type: none"> increased gender equity (measured by increased female labor force participation rate [%]) reduced poverty incidence (%) 	Sector-specific Outcomes <ul style="list-style-type: none"> increased households in project areas/communities with access to PHC (number) increased fully immunized children in project areas (number) increased child delivery at hospitals in project areas (number) increased households in project areas whose female members participate in the labor force (number) increased average household income in project areas (currency) Institutional Outcomes <ul style="list-style-type: none"> increased private PHC providers, including NGOs (number or %) 	Physical Outputs (Mainly from Investment Projects) <ul style="list-style-type: none"> PHC centers and small district hospitals constructed/upgraded (number) equipment and facilities provided to health centers and district hospitals (currency) drug revolving funds established at health centers and district hospitals to supply essential drugs (currency) training on PHC provided to village health volunteers and health staff (number) Institutional Outputs and Policy Reforms (Mainly from TA and Program Loans) <ul style="list-style-type: none"> various kinds of training provided (person-days) to increase technical and project-related capacity of individual staff of the EAs and related agencies involved in project/program implementation policy reforms adopted to strengthen institutional capacity of ministry of public health and related agencies in managing the sector (e.g., preparation of sector master plan; implementation of integrated PHC system involving planning, budgeting, and monitoring; and development of public-private partnerships in PHC) 	country's total cumulative disbursements of foreign aid in the health sector accounted for by cumulative disbursements of ADB assistance during the CAPE period (%) (see para. 37 in the main text)

ADB = Asian Development Bank, CAPE = country assistance program evaluation, CPS = country partnership strategy, DP = development partner, EA = executing agency, NGO = nongovernment organization, PHC = primary health care, TA = technical assistance.

^a Same explanations as footnote a in Table A7.1.

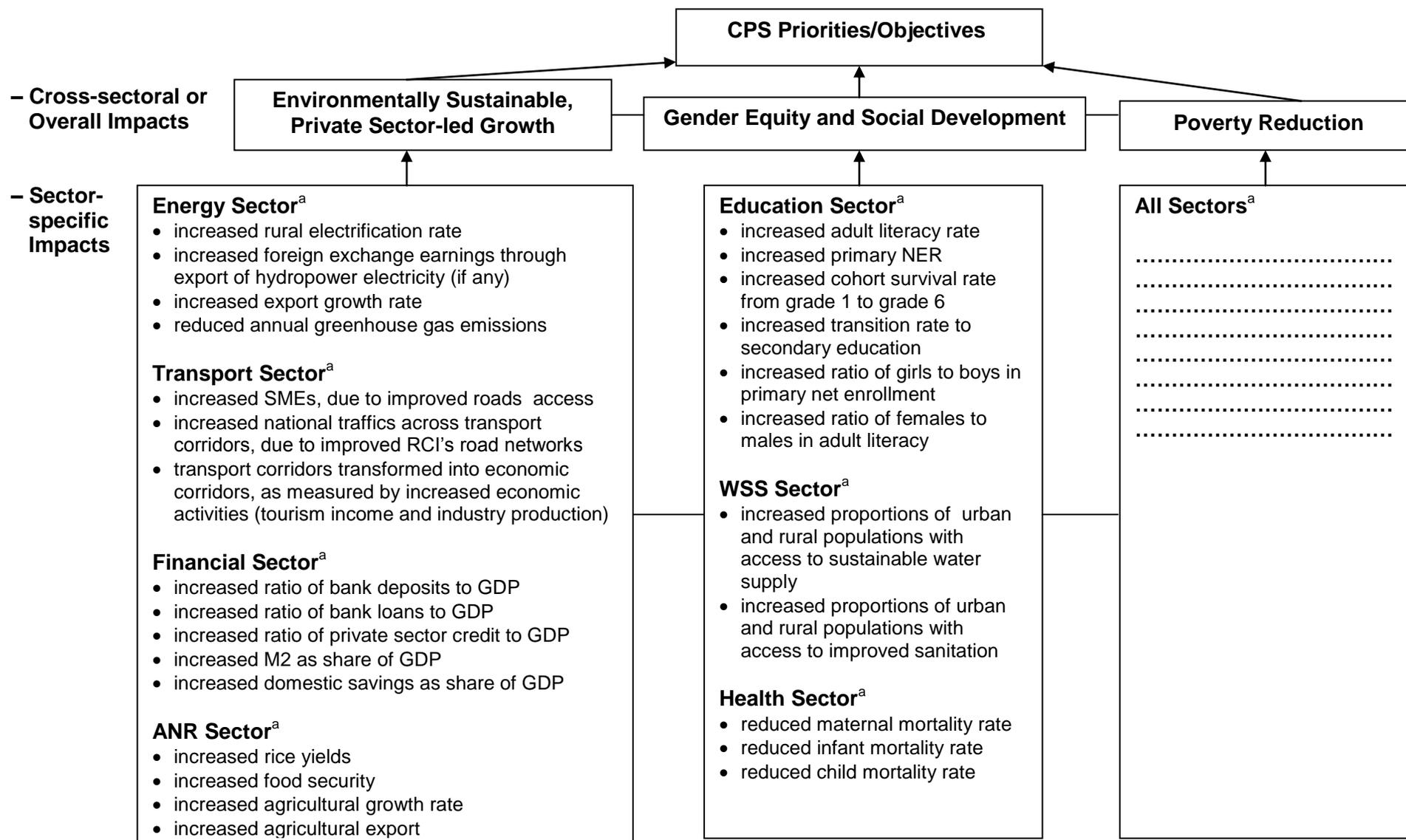
Table A7.7: Example of CAPE Results Framework for the Agriculture and Natural Resources Sector^a

Contributions to Country's Development Impacts in the Sector and Overall (to be Assessed under the Development Impacts Criterion) (Column 1)	Sector Outcomes of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 2)	Sector Outputs of ADB's Cumulative Interventions in the Sector (to be Assessed under the Effectiveness Criterion) (Column 3)	Sector Inputs of ADB's Cumulative Interventions in the Sector (Column 4)	Major DPs in the Sector (Column 5)
<p>Sector-specific Impacts</p> <ul style="list-style-type: none"> increased rice yields (ton per hectare) increased crop diversification (measured by increased cash crops as share of total crops [%]) increased food security (measured by increased proportion of total households without rice shortage [%]) increased agricultural growth rate (%) increased agricultural export (currency) <p>Cross-sectoral Impacts or CPS Priorities/Objectives</p> <ul style="list-style-type: none"> increased national income (currency) increased economic growth rate (%) reduced poverty incidence (%) 	<p>Sector-specific Outcomes</p> <ul style="list-style-type: none"> new households in project areas/ communities with access to irrigation and markets (number) new households in project areas with land rights (number) increased average household income in project areas (currency) <p>Institutional Outcomes</p> <ul style="list-style-type: none"> increased private agricultural enterprises (number or %) and transactions of agricultural produces (currency or %), due to deregulation of agricultural marketing system and removal of other state interventions 	<p>Physical Outputs (Mainly from Investment Projects)</p> <ul style="list-style-type: none"> tube wells constructed/upgraded for irrigation (number) irrigation channels constructed/upgraded (km) district roads, access roads, and feeder roads constructed/upgraded (km) cropping demonstration practice provided (days) new seeds provided (currency) <p>Institutional Outputs and Policy Reforms (Mainly from TA and Program Loans)</p> <ul style="list-style-type: none"> various kinds of training provided (person-days) to increase technical and project-related capacity of individual staff of the EAs and related agencies involved in project/program implementation policy reforms adopted to strengthen institutional capacity of ministry of agriculture and related agencies in managing the sector (e.g., preparation of sector master plan, deregulation of agricultural marketing system, divestment of agricultural state-owned enterprises, removal of agricultural subsidies, and provision land rights) 	<p>country's total cumulative disbursements of foreign aid in the ANR sector accounted for by cumulative disbursements of ADB assistance during the CAPE period (%) (see para. 37 in the main text)</p>	<p>.....</p>

ADB = Asian Development Bank, ANR = agriculture and natural resources, CAPE = country assistance program evaluation, CPS = country partnership strategy, DP = development partner, EA = executing agency, km = kilometer, TA = technical assistance.

^a Same explanations as footnote a in Table A7.1.

DIAGRAM FOR THE ASSESSMENT OF DEVELOPMENT IMPACTS BY CPS PRIORITY/OBJECTIVE



ANR = agriculture and natural resources, CPS = country partnership strategy, GDP = gross domestic product, M2 = broad money supply, NER = net enrollment rate, RCI = regional cooperation and integration, SME = small- and medium-sized enterprise, WSS = water supply and sanitation.

^a The extent of progress of all indicators in terms of increases/decreases compared with their baseline values should be indicated in this diagram, as in Appendix 7 (Tables A7.1–A7.7).

SUMMARY TABLES FOR THE NEW CAPE RATING SYSTEM

Table A9.1: Rating Score for Each Rating Scale by Evaluation Criterion and Overall

Evaluation Criteria	Rating Score for Each Rating Scale			
1. Strategic Positioning	highly satisfactory = 3	satisfactory = 2	partly satisfactory = 1	unsatisfactory = 0
2. Program Relevance	highly relevant = 3	relevant = 2	less relevant = 1	irrelevant = 0
3. Efficiency	highly efficient = 3	efficient = 2	less efficient = 1	inefficient = 0
4. Effectiveness	highly effective = 3	effective = 2	less effective = 1	ineffective = 0
5. Sustainability	most likely = 3	likely = 2	less likely = 1	unlikely = 0
6. Development Impacts	highly satisfactory = 3	satisfactory = 2	partly satisfactory = 1	unsatisfactory = 0
All Criteria Combined	highly successful (HS) = 3	successful (S) = 2	partly successful (PS) = 1	unsuccessful (US) = 0

Table A9.2: Summary Rating Template by Sector and Overall with Hypothetical Ratings^a

Evaluation Criteria and Subcriteria	Criteria Weights	Sector/Thematic Percentage Shares ^b														All Sectors Combined 100%	
		Energy 22%		Transport 22%		Finance 11%		Education 11%		WSS 11%		Health 11%		ANR 11%			
		Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating	WAS	Rating ^c	WAS
1. Strategic Positioning	0.10	3.0	0.30	3.0	0.30	2.0	0.20	3.0	0.30	1.0	0.10	2.0	0.20	1.0	0.10	2.3	0.23
2. Program Relevance	0.10	3.0	0.30	3.0	0.30	2.3	0.23	3.0	0.30	1.8	0.18	2.3	0.23	2.0	0.20	2.6	0.26
3. Efficiency	0.20	3.0	0.60	3.0	0.60	2.0	0.40	2.0	0.40	2.0	0.40	2.0	0.40	1.0	0.20	2.3	0.47
4. Effectiveness	0.20	3.0	0.60	3.0	0.60	1.0	0.20	2.0	0.40	2.0	0.40	2.0	0.40	1.0	0.20	2.2	0.44
5. Sustainability	0.20	3.0	0.60	3.0	0.60	2.0	0.40	2.0	0.40	1.0	0.20	2.0	0.40	1.0	0.20	2.2	0.44
6. Development Impacts	0.20	2.0	0.40	2.0	0.40	2.0	0.40	2.0	0.40	1.0	0.20	2.0	0.40	1.0	0.20	1.8	0.36
All Criteria Combined	1.00		2.80		2.80		1.83		2.20		1.48		2.03		1.10		2.20^c

ANR = agriculture and natural resources, CAPE = country assistance program evaluation, CPS = country partnership strategy, HS = highly successful, PPER = project performance evaluation report, PS = partly successful, S = successful, US = unsuccessful, WAS = weighted average score, WSS = water supply and sanitation.

^a This is a summary rating template, showing hypothetical ratings for each of the six criteria in each sector and overall. These are derived from the detailed Excel rating template in Appendix 6 by plugging in a hypothetical rating (3, 2, 1, or 0, equivalent to HS, S, PS, and US, respectively) for each subcriterion in each sector, after which the Excel formula set in Appendix 6 will **automatically calculate** the following figures for this summary rating template: **(i)** the resulting rating for each of the six criteria in each sector, by averaging all of its subcriteria ratings with an equal weight; **(ii)** the WAS for each criterion in each sector, by multiplying its sector rating with the corresponding criteria weight; **(iii)** the rating for each criterion for all sectors combined (the second to the last column), by averaging all of its sector ratings weighted by the corresponding sector shares; **(iv)** the WAS for each criterion for all sectors combined (the last column), by multiplying its rating for all sectors combined with the corresponding criteria weight; and **(v)** the overall WAS or overall rating (the last cell in the last column), by summing up the WASs for the six criteria.

^b See footnote b of Appendix 6 on how to calculate sector/thematic percentage shares.

^c The total value of overall WAS is 3. For consistency with project/program ratings, the new CAPE rating system applies the PPER system as follows: **(i)** if the overall WAS is greater than or equal to 2.7, the overall performance is rated HS; **(ii)** if it is less than 2.7 but greater than or equal to 1.6, the overall performance is rated S; **(iii)** if it is less than 1.6 but greater than or equal to 0.8, the overall performance is rated PS; and **(iv)** if it is less than 0.8, the overall performance is rated US as shown below:

- 2.7 =< HS <= 3.0 (or HS = 2.7–3.0);
- 1.6 =< S < 2.7 (or S = 1.6–2.6);
- 0.8 =< PS < 1.6 (or PS = 0.8–1.5); and
- 0.0 =< US < 0.8 (or US = 0.0–0.7).

TEMPLATE FOR THE PREPARATION OF CAPE REPORTS

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APPENDIXES

(Although not all the appendixes and tables suggested below are required, a CAPE should try to include them to the extent possible, since they will provide useful information for the evaluation, with additional appendixes, tables, charts, and/or diagrams as needed.)

- Appendix 1: Country's Development Indicators
- Table A1.1: Trend of Country's Economic and Social Indicators
 - Table A1.2: Country's Baseline and Target Millennium Development Goals
- Appendix 2: ADB's CPSs and COBPs Provided during the CAPE Period
- Table A2.1: Strategic Priorities of ADB's CPSs Compared with Those of the Government's Medium-Term Development Plans
 - Table A2.2: List and Approved Amounts of Projects/Programs by Sector, with PCR Ratings and PPER Ratings (if any)
 - Table A2.3: List and Approved Amounts of Project Preparatory TA by Sector
 - Table A2.4: List and Approved Amounts of Advisory TA by Sector, with TCR Ratings
 - Table A2.5: List and Approved Amounts of Regional TA (if any) by Sector
 - Table A2.6: Summary Descriptions of Approved Projects/Programs by Sector
 - Table A2.7: List and Amounts of Projects/Programs in the Pipeline by Sector
 - Table A2.8: List and Amounts of TA in the Pipeline by Sector
 - Table A2.9: Development Partners' Coordination Matrix by Sector
- Appendix 3: Field Visits to Selected Project Sites
(a table showing the names of the projects visited, their locations, and the positions of the key persons interviewed)
- Appendix 4: Evaluation Findings and Performance Ratings by Evaluation Criterion or by Sector
- Table A4.1: Portfolio Performance of ADB's Projects/Programs
(tables showing project performance ratings, financial performance indicators, actual contract award trends, and actual disbursement trends)
 - Table A4.2: Country's Cumulative Disbursements of Foreign Aid by Sector and DP
(as suggested in para. 37 in the main text)
 - Table A4.3: CAPE Results Framework in Sector 1
(as per the examples in Appendix 7)
 - Table A4.4: CAPE Results Framework in Sector 2
 - Table A4.5: CAPE Results Framework in Sector 3
 - Table A4.6: CAPE Results Framework in Sector 4
 - Table A4.7: CAPE Results Framework in Sector 5
 - Table A4.8: CAPE Results Framework in Sector 6
 - Table A4.9: CAPE Results Framework in Sector 7
 - Table A4.10: Trends of Government Recurrent Budget Share Allocated to Each Sector
 - Table A4.11: Findings on Stakeholder Perceptions Survey
(as per the questionnaire in Appendix 4)
- Appendix 5: Overall Performance Rating and Recommendations
- Table A5.1: Ratings of All Evaluation Criteria by Sector and Overall
(as per the examples in Appendixes 6 and 9)
 - Table A5.2: Positive and Negative Factors Affecting the Performance Ratings
(a four-quadrant table showing ADB's strengths, weaknesses, opportunities, and threats)
 - Table A5.3: List of Recommendations
(a table of follow-up actions with time frame and responsible entities)

DESCRIPTIONS OF THE TEMPLATE FOR THE PREPARATION OF CAPE REPORTS

I. INTRODUCTION

(around 2 pages)

A. Objectives and Goal

1. See para. 7 in the main text for the objectives of the country assistance program evaluation (CAPE) report, and para. 8 for its goal.

B. Scope and Coverage

2. See paras. 16–17 in the main text for the time period of the country partnership strategies (CPSs) that should be covered by the CAPE report, para. 18 for the coverage of products and services, and paras. 19–23 for the coverage of sectors and themes.

C. Organization of Chapters

3. Explain how the CAPE report is structured.

II. BACKGROUND INFORMATION DURING THE CAPE PERIOD

(around 5 pages)

A. Country's Development Context and Binding Constraints

4. Discuss (i) the country's political, economic, social, and governance background, which may be divided into different periods as appropriate—e.g., rehabilitation, transition, and take-off (or for a sector assistance program evaluation [SAPE], the discussion of the country context should be narrowed down to the sector in question at the end); (ii) the Asian Development Bank's (ADB) country performance assessment (CPA) data on country performance indicators to see if the country context discussed above is consistent with the CPA data; if not, these should be reconciled by providing reasons underlying the inconsistencies; (iii) exogenous factors in case the country was affected by some exogenous shocks or financial crises during the CAPE period; and (iv) key binding constraints/challenges faced by the country (or for a SAPE, the binding constraints identified should be specific to the sector in question).

5. To support the above discussions, prepare appendix tables showing trends of the country's economic and social indicators, and the country's baseline and target Millennium Development Goals.

B. Government Development Strategies and Plans

6. Describe the government's long- and medium-term development strategies and plans, including strategic priorities, during the CAPE period (or for a SAPE, the discussion should be narrowed down to the government strategies and plans in the sector in question).

C. ADB's CPSs and COBPs

7. Describe (i) strategic priorities of the CPSs covered by the CAPE report (or for a SAPE, the discussion should be narrowed down to the CPS priorities for the sector in question at the end); and (ii) the county operations business plans' (COBPs) lending and nonlending

proportions by sector (or by subsector, if a SAPE) to provide necessary information on ADB's roles and involvements.

8. To support the above discussion on the CPS strategic priorities, prepare an appendix table showing the priorities/objectives of each of the CPSs covered by the CAPE in the form of bullet points in one column, linked to the strategic priorities of the government medium-term development plans during the corresponding periods in another column (or for a SAPE, the CPS priorities for the sector in question should be shown at the end, linked to the government priorities in that sector).

9. To support the discussion on the COBPs' lending and nonlending assistance, prepare appendix tables showing lists and proportions of approved projects/programs, preparatory technical assistance (TA), advisory TA, and regional TA (if any) by sector during the CAPE period (or by subsector, if a SAPE). The table for projects/programs should have some columns showing thematic areas; amounts; approval and completion dates; and the ratings given by project/program completion reports (PCRs), project/program completion validation reports (PCVRs) (if deviating from those of PCRs), and project performance evaluation reports (PPERs) (if any). The table for project preparatory TA should have some columns showing amounts, and approval and completion dates; whereas the tables for advisory and regional TA should also show the ratings given by technical assistance completion reports and technical assistance performance evaluation reports (if any). The proportions of lending and nonlending assistance can also be shown in terms of pie/bar charts.

10. Additional appendix tables may be prepared as well to show summary descriptions of approved projects/programs by sector, and lists and proportions of expected lending and nonlending assistance in the pipeline by sector.

D. Key Development Partners' Strategies and Programs

11. Describe briefly the roles of other key development partners (DPs), including nongovernment organizations, in the country (or in the sector in question, if a SAPE). Note that this section is just to "describe" the roles of key DPs in general to give an overview of their coordination. It should not go into detail to "assess" the extent of harmonization and partnerships, because such assessment will be carried out later in Chapter IV.

12. To support the above discussion, prepare an appendix table showing DPs' coordination matrix by sector (or by subsector, if a SAPE).

E. Key Findings, Lessons, and Recommendations of the Previous CAPE and CPSFR Validation and How These Have Been Addressed in Subsequent CPSs

13. Discuss briefly (i) key findings, lessons, and recommendations from the previous CAPE/SAPE, CPS final review (CPSFR) and its validation, and other relevant existing evaluation studies (if any); and (ii) how these have been incorporated in the design of subsequent CPSs (or subsequent CPSs for the sector in question, if a SAPE).

III. EVALUATION METHODOLOGY (around 2 pages)

A. Evaluation Framework, Approach, and Method

14. Describe briefly the evaluation framework/structure, approach, and method used in the CAPE report, based on the information provided in paras. 29–40 in the main text (which can also be applied to a SAPE).

15. To support the above discussion on the evaluation method used, prepare an appendix table showing field visits to gather primary data/information in selected project sites—including the names of the projects visited, their locations, and the positions of the key persons interviewed. Pictures of some of these project sites might be shown in the appendix as well.

B. Limitations of the Evaluation Methodology

16. Describe briefly the limitations of the evaluation methodology used in the CAPE report, based on the information provided in para. 41 in the main text (which can also be applied to a SAPE).

C. Evaluation Criteria and Rating System

17. Describe briefly the six evaluation criteria and rating system used in the CAPE report, based on the information provided in paras. 49–63 and 72–73 in the main text (which can also be applied to a SAPE).

D. Key Evaluation Questions

18. Describe key evaluation questions, especially the "specific" ones, based on the information provided in para. 32 in the main text. These questions should be answered in Chapter V of the CAPE report. As for the "standard" evaluation questions, they could also be described briefly in this section, based on the information provided in para. 31 in the main text. However, since the "standard" evaluation questions reflect the CAPE evaluation criteria, these questions will be the same in all CAPEs/SAPEs and will be answered automatically once the evaluation criteria are applied in Chapter IV of the CAPE report.

IV. EVALUATION FINDINGS AND PERFORMANCE RATINGS BY EVALUATION CRITERION (OR BY SECTOR)

(around 15 pages, depending on the number of the sectors to be evaluated)

19. The CAPE report should apply the six evaluation criteria to assess each sector first before aggregating all sectors to arrive at an overall performance rating for the country as a whole, as suggested in paras. 45–47 in the main text (which can also be applied to a SAPE by assessing each subsector first before aggregating all subsectors to arrive at an overall performance rating for the sector as a whole; but if there is no subsector, the SAPE can just focus on the whole sector from the beginning). Since the CAPE report should cover two most recent CPSs, it may focus on assessing the strategies and assistance programs of the more recent CPS, while using the CPSFR validation's findings of the earlier CPS to integrate into the overall CAPE.

20. For consistency with the project/program ratings, the new CAPE rating system for each sector and overall follows that of PPERs in terms of scoring and scaling. As for weighting, the following weights are applied to the six criteria: strategic positioning, 10%; program relevance, 10%; efficiency, 20%; effectiveness, 20%; sustainability, 20%; and development impacts, 20%; totaling 100% (para. 44 and Figure 1 in the main text).

21. In this chapter, the presentation/discussion of the evaluation findings and performance rating for each sector under each evaluation criterion should be in summary form, based on the detailed subcriteria ratings formula set in the Excel rating template in Appendix 6. However, while this appendix should not be presented even as an appendix of the CAPE report (because it is too detailed and may distract the discussion of the main findings in the text), a list of subcriteria used in the ratings calculation in Appendix 6 should be provided in an appendix of the CAPE report for reference and transparency. Note that (i) the subcriteria ratings and percentages of sector shares shown in Appendix 6 are "hypothetical" subcriteria ratings for each sector and "hypothetical" sector shares, which should be replaced by "actual" **subcriteria ratings** for each sector and "actual" sector shares; and (ii) footnotes a–c at the end of Appendix 6, which provide instructions on how to use this detailed rating template, should be read carefully first. The Excel formula set in there will automatically calculate **criteria ratings** for each sector and overall, as shown in the summary rating table (Appendix 9, Table A9.2).

22. To support the above assessments of all sectors, the CAPE report should prepare appendix tables showing most of the following: (i) the portfolio performance of ADB's projects and programs (e.g., project performance ratings, financial performance indicators, actual contract award trends, and actual disbursement trends); (ii) the country's cumulative disbursements of foreign aid by DP and sector (as suggested in para. 37 in the main text); (iii) the findings on stakeholder perceptions survey (as per the questionnaire in Appendix 4); and (iv) the CAPE results framework in each sector (as per the examples in Appendix 7, Tables A7.1–A7.7).

V. OVERALL PERFORMANCE RATING AND ADDRESSING THE QUESTIONS (around 3 pages)

A Overall Performance Rating

23. The evaluation findings and performance ratings in Chapter IV should be summarized to come up with overall performance rating by sector and overall, using Appendix 9, Table A9.2 which is the summary Excel rating template derived from the detailed Excel rating template in Appendix 6 (which can also be applied to a SAPE by changing the columns on "sectors" to "subsectors" before aggregating all subsectors to arrive at the overall sector rating). However, this summary rating table (Appendix 9, Table A9.2) should be presented in an appendix of the CAPE report in order not to distract the discussion of the main findings in the text.

B Addressing the Questions

24. In the process of discussing the main findings, the evaluation questions raised in Section III.D (para. 18) above should be answered/addressed in this section.

VI. CONCLUSIONS

(around 3 pages)

A. Issues/Factors Affecting Performance Ratings

25. Identify key positive and negative factors (risk-based factors) rooted in the findings that affect the performance ratings—both factors within ADB's control (strengths and weaknesses of ADB assistance) and exogenous factors beyond ADB's control (opportunities and threats)—see para. 74 in the main text.

26. For reference, an appendix table may optionally be prepared to show these SWOT (strengths, weaknesses, opportunities, and threats) factors in four quadrants.

B. Lessons

27. Some of the SWOT factors should then be drawn as lessons that should have clear, strategic and operational implications, particularly within ADB's control (see para. 74 in the main text).

C. Recommendations

28. Based on the lessons, a few recommendations or follow-up actions should be identified that should be specific, monitorable, and actionable, with responsible entity (e.g., the relevant regional department, rather than the government) and time frame (see para. 75 in the main text).

29. For reference, an appendix table listing the recommendations or showing other options may be prepared, with the columns indicating time frame and responsible entity for each item.