

TAR: OTH 37624

# Technical Assistance for Greater Mekong Subregion Phnom Penh Plan for Development Management II

March 2005

## ABBREVIATIONS

ADB	-	Asian Development Bank
GMS	-	Greater Mekong Subregion
GMSARN	-	Greater Mekong Subregion Academic and Research Network
NZAID	-	New Zealand Agency for International Development
PPP	-	Phnom Penh Plan for Development Management
TA	-	technical assistance

## TECHNICAL ASSISTANCE CLASSIFICATION

<b>Targeting Classification</b>	-	General intervention
<b>Sector</b>	-	Multisector
<b>Themes</b>	-	Regional cooperation, capacity development, governance
<b>Subthemes</b>	-	Institutional development, organizational development, client relations, network, and partnership development, public governance

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## I. INTRODUCTION

1. At the first Greater Mekong Subregion (GMS) Summit of Leaders in Phnom Penh, Cambodia, in November 2002, the Asian Development Bank (ADB) was asked to help build badly needed human capacity in the GMS. In response, the GMS: Phnom Penh Plan for Development Management (PPP) was designed by ADB, in collaboration with the GMS countries, and an initial 2-year phase was approved in 2002 for \$0.8 million.<sup>1</sup> The New Zealand Agency for International Development (NZAID) supported the program.<sup>2</sup> PPP is focused on public policy and development management. The plan aims to impart knowledge and skills to middle- and senior-level GMS civil servants to support the enhanced design and management of development programs at national and subregional levels.

2. Since its inception, PPP delivered 20 demand-based learning programs benefiting over 300 middle- and senior-level GMS officials. A Learning Resource Center was established in ADB's Cambodia Resident Mission to promote GMS awareness and knowledge. A network of capacity-building partners was created, and a GMS research framework was endorsed in partnership with the GMS Academic and Research Network. A biannual Journal of GMS Development Studies has commenced publication, and a PPP Web site was established. A PPP fellowship program that sends promising alumni to programs of higher learning at institutions of international repute was launched. At the 13<sup>th</sup> GMS Ministerial meeting in December 2004, GMS countries recognized the value-added provided by PPP and requested ADB technical assistance (TA) for continuing the Plan with an expanded scope. This request was considered by ADB, and the TA responds to this request. The TA framework is in Appendix 1.<sup>3</sup> A review of the GMS PPP Phase 1, covering key outputs and lessons learned, is in Appendix 2.

## II. ISSUES

3. The GMS Economic Cooperation Program, initiated in 1992, made significant investments in infrastructure that laid the foundation for improved connectivity and broad-based socioeconomic growth. Intraregional trade has increased and the economic activity so generated contributed to marked poverty reduction in some GMS countries. Investments in social development are rising. Rapid and necessary engagement of the GMS in the global economy is also occurring. However, the GMS vision for enhanced connectivity, increased competitiveness, and greater sense of community requires parallel efforts aimed at developing human resources. Capacities are needed at individual, institutional, and organizational levels to effectively plan and manage a rapidly evolving and complex subregional development agenda.

4. A broad set of skills and knowledge is needed by development administrators in the GMS.<sup>4</sup> Evidence shows that capacities, though improving, are still inadequate in a variety of critical fields. The quality of development decisions and effectiveness of development administration depends heavily on the ability of civil servants to effectively lead and manage the development process. Relevant and qualitatively superior skill sets, superior leadership attributes, updated sector and thematic knowledge, and modernized know-how on cutting-edge

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<sup>1</sup> ADB. 2002. *GMS: Phnom Penh Plan for Development Management*. Manila.

<sup>2</sup> NZAID contributed NZ\$500,000 in March 2003.

<sup>3</sup> The TA first appeared in *ADB Business Opportunities* (Internet edition) on 5 November 2004.

<sup>4</sup> A GMS training needs analysis was conducted by ADB, in cooperation with the Mekong Institute and NZAID, in October 2003. The analysis was undertaken in a participative way across all GMS countries through a sampled group of GMS public officials. PPP learning programs are based on skill and knowledge demands reflected in the analysis and on evolving needs of GMS governments.

management tools and concepts will contribute to the makings of a professional and committed cadre of GMS civil servants.

5. A key constraint to GMS cooperation was inadequate capacity to integrate and align national plans with subregional plans. Taking the initiative to integrate across a variety of fronts and plan and manage initiatives requires leadership and skill sets that are different from those that are typically required to meet national development goals. Aligning national programs with the imperatives of regional cooperation places demands on the capacity of GMS governments. These capacity constraints hinder the ability of GMS countries to maximize the benefits and mitigate the risks brought about by regional cooperation.

6. Governance is a critical development issue in the GMS. While the countries have varied governance systems and cultures and are at different stages of socioeconomic development, the range of capacity-building needs is remarkably common. The needs are essentially twofold. At a subject matter level, sector and thematic needs constitute one group, and public policy and development management constitute the other. Subjects in the former group include governance and regional cooperation and private sector development, as well as special skills such as trade facilitation and trade policy negotiations. They also include skills required to accomplish sector objectives in education, health, agriculture, urban development, environment, water supply, energy, transport, labor, and others. The latter group includes leadership and strategic management, planning, human resource development, organization development, and project management.

7. PPP responded to improving the quality of development decisions by focusing on a range of capacity-building needs in three ways. First, PPP conducted short-term, high-impact programs targeting senior civil servants, focusing on public policy and development management. Second, PPP offered thematic and sector-specific courses targeting middle managers, who constitute the administrative backbone, in implementing national and subregional programs and projects. Third, PPP offered leadership and general development management courses to develop successor generations of Mekong leaders and policy makers.

8. The GMS lacks capacity-building institutions that can deliver quality training programs. Investing in upgrading the skill levels of trainers, training organizations to international standards, and sustaining these organizations will likely pay the quickest dividends in building quality capacity. One concrete way to accomplish this is to establish partnerships between institutions. PPP began establishing a network of capacity-building institutions intended to encourage sharing best practices, transferring technology, and developing regional centers of excellence in development management in the subregion. While the partnership model is in its infancy, more concrete outcomes are expected in the long term.

9. PPP identified the development of GMS intellectual capital to support the subregion's capacity-building efforts. PPP is partnering with the GMS Academic and Research Network to develop a GMS research framework and agenda. This framework and agenda will encourage academic research and discourse in the GMS. It will also support policy development at country and subregional levels. PPP aims to design and deliver courses anchored substantively in indigenous GMS research. The Plan commenced publication of the *Journal of GMS Development Studies*<sup>5</sup> at the end of 2004. This will provide a platform for sharing research, reviewing development literature, and fostering debate.

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<sup>5</sup> ADB. *Journal of GMS Development Studies*. Volume 1. Number 1. December 2004.

10. Access to GMS development information will stimulate cross-fertilization of ideas and empower people and institutions. Access will establish a pool of knowledge workers in the subregion. A Learning Resource Center established under PPP in Phnom Penh marks the first step in this respect.

11. PPP was successful because of the sustained ownership, commitment, and participation of GMS countries. The Plan established a niche by being one of the very few GMS-focused capacity-building programs with carefully chosen learning topics that promote regional cooperation. With the growing complexity of knowledge and skill areas required of civil servants for meeting the needs of national and subregional development, PPP remains relevant and will be needed over the foreseeable future. The current alumni of 300 civil servants are a small fragment of the total cohort that needs to be trained. Over time, PPP expects to guide and support the emergence of sustainable, high-quality capacity-building institutions in the GMS that will cater to the subregion's needs.

### III. THE TECHNICAL ASSISTANCE

#### A. Purpose and Output

12. The broad goal of the Plan is to improve the efficiency and effectiveness of development management in GMS countries that will enhance economic growth and social development. PPP aims to accomplish this by developing a core group of development managers and leaders with the capacity to operate as motivated and competent change agents who will manage the complex and challenging GMS development agenda. By the end of the TA, a further 600 civil servants from the six GMS countries will have been trained and will be provided opportunities to learn, study, know more about each other, and work together in a congenial atmosphere. The growth of the GMS cooperative spirit that will serve as a powerful tool in promoting regional cooperation will be further developed.

13. The specific objectives of PPP are to (i) strengthen technical competence and the managerial and leadership capacity of GMS middle- and senior-level officials; (ii) improve management efficiency and effectiveness of national programs and projects; (iii) promote an enhanced understanding and awareness of, and cooperative spirit in, the GMS; (iv) reinforce partnerships and strengthen cooperation among GMS countries; (v) provide lifelong learning opportunities for alumni; (vi) develop institutional capacities through twinning arrangements and knowledge sharing and technology transfer between and among capacity-building partners; (vii) promote GMS-anchored research and intellectual capital development that will assist capacity-building and policy development interventions; and (viii) promote knowledge-sharing activities and encourage access to development information.

#### B. Methodology and Key Activities

14. PPP has several components and activities premised on capacity building being a long-term process that will require strong commitment and ownership on the part of GMS countries. The PPP program framework was developed with thorough consultation with GMS governments and incorporates lessons from the earlier phase. The program will be implemented through tested technical methodologies and in close coordination with properly functioning institutional mechanisms.

15. **Demand-Driven Learning Programs.** Courses are focused and repeated so that a critical mass will be created. PPP will continue to offer two kinds of learning programs: short

courses and in-depth programs. Short, high-impact courses are essential for top-level officials who guide policy formulation. High-level workshops and videoconference dialogue form part of the short courses. Up to 16 programs will be offered each year. A GMS Distinguished Speaker series will be conducted. The series will offer opportunities for GMS civil servants to share in the experiences and insights of the world's leading figures in development, research, and governance.

16. Senior- and middle-level officials, who typically develop and implement policies, need in-depth courses. PPP offered, and will continue to offer, learning programs on the following themes and topics: governance, leadership, poverty reduction, negotiations, human resource management, education management, and trade policy development, as well as private sector participation, environmental management, regional cooperation, strategic management, public health care management, electronic governance, and social protection systems. The participants will be selected from relevant government ministries, according to strict but transparent criteria. The number of participants in each learning program will be divided evenly among the six GMS countries. The training program will be mostly implemented in GMS countries. Each training program will have a maximum class size of 30 participants. A Fellowship Program that will provide higher skills development and learning to exceptional PPP alumni in world-class institutions will also continue to be offered.

17. **Core of Greater Mekong Subregion Champions.** PPP will continue to create a broad base of qualified development managers through its alumni network. A PPP alumni program that will encourage lifelong learning activities and support the alumni network will be established. By building on the core of GMS champions that it currently has, PPP intends to create a multiplier effect to foster capacity building in the GMS.

18. **Intellectual Capital Development.** GMS intellectual capital will be developed through joint research activities with the GMS Academic and Research Network and learning materials development and new programs development. The *Journal for GMS Development Studies* will play a catalytic role in disseminating knowledge and information on the GMS. Twinning of research and training will be pursued. Nonproprietary learning materials used in PPP programs will be offered on the PPP Web site for broader public use.

19. **Advocacy, Outreach, and Knowledge Sharing.** PPP will initiate activities that will generate awareness and interest in PPP. Events, publications, and activities encouraging networking and information technology use will create a platform for dialogue and learning and form part of the external relations strategy of PPP. The PPP newsletter will be released thrice a year, and the Web site will continue to be the gateway for PPP information. Knowledge-sharing activities will be undertaken through learning resource centers and will include research dissemination activities. Additional learning resource centers will be established in selected GMS countries, subject to demand and resource availability.

20. **Institutional Networking and Development.** The current PPP network includes the Administrative Staff College of India; the Asian Institute of Technology; the Economics and Finance Institute, Cambodia; the Kunming University of Science and Technology; the Kennedy School of Government at Harvard University; the National University of Lao People's Democratic Republic; and the Mekong Institute. The Hanoi School of Business, the Viet Nam Academy of Social Sciences, and the National University of Singapore are potential PPP capacity-building partners. These institutions will contribute to the PPP in a variety of ways (e.g., provision of facilities and joint program offerings and knowledge-sharing opportunities). PPP will expand its institutional network and promote sharing best practices, transferring technology, and

developing regional centers of excellence in development management in the GMS. Institutional development activities with these institutions will be pursued.

### **C. Cost and Financing**

21. The TA is estimated to cost US\$800,000 equivalent. The TA will be financed on a grant basis by ADB's TA funding program. The detailed costs estimates are in Appendix 3. Other funding sources for the PPP will be pursued. NZAID has indicated its continued support for the program. The Government of France has also expressed its intention to participate in the PPP. These supplemental sources of financing will be used to finance activities not adequately covered by ADB financing and selectively expand existing activities.

### **D. Implementation Arrangements**

22. ADB will be the Executing Agency for the TA. A steering committee composed of GMS national coordinators will continue to oversee the operational functions and policy guidelines of the TA. The Deputy Director General in ADB's Mekong Regional Department will chair the committee. The day-to-day management of the program will be the responsibility of the PPP secretariat located in ADB headquarters. Each GMS national secretariat will assign a PPP focal person within its government who will work closely with the PPP secretariat. ADB's resident missions in GMS countries will provide administrative and logistic support to TA activities. Existing and new capacity-building partners, as identified over time, will conduct the learning programs in collaboration with PPP. A PPP advisory board will be established to provide strategic directions, suggest best practices in development management, and provide technical guidance in the design and implementation of a GMS research agenda. The board will comprise six individuals who are distinguished in education and capacity building and have significant experience in the Asia and Pacific region.

23. The TA will be implemented by individually recruited international and domestic consultants who will staff the PPP secretariat, under the close supervision of ADB staff members. The consultants will be engaged by ADB in accordance with the *Guidelines on the Use of Consultants* and other arrangements satisfactory to ADB for the engagement of domestic consultants. Twenty-four person-months of international consulting inputs and 24 person-months of domestic consultant inputs are anticipated to be required. The outline terms of references for the consultants are in Appendix 4.

24. The TA will be implemented over a period of 2 years. The TA is expected to commence in March 2005 and be completed in March 2007. Progress will be periodically reviewed by the steering committee. A final review will be undertaken in March 2007. Tracer studies of alumni and an impact assessment study of the entire program will be conducted in early 2007. Office equipment will be procured following ADB's *Guidelines for Procurement*. On completion of the TA, all office equipment will be retained by the PPP secretariat and will be used in follow-up programs.

## **IV. THE PRESIDENT'S DECISION**

25. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$800,000 on a grant basis for the Greater Mekong Subregion Phnom Penh Plan for Development Management II and hereby reports this action to the Board.

## DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets and Indicators	Data Sources/ Reporting Mechanisms	Assumptions and Risks
<p><b>Impact</b></p> <p>Improve efficiency and effectiveness of development management in the Greater Mekong Subregion (GMS) countries</p>	<p><b>By 2010 Compared to 2005 Baseline</b></p> <p>1.1 Significant improvement in per capita gross domestic product in Greater Mekong Subregion (GMS) countries</p> <p>1.2 Significant improvement in the quality of development decisions and enhanced policy-making capacity</p> <p>1.3 Significant improvement in management performance</p>	<ul style="list-style-type: none"> <li>• Government statistical and economic reports</li> <li>• Asian Development Bank (ADB) annual development reports</li> <li>• World Bank development reports</li> <li>• United Nations Statistical Yearbook</li> <li>• Public opinion survey of citizens, government, employees, and development partners</li> </ul>	
<p><b>Outcome</b></p> <p>Build capacity of GMS government officials and develop institutions in the subregion</p>	<p><b>By 2010 compared to 2005 baseline</b></p> <p>1.1 Improved effectiveness in program and project planning design and implementation in terms of quality, impact, cost, and effectiveness</p> <p>1.2 Significant improvement in administrative efficiency in terms of project implementation and progress reporting of ADB-funded national and subregional projects</p> <p>1.3 Significant improvement in the institutional capacities of GMS-based education and training institutions</p> <p>1.4 Select group of institutions positioned as regional centers of development management excellence in the GMS</p>	<ul style="list-style-type: none"> <li>• ADB mission reviews</li> <li>• Project performance reports</li> <li>• Reports and statements in high-level forums (GMS summit and ministerial meetings)</li> <li>• Special before-and-after study on ongoing and completed projects</li> <li>• Public opinion survey of citizens, government, employees, and development partners</li> <li>• Tracer study reports</li> <li>• Independent consultant's reports</li> <li>• Learning program reports (feedback and evaluation reports)</li> </ul>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• GMS countries' continued commitment to improving their people's quality of life</li> <li>• GMS countries continued ability to coordinate with each other</li> <li>• GMS countries sustained political commitment and support to the Phnom Penh Plan (PPP)</li> <li>• Modalities in partnership arrangements would be effective to ensure technology transfer and knowledge sharing</li> <li>• Sustainability of capacity-building interventions addressed</li> </ul>

Design Summary	Performance Targets and Indicators	Data Sources/ Reporting Mechanisms	Assumptions and Risks
<p><b>Outputs</b></p> <p>1. Demand-driven learning programs</p> <p>2. Core of GMS champions (PPP alumni)</p> <p>3. Institutional network of capacity-building partners</p> <p>4. GMS intellectual capital development and access to development information</p>	<p>1.1 Up to 16 quality demand-driven learning programs every year and short high-impact courses (Top Development Management Program, Distinguished Speakers Series, and GMS Development Management Dialogue) for high-level officials</p> <p>1.2 Exceptional alumni (PPP Fellows) sent to world-class institutions for world-class training, and institutional reforms implemented following the fellowship period</p> <p>2.1 Approximately 600 middle- and senior-level officials attend PPP learning programs, one third of them will be women and almost half of them will be from the provinces</p> <p>2.2 Alumni lifelong learning activities (one to two) conducted per year and chapters are organized in each country</p> <p>3.1 Partnership agreements signed</p> <p>3.2 Joint learning programs offered, technology transfer, and knowledge sharing between and among institutions</p> <p>3.3 Joint research activities with GMS Academic and Research Network</p> <p>4.1 Journal published biannually</p> <p>4.2 Newsletter released triennially</p> <p>4.3 Web site updated quarterly</p> <p>4.4 Learning resource centers established in Viet Nam and Lao People's Democratic Republic (in addition to Cambodia)</p>	<ul style="list-style-type: none"> <li>• Independent consultant's reports</li> <li>• Learning program reports (feedback and evaluation reports)</li> <li>• Tracer study reports</li> <li>• Fellows' completion reports</li> </ul>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• GMS governments are willing to release key middle- and senior-level officials to attend learning programs</li> <li>• PPP alumni will continue to get in touch with each other and will have joint activities</li> <li>• PPP alumni are organized in their respective countries and willing and available to participate in alumni activities</li> <li>• GMS countries show sustained political commitment for and offer support to the PPP</li> <li>• Modalities in partnership arrangements would be effective to ensure technology transfer and knowledge sharing</li> <li>• Sustainability of capacity-building interventions addressed</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Ongoing duties and responsibilities of government officials preclude them from applying the knowledge gained and skills developed</li> <li>• Institutional environment and conditions of the graduates do not allow them to apply and share the knowledge, tools, and skills gained</li> </ul>

<p><b>Activities with Milestones</b></p> <ol style="list-style-type: none"> <li>1. Learning programs       <ol style="list-style-type: none"> <li>1.1 Organization and design</li> <li>1.2 Implementation (includes screening and selection and actual program implementation)</li> <li>1.3 Evaluation</li> </ol> </li> </ol> <p>Start: March 2005 Complete: March 2007 Responsible: PPP secretariat, GMS national secretariat, and capacity-building partners</p> <ol style="list-style-type: none"> <li>2. Alumni network       <ol style="list-style-type: none"> <li>2.1 Organization and design of alumni lifelong learning programs</li> <li>2.2 Evaluation of alumni activities and PPP impact (tracer studies and impact evaluation)</li> </ol> </li> </ol> <p>Alumni Activities Start: March 2005 Complete: March 2007 Responsible: PPP secretariat</p> <p>Tracer Studies Start: December 2006 Complete: March 2007 Responsible: PPP secretariat</p> <ol style="list-style-type: none"> <li>3. Institutional network and development of education and training providers       <ol style="list-style-type: none"> <li>3.1 Partnership agreement signing</li> <li>3.2 Joint learning program offerings</li> <li>3.3 Knowledge sharing and technology transfer activities</li> </ol> </li> </ol> <p>Start: March 2005 (continue initial activities) Complete: March 2007 Responsible: PPP secretariat</p>	<p><b>Inputs</b></p> <ol style="list-style-type: none"> <li>1. Learning programs</li> <li>2. Secretariat</li> <li>3. Resource people and experts</li> <li>4. ADB staff time</li> <li>5. GMS national coordinators' and secretariat time</li> </ol> <p>ADB will finance \$800,000 to fund all PPP activities. Other funding sources will likewise be explored. New Zealand Agency for International Development (NZAID) has indicated continued support for the program. The Government of France has also expressed its intention to participate in the PPP.</p>
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<b>Activities with Milestones</b>	<b>Inputs</b>
<p>4. Advocacy, outreach, and knowledge sharing activities</p> <p>4.1 Joint research activities (include proposal preparation and approval and actual research study)</p> <p>4.2 Research dissemination activities</p> <p>4.3 Journal development and production (biannually)</p> <p>4.4. Newsletter development and production (three times a year)</p> <p>4.5 Web site (quarterly updating)</p> <p>Start: March 2005 (continue initial activities)  Complete: March 2007  Responsible: PPP secretariat and GMS Academic and Research Network (GMSARN) secretariat</p> <p>5. Periodic review of PPP progress and relevance</p> <p>5.1 Organization and constitution of the Advisory Board</p> <p>5.2 Board meetings</p> <p>5.3 Steering committee meetings</p> <p>Start: May 2005  Complete: March 2007  Responsible: PPP secretariat, advisory board members, and GMS National Coordinators</p>	

## REVIEW OF PHNOM PENH PLAN FOR DEVELOPMENT MANAGEMENT

### A. Introduction

1. The Greater Mekong Subregion (GMS): Phnom Penh Plan for Development Management (PPP) has completed its first 2-year implementation period. Periodic reviews of the PPP were conducted by the steering committee through its various meetings. The PPP secretariat undertook several missions to evaluate the program. Feedback from PPP alumni and reports submitted by PPP capacity-building partners were consolidated to review the program. Three major areas were reviewed, and the results are summarized in this paper as follows: (i) PPP's key success and differentiating factors, (ii) lessons learned and areas for improvement, and (iii) steps that need to be taken to address areas for improvement and expand PPP's scope in the next 2 years.

### B. Key Success and Differentiating Factors

2. **Sustained Ownership and Commitment of the Greater Mekong Subregion Countries.** PPP was born out of a request made by GMS leaders at the first GMS Summit of Leaders in November 2002. PPP has political commitment at the highest level and is strongly supported by GMS governments who have explicitly acknowledged PPP's catalytic role in improving the subregion's human resources. Senior GMS officials who are members of the PPP steering committee ensure the relevance of the PPP and its responsiveness to their needs.

3. **Niche-Based Learning.** Given the magnitude of the management development task in GMS countries, PPP chose to be selective and concentrated on priority learning needs identified in the training needs analysis conducted in October 2003. All learning programs are and will be based on the priority training needs identified, or those that will emerge in the future, which include management-related and crosscutting topics. Management-related topics will include leadership and strategic management, planning, human resource development, organization development, and project management. Crosscutting topics will include governance, regional cooperation, private sector development, and special skills. The content of the learning programs include general development management competencies, sector specific knowledge, and applied management skills. Twenty courses were conducted, so far, in collaboration with PPP's capacity-building service partners. About 300 middle- and senior-level officials from GMS countries participated in these programs. Of these, over half were at levels equivalent to director or higher. Two exceptional alumni were sent to world-class institutions for further training. PPP does not offer courses that are best handled by capacity-building components of sector projects. PPP also does not offer courses readily available in universities and business schools. Basic and introductory courses that are widely offered by civil service training institutions are outside the remit of PPP. This seems to be an appropriate philosophy to adopt, given the value-added nature of the program.

4. **Multiplier Effect in Capacity Building.** PPP now has a group of 300 middle- and senior-level officials who, after being exposed to new paradigms and cutting-edge management tools and concepts, are expected to initiate reforms in their respective institutions. Through the alumni network, PPP intends to create a multiplier effect to foster capacity building in the GMS. Feedback from participants indicates a high level of motivation to share knowledge and adapt skills acquired or strengthened through participation in PPP learning courses.

5. **Promoting Regional Cooperation.** Envisaged as a key instrument to promote regional cooperation, PPP has implemented activities that are regional in scope and character. It has

contributed to an enhanced awareness of the GMS and, specifically, the GMS Economic Cooperation Program. Its alumni represent a variety of organizations and agencies in the GMS governments. Their coming together to participate in shared learning has fostered friendships and bonds and a shared vision for the GMS. Although a seemingly intangible benefit, the growth of a cooperative spirit in the GMS is a powerful tool in the subregion's development that PPP learning programs contribute to.

6. **Broad-Based Partnerships.** Owing to the enormity of the capacity-building task and to maximize the involvement of existing and potential institutions, all PPP activities were designed and implemented in partnership with other institutions. PPP has begun establishing a network of capacity-building institutions intended to encourage joint learning programs, share best practices, transfer technology, and develop regional centers of excellence in development management. Partner institutions are already confirming the benefits of joint work with PPP in terms of their own strengthened capacities.

7. **Expanding the Reach and Providing Opportunities to Women.** PPP has provided opportunities to build capacities in civil servants at the national level and beyond. Officials at the provincial level have participated in learning programs. These officials are actively sought by PPP when inviting nominations for courses. Women civil servants are particularly targeted. One third of the PPP alumni are women, and over half of the participants are from the provinces. By building capacities at the local level, PPP is contributing to the strengthening of the GMS countries' decentralization efforts.

8. **Innovative Philosophy.** PPP has gone beyond the traditional approach to building capacity. It has provided discussion opportunities on critical development issues. A learning resource center in Phnom Penh was established to stimulate dialogue and provide the public with all-that-you-need-to-know information about the GMS. PPP also has a dedicated Web site and will develop a portal to enable alumni to maintain lifelong contacts. Apart from a newsletter, the PPP launched a GMS journal of development studies to provide a platform for sharing research, reviewing development literature, and fostering debate.

9. **Replicability in Other Parts of the Asia and Pacific Region.** The Asian Development Bank's Pacific Regional Department established a similar capacity-building program for Pacific countries. Regional technical assistance entitled Leadership Enhancement and Advancement Program is modeled after PPP.

### C. **Lessons Learned, Areas for Improvement, and Expansion of the Scope of the Program**

10. **Selecting Quality Participants.** Constraints are emerging in selecting participants for PPP learning programs who are fluent in the English language. Since the number of GMS civil servants fluent in English is small, the Governments are finding it difficult to nominate staff members who meet the course criteria and are also fluent in English. PPP needs to find ways to conduct programs that benefit those who are not fluent in English, and doing this in a six-language environment will be a challenge.

11. **Designing Appropriate Course Formats.** PPP has offered one learning program in a continuous format (The Role of Participation in Government and Civil Society). The course was designed on a modular basis to allow participants to apply on-the-job the information learned from each module and then return to the course in an interactive way. While GMS countries expressed a preference for the continuous learning program format over the one-off format, this

was not effective. Many organizations did not allow participants to return to succeeding modules, citing exigencies of duty.

12. **Institutional Development.** While creating a critical mass of development managers who would act as leaders and change agents in their fields is a key element in a GMS capacity-building strategy, this alone is inadequate. Strengthening GMS education and training institutions that in the long term can address the supply side of capacity building in the GMS is needed. Many institutions of higher learning in the GMS are weak. The fast-track strategy so far has been to twin local with foreign universities. The results have been mixed. PPP can add value by helping selected local GMS institutions position themselves as centers of excellence in development management in the subregion. This will also support sustainability in the long term.

13. **Intellectual Capital Development.** Weak academic institutions translate into limited relevant and homegrown GMS research. GMS intellectual capital needs to be developed to support the subregion's capacity-building requirements. A discrete research agenda needs to be established and pursued to encourage academic research and discourse in the GMS. PPP aims to design and deliver learning programs anchored substantively in homegrown GMS research. Other than research relevant to drawing lessons for application in the GMS, research on issues of specific concern to the GMS will be particularly relevant for incorporating in GMS capacity-building interventions. The GMS Academic and Research Network was established in 2000 to produce and disseminate knowledge in the GMS and aid in policy development. PPP should support the GMS Academic and Research Network's research activities.

14. **Ensuring Development Impact.** PPP focuses on short-term training and targeting of critical development areas. However, this needs to be blended with long-term priorities geared to achieving internally generated capacities. A sustained intervention will be required. Lifelong learning programs for the alumni will be needed. Further, PPP needs to monitor the development impact of its alumni. Training alone cannot help build much-needed local capacity. Beyond the quantitative measures, qualitative outcomes of capacity-building interventions need to be measured. PPP tracer and evaluation studies on the impact of the learning programs to the alumni and their institutions need to be conducted as the next phase of the program nears completion.

15. **Expanding the Base.** PPP learning programs have a variety of themes and topics. On average, each country has four to eight people trained in sector areas and general development management. A need exists to expand the base of the so-called sector practitioners to establish a critical mass of sector experts and development managers in-country. PPP should accomplish this by offering a learning program for at least 3 years.

16. **Access to Development Information.** PPP efforts at enhancing capacities need to include access to development information. Learning resource centers can serve as focal points in sharing knowledge that could support innovative ideas for regional cooperation and informed decision making. Since PPP aims to support effective policy development in the GMS, access to quality knowledge that enhances the policy-making capacity of GMS officials is needed. Establishing learning resource centers selectively can help achieve this objective.

**COST ESTIMATES AND FINANCING PLAN**  
(\$)

Item	Cost
<b>Asian Development Bank Financing<sup>a</sup></b>	
1. In-depth Learning Programs (includes tuition fees, board and lodging, and airfare)	370,000
2. Short High-Impact Courses	
a. Fellowship Programs	26,000
b. Distinguished Speakers Series	10,000
3. Steering Committee and Advisory Board Meetings	10,000
4. Web Site Maintenance and CD-ROM Production	2,000
5. Journal and Newsletters (includes editing, publishing, printing, and distributing costs)	20,000
6. Learning Resource Center(s)	
a. Equipment and Maintenance	2,000
b. Acquisition of Collections in Print and Multimedia Format	2,000
c. Videoconference Equipment	5,000
7. Consultants (PPP Secretariat)	
a. Remuneration	
i. International Consultant	160,000
ii. Domestic Consultant	60,000
b. International and Local Travel	40,000
8. Equipment	
a. Computers and Peripherals	3,500
b. Fax Machine, Printer, and other Consumables	1,500
9. Miscellaneous TA Administrative Support	20,000
10. Contingencies	68,000
<b>Total</b>	<b>800,000</b>

PPP = Phnom Penh Plan for Development Management, TA = technical assistance.

<sup>a</sup> Financed by the Asian Development Bank's technical assistance funding program.

Source: Asian Development Bank estimates.

## OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

### A. Program Manager

1. The program manager (international consultant) will help lead the project and manage its day-to-day implementation. This person will be responsible for the tasks listed in the following paragraph and will be located in Manila at Asian Development Bank headquarters. The manager will be supported by a program officer (domestic consultant). An initial 1-year contract is being considered. It will be extended a further year, subject to continued good performance and availability of project technical assistance resources and project needs.

2. The specific tasks of the program manager are as follows:

- (i) Take responsibility for overall development of the PPP, including identification of courses and their design.
- (ii) Assist with teaching and supervise logistics at select training programs.
- (iii) Liaise with universities, think tanks, and research and academic institutions to identify best locations for training.
- (iv) Evaluate course programs and training providers.
- (v) Liaise with Greater Mekong Subregion governments to devise methods to obtain well-qualified candidates for training programs.
- (vi) Network with institutions and agencies to design research-based capacity-building programs.
- (vii) Prepare and update training calendars.
- (viii) Design, lead, and produce a PPP journal twice every year.
- (ix) Manage the PPP budget and assist in securing additional funding for scholarships.
- (x) Prepare progress reports and make presentations to the steering committee.
- (xi) Undertake other tasks, as may be determined jointly with Asian Development Bank staff members managing the PPP.

### B. Program Officer

3. The program officer (domestic consultant) will assist the internationally recruited program manager in leading the project and managing its day-to-day implementation. The program officer will be responsible for the tasks listed in the following paragraph and will be located in Manila at Asian Development Bank headquarters. An initial 1-year contract is being considered. It will be extended a further year, subject to continued good performance and project needs.

4. The specific tasks of the program officer are as follows:
- (i) Construct an overall work plan for the PPP, in collaboration with the program manager, with details of courses, participant levels, selection criteria, evaluation methods, and budgets.
  - (ii) Undertake program coordination on technical matters, including further training-needs analyses, Web-based learning, distance learning possibilities, and study materials preparation.
  - (iii) Assist with teaching and supervise logistics at select training programs.
  - (iv) Oversee the design and development of the PPP Web site.
  - (v) Guide the development of PPP learning resource centers and supervise technical implementation.
  - (vi) Network with training providers and establish guidelines for their operations.
  - (vii) Monitor program implementation.
  - (viii) Evaluate course programs and training providers.
  - (ix) Conduct research and analysis, conclude twinning arrangements, and undertake secondments and studies.
  - (x) Design and implement the PPP Fellowship Program.
  - (xi) Develop the material for the quarterly PPP newsletter and oversee its production.
  - (xii) Design and implement a PPP alumni program.
  - (xiii) Organize and implement the Distinguished Speakers' Program and Top Development Management Program.
  - (xiv) Organize PPP steering committee meetings, including agenda, background notes, and logistics.
  - (xv) Prepare progress reports and make presentations to the steering committee.
  - (xvi) Prepare and update training calendars.
  - (xvii) Manage the PPP budget and assist in the securing of additional funding for scholarships.