

Technical Assistance

TAR: TRA 38616

Technical Assistance for the Pacific Developing Member Countries' Leadership Enhancement and Advancement Program

December 2004

Asian Development Bank

ABBREVIATIONS

ADB	—	Asian Development Bank
INSET	—	in-service training
LEAP	—	Leadership Enhancement and Advancement Program
MOU	—	memorandum of understanding
PARD	—	Pacific Department
PDMC	—	Pacific developing member country
PDP	—	professional development program
TA	—	technical assistance
TNA	—	training needs analysis

TECHNICAL ASSISTANCE CLASSIFICATION

Targeting classification	—	General intervention
Sector	—	Education
Subsector	—	Tertiary education
Themes	—	Sustainable economic growth, inclusive social development, governance, private sector development, and regional cooperation

NOTE

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

This report was prepared by a team consisting of M. Hamm (team leader) and S. Pollard, Pacific Department.

I. INTRODUCTION

1. The purpose of the Asian Development Bank's (ADB) Pacific Strategy 2005-2009 is to provide a framework for ADB's operations in its 14 Pacific developing member countries (PDMCs)¹ and for ADB support to regional cooperation in the Pacific. The PDMCs' development performance over the past decade has been mixed. Modest growth and social progress have been evident for a few PDMCs, many have made minimal progress, and some have seen measurable declines. To date, the private sector has generally been unable to lead economic growth. Overall development management remains weak and handicaps sustainable economic development and poverty reduction. The development challenges the PDMCs face exemplify the importance of capacity building for the development process both within and outside the public sector.

2. The quality of human resources available in both the private and public sectors, especially in relation to midlevel and senior management, along with the quality of the institutional and organizational environments in which they work, affects economic growth and poverty reduction in the PDMCs. A pressing need exists for a critical mass of highly competent and qualified midlevel and senior management and technical staff in the private and public sectors to spearhead the socioeconomic development of the PDMCs. Also needed is a better understanding of the means to improve the institutions that support such staff. In response to these needs, ADB will provide regional technical assistance (TA)² to finance the training of selected midlevel and senior managers specializing in planning, managing, implementing, and evaluating development plans, programs, projects, and other related activities and to assess public institutions and ascertain how they might be improved. The TA project framework is shown in Appendix 1.

3. This TA for the Leadership Enhancement and Advancement Program (LEAP) will lay the foundations for a continuous, demand-driven, outcome-oriented training program based on needs and competency for midlevel and senior managers from governments, private sectors, and civil society organizations within a well-rounded and strategic framework. LEAP will be linked to national development priorities and will be developed and implemented in close partnership with the PDMCs, stakeholder groups, and other development agencies. It will complement ongoing and planned activities by the PDMCs and other international development agencies.

II. ISSUES

4. The synergy between and among governments, businesses, and civil society organizations has been weak. A not uncommon situation is that where governments have failed to fulfill their obligations, private sectors have also been unable to satisfactorily perform their appropriate roles and functions in relation to national development. Those PDMCs that are most in need of growth and progress have weak capacity for managing the process. To significantly improve living conditions in the PDMCs, efficient and effective public and private service delivery is critical. To this end, governments, private sectors, and civil society must work in close collaboration with each other.

¹ ADB's PDMCs are Cook Islands, Fiji Islands, Kiribati, Marshall Islands, Federated States of Micronesia, Nauru, Palau, Papua New Guinea, Samoa, Solomon Islands, Timor-Leste, Tonga, Tuvalu, and Vanuatu.

² The TA first appeared in *ADB Business Opportunities* (Internet edition) on 9 November 2004.

5. Institutional and organizational development is a complex and ongoing process that should take place over the long term, as should the development of leadership and managerial competencies. The latter cannot and should not be fast-tracked nor should it be carried out by means of a one-off program. However, the PDMCs tend to misunderstand and underestimate human resource development needs. When confronted with financial difficulties, PDMCs usually reduce budgets for in-service training (INSET) or professional development programs (PDPs). Too often, PDMCs' INSET and/or PDPs are project based or supply driven, limited in coverage, ad hoc, discontinuous, inadequate, and ineffective. The lessons learnt in the PDMCs clearly indicate that political and nongovernment intermediation has fallen short of providing the most effective mechanisms for social change and organizational development.

6. Other common problems in the PDMCs include (i) the lack of an overall capacity building framework to guide INSET and PDPs, (ii) the centralized planning and implementation of INSET and PDPs, (iii) the failure of INSET and PDPs to focus on actual problems and needs, (iv) the insufficiency of instructional and learning materials for INSET and PDPs, (v) the inadequacy of institutional incentives or rewards for outstanding performance resulting from INSET and PDPs, (vi) the failure of political leaders and top executives to appreciate the value of INSET and PDPs, (vii) the lack of a critical mass of INSET and PDP champions, (viii) the fact that participation in INSET or PDPs often impinges on regular working hours, (ix) the weak system for monitoring and measuring work performance and program outcomes, and (x) the lack of administrative and logistical support.

7. Experiences with undertaking capacity-building programs for the PDMCs and for other developing member countries, particularly the Pacific Governance and Public Sector Management TA,³ underscores the importance of investing sufficient time and resources in (i) targeting, profiling, and analyzing needs; (ii) emphasizing participatory approaches; (iii) building stakeholder ownership of a program; (iv) forging alliances and partnerships with stakeholders and institutions; (v) creating a critical mass of champions; and (vi) institutionalizing initiatives to guarantee programs' sustainability. This kind of inclusive process lays the groundwork for institutionalizing INSET and PDP interventions that contribute significantly to the success of a capacity-building program.

8. The TA will focus on long-term, results-based development of managerial and leadership skills aimed at achieving ongoing and sustainable enhancement of capacity for management development in the PDMCs. It will assess their leadership programs in a collaborative manner with various PDMCs and with diverse and representative groups outside the government in partnership with other external funding agencies, such as the Australian Agency for International Development and the New Zealand Agency for International Aid.

III. THE TECHNICAL ASSISTANCE

A. Purpose and Output

9. The aim of the TA is to contribute to overall efforts to promote and sustain sound development management in the PDMCs, thereby improving living standards and reducing poverty. Specifically, the TA will (i) design training courses to enhance the leadership and

³ ADB. 2000. *Technical Assistance for the Pacific Governance and Public Sector Management Training Program*. Manila (TA 5908-REG, approved on 31 March 2000 for \$882,000).

managerial skills of midlevel and senior managers in governments, private sectors, and civil society; and (ii) build and reinforce partnerships and strengthen cooperation among regional and national institutions in relation to implementing LEAP.

10. The key outputs of the TA will include: (i) a shortlist and profile of target trainees, (ii) a training needs analysis (TNA) report, (iii) a benchmarking of technical competencies, (iv) the design of a training course and of instructional approaches pending the TNA's findings, (v) a monitoring and evaluation framework for measuring learning achievements and outcomes, (vi) a network of learning institutions and service providers in the region, (vii) the setting up of twinning arrangements with leading educational and training institutions in the region, and (viii) the training of trainers.

B. Methodology and Key Activities

11. The TA will build upon past INSET and PDP interventions and will complement existing and planned programs aimed at enhancing the professional competencies of development managers. The TA will provide a program that is needs and competency based and is oriented towards providing target beneficiaries with the know-how and skills they need to effectively promote, manage, and sustain development. The TA will emphasize innovative instructional strategies. It will provide a framework and groundwork for providing continuous and sustainable INSET and PDPs that will enhance institutional and organizational effectiveness, improve living conditions, and reduce poverty. Leadership and management competencies will be strengthened by cooperating with stakeholders and harnessing local knowledge and talents. Participatory approaches will be adopted during all stages of INSET and PDP development.

12. Subject to the results of the TNA and validation with stakeholders, indicative course topics may include strategic planning, program review and evaluation, management of change, risk analysis and management, institutional and organizational development, policy analysis and policy formulation, financial analysis and management, performance-based management, governance, cooperating with others, conflict management, partnering, and networking

13. In the long term, each PDMC will deliver and sustain LEAP through an institutionalized program that they plan, develop, and implement. A sustained and continuing process of TNA, course and learning materials development, operational management circles, and periodic performance monitoring and evaluation is envisaged.

14. The institutionalization of LEAP consists of three phases. The first phase involves analyzing needs, developing courses, and training three- to five-member resource support teams in each PDMC. Competency standards for midlevel and senior managers will be identified and matched with trainees. The training curriculum and modules will also be developed. Basic courses will initially be implemented at a common venue for a limited number of participants representing the 14 PDMCs. Networking and twinning arrangements will be identified and established. This TA will be limited to the first phase. The TA will identify credible service providers of training in the region, and information about them will be disseminated to PDMCs and training providers. As far as possible, these service providers will be responsible for courses and services under the TA. In relation to twinning arrangements, appropriate learning centers or educational institutions in the PDMCs will partner with leading universities and training institutes in the region to develop and implement a well-rounded capacity-building

program for trainers and development managers. Both networking and twinning will involve the signing of memorandums of understanding and the formulation of action plans.

15. During the second phase, the TA will be increasingly implemented on-site (i.e., in each PDMC) as far as practicable, and it is at this state that the networking and twinning arrangements will be further strengthened. Each PDMC will form management circles that meet regularly to promote good governance, professionalism and dedicated public service and serve as professional networks. Furthermore, the TA should increasingly be able to tap into local expertise. Evaluation of and feedback from INSET activities will be built in and periodic reviews will be scheduled and agreed on. Effective development management practices will be identified and used as training resources. The third phase will seek to merge distance education and applicable e-learning options with the TA's on-site program to accelerate coverage and further enhance sustainability. The capacities of local educational and training institutions will be further strengthened during the second and third phases.

16. After meeting the selection criteria (Appendix 2), prospective TA beneficiaries will be officially nominated by their governments, private chambers of commerce, and civil society organizations. Selection will be made on a clear and transparent merit basis. Trainees, courses, and partner institutions will be screened and endorsed by a steering committee for ADB approval. The TA will be reviewed 12 months after the start of implementation and evaluated when nearing completion, and the PDMCs and other stakeholders will be consulted regarding adjustments for possible subsequent programs.

C. Cost and Financing

17. The TA is estimated to cost \$600,000. It will be financed on a grant basis by ADB's TA funding program. Appendix 3 presents the cost estimates and financing plan.

D. Implementation Arrangements

18. ADB will be the executing agency for the TA. ADB's Pacific Department will be responsible for implementing the TA with a program secretariat comprising three international consultants and a locally engaged training coordinator. A steering committee will be established to oversee the TA. The steering committee will consist of the heads of selected participating institutions and PDMC national coordinators or other appropriate representatives nominated by the governments concerned. The secretariat will be responsible for nominations for courses, accounting, monitoring and evaluation, and report preparation. The steering committee will establish policy guidelines for the training programs and will meet at least annually in the subregion to review progress and resolve issues. Where appropriate, twinning with leading academic and training institutions will be arranged.⁴

19. The TA will be implemented over 2 years commencing in March 2005 and ending in February 2007. Progress will be reviewed after 12 months and 24 months. Equipment will be procured following ADB's *Guidelines for Procurement*. On completion of the TA, the secretariat will retain all equipment for use in follow-up programs. Further support for LEAP from ADB or

⁴ Possible institutions to be tapped by the TA include University of the South Pacific, National College of Public Administration and Governance of the University of the Philippines, Asian Institute of Management, Australian National University, Massey University Graduate School of Business, and University of Papua New Guinea.

other sources will depend on the results of the training program and the value it adds to the first batch of trainees and their development environment. The activity funded by this TA will only commence after ADB has received no objection in writing to the inclusion of such PDMC in the TA from the governments concerned.

20. For all components of the TA, post-training questionnaires will be administered to participants and the results analyzed to assess courses' effectiveness in meeting participants' expectations and needs. Pacific Department staff will be responsible for monitoring and reporting on the implementation of the TA.

21. Three international consultants will be required for a total 14 person-months and one local consultant will be required for 10 person-months for the TA secretariat, with their services rendered intermittently. All consultants will be engaged by ADB in accordance with ADB's *Guidelines on the Use of Consultants* and other arrangements satisfactory to ADB for engaging domestic consultants. Terms of reference for the consultants are in Appendix 4. The reporting requirements for consultants will include an inception report, progress reports, and a final report summarizing the TA's outputs and achievements.

IV. THE PRESIDENT'S DECISION

22. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$600,000 on a grant basis for the Pacific Developing Member Countries' Leadership Enhancement and Advancement Program and hereby reports this action to the Board.

TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions
<p>Goal</p> <ul style="list-style-type: none"> Standard of living of the population of 14 PDMCs is improved through enhanced public and private service delivery 	<p>By 2007 compared with the 2004 baseline:</p> <ul style="list-style-type: none"> Improvement in delivering effective public and private sector management services Intermediate indicators at goal level 	<ul style="list-style-type: none"> National statistical data Government statistical and economic reports ADB annual development reports Development report of the Australian Agency for International Development United Nations <i>Statistical Yearbook</i> Opinion survey of the public, government employees, and external funding agencies 	
<p>Purpose</p> <ul style="list-style-type: none"> Improved management efficiency and effectiveness within public and private PDMC institutions and civil society organizations 	<p>By 2007 compared with the 2004 baseline:</p> <ul style="list-style-type: none"> Significant improvement in all 14 PDMCs' project planning and implementation performance in terms of time, costs, and technical quality criteria Significant improvement in all 14 PDMCs' administrative efficiency in terms of implementation, progress reporting, and accountability in relation to national, ADB, and other external funding agency-funded projects Significant improvement in the efficiency of all 14 PDMCs' nongovernment institutions in terms of client satisfaction TA beneficiaries become more knowledgeable about the concepts and principles of good governance TA beneficiaries learn tools and techniques to 	<ul style="list-style-type: none"> Evaluation by participants of training program modules Project performance reports Project completion reports and Project performance audit reports Opinion survey of the public, government employees, and external funding agencies Annual reports by service delivery agencies 	<ul style="list-style-type: none"> 14 PDMCs' strong ownership of the program provided under this TA 14 PDMCs' continued commitment to improve their peoples' quality of life 14 PDMCs continued ability to coordinate with each other Consultants' ability to identify training needs and carry out the training modules in a participatory manner Political, social, and environmental stability in the 14 PDMCs

Continued on next page

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions
	improve their development management skills <ul style="list-style-type: none"> • TA beneficiaries can tap reputable and credible service providers and educational or other learning institutions to address their capacity building needs 		
Outputs <ul style="list-style-type: none"> • Secretariat established • Steering committee constituted • TNA conducted for public and private sector midlevel and senior managers and technical staff • Network of development education and training providers for public and private policy, project planning, and management established • Trainers trained • Twinning arrangements between PDMCs institutions established 	<ul style="list-style-type: none"> • Office in ADB's PARD set up and consultants selected • Guidelines approved and organizational meeting convened after maximum of 2 months from approval date • TNA special study received by secretariat during 6th month of implementation • MOUs and partnership agreements signed • 42 trainers trained by 2007 • MOUs and partnership agreements signed within a year of implementation 	<ul style="list-style-type: none"> • TNA report, interim progress report, special studies reports, final report, TA completion report • Secretariat reports • Training institutions' reports • MOUs and partnership agreements • Training completion reports • MOUs and partnership agreements 	<ul style="list-style-type: none"> • Careful selection of participants to ensure that they are at the right level and possess adequate skills and experience • Participants are available to attend all training programs with sustained interest and commitment to fulfill and complete course requirements • Reach a critical mass for the trainees to enable them to apply what they learn in day-to-day work programs • Resource persons with the experience and skills to command the respect and attention of the participants are available • Ongoing duties and responsibilities of graduates and potential trainers will not preclude them from applying their knowledge and skills or conducting further training
Activities <ul style="list-style-type: none"> • Secretariat <ul style="list-style-type: none"> (i) Establish secretariat in ADB's PARD • Steering committee <ul style="list-style-type: none"> (i) Constitute steering committee (ii) Convene organizational meeting 	<ul style="list-style-type: none"> Start: month 0 Complete: month 1 Responsible: PARD staff Start: month 1 Complete: month 3 Responsible: PARD staff and secretariat staff Start: month 3 Complete: month 4 Responsible: secretariat 		

Continued on next page

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions
<ul style="list-style-type: none"> • TNA <ul style="list-style-type: none"> (i) Conduct survey of management needs in ministries, chambers of commerce, and civil society organizations (ii) Prepare TNA report for participating countries • Network of development education and training providers <ul style="list-style-type: none"> (i) Identify key education and training providers (ii) Prepare list of education and training providers, with recommendations, for ADB approval (iii) Develop MOUs and partnership agreements between education and training providers and the steering committee for approved institutions • Initial batch of participants trained <ul style="list-style-type: none"> (i) Identify and/or design training courses to address participants' needs (ii) Provide guidelines and invite applicants (iii) Screen and select candidates (iv) Training of trainers within governments, private sector institutions, and leading civil society organizations 	<p>Start: month 1 Complete: month 6 Responsible: secretariat</p> <p>Start: month 4 Complete: month 7 Responsible: secretariat</p> <p>Start: month 6 Complete: month 12 Responsible: secretariat and steering committee</p> <p>Start: month 3 Complete: month 5 Responsible: secretariat and steering committee</p> <p>Start: month 3 Complete: month 9 Responsible: secretariat and steering committee</p> <p>Start: month 6 Complete: month 10 Responsible: secretariat</p> <p>Start: month 10 Complete: month 12 Responsible: secretariat and steering committee</p> <p>Start: month 10 Complete: month 14 Responsible: steering committee</p> <p>Start: month 15 Complete: month 16 Responsible: secretariat</p>		

Continued on next page

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions
<ul style="list-style-type: none"> • Twinning arrangements with leading learning institutions in the region (i) Identify areas for cooperation between PMDCs member agencies and institutions (ii) Develop MOUs and partnership agreements among regional institutions (iii) Develop action plan to strengthen and sustain partnerships in performance monitoring 	<p>Start: month 17 Complete: month 18 Responsible: selected institutions</p> <p>Start: month 19 Complete: month 21 Responsible: secretariat and steering committee</p> <p>Start: month 21 Complete: month 24 Responsible: secretariat and partner institutions</p>		
<p>Inputs</p> <ul style="list-style-type: none"> • Training • TNA, administrative, and logistical support for regional training, and coordination of secretariat and steering committee 	<ul style="list-style-type: none"> • \$274,000 • \$326,000 	<ul style="list-style-type: none"> • ADB TA disbursement reports • ADB TA disbursement reports 	<ul style="list-style-type: none"> • Qualified project management training personnel are available and willing to work on the TA

ADB = Asian Development Bank, MOU = memorandum of understanding, PARD = Pacific Department, PMDC = Pacific developing member country, TA = technical assistance, TNA = training needs analysis.

BASIC ELIGIBILITY CRITERIA FOR CANDIDATES

Candidates for training under the Leadership Enhancement and Advancement Program will meet the following qualifications:

- i) be citizens of any of the 14 Pacific developing member countries;
- ii) have a degree equivalent to a minimum of 2 years of study at a university and 5 years of work experience in a development-related area and have undertaken activities indicating leadership ability;
- iii) be regular, permanent staff members in their present job or position within a government, private chamber of commerce, civil society organizations;
- iv) hold midlevel or senior positions in their ministry, department, or agency and be responsible for or assist with the development and implementation of development plans, programs, or projects covering a wide range of government or private sector operations;
- v) have basic computer literacy or be willing to take a basic computer literacy course as a precondition for training;
- vi) be in good health and willing to travel;
- vii) be able to communicate and write in English with reasonable fluency;
- viii) have undergone some training relating to their job or work and therefore are familiar with the style, milieu, and participatory demands of training; and
- ix) be able to work with a team or lead a team in training dynamics.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost
Asian Development Bank (ADB) Financing^a	
1. Consultants	
a. Remuneration and Per Diem	
i. International Consultants	176.0
ii. Domestic Consultants	30.0
b. International and Local Travel	40.0
c. Reports and Communications	10.0
2. Equipment	10.0
3. Training, Seminars, and Conferences	
a. Facilitators (resource persons/courses)	96.0
b. Training Program (participant travel cost and per diem)	178.0
4. Administrative Support	7.0
5. Contingencies	53.0
Total	600.0

^a Financed by ADB's technical assistance funding program.
Source: ADB estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. General

1. To implement the regional technical assistance, a secretariat will be set up consisting of three international consultants and one domestic training coordinator.

B. Institutional Development Specialist/Team Leader (international, 9.0 person-months, intermittent)

2. The team leader will be an expert in promoting and managing institutional development and be familiar with service delivery systems in the Asia and Pacific Region. The team leader should have an advanced degree in public or private sector management or in a development-related field and at least 10 years' relevant experience in the region, as demonstrated by direct involvement or an advisory role in building capacities for improved service delivery. Experience in conducting structured research, analysis, and presentations in relation to needs assessment, curriculum development, development planning and management, service delivery, corporate governance, and social audit is essential.

3. During the inception phase, the team leader will
- (i) formulate the detailed work plan, timetable, responsibility matrix, and risk management plan for the Leadership Enhancement and Advancement Program (LEAP);
 - (ii) oversee and coordinate the identification, selection, and profiling of LEAP beneficiaries;
 - (iii) conduct the training needs analysis (TNA);
 - (iv) draft and finalize the TNA report;
 - (v) develop the training course design;
 - (vi) prepare the terms of reference for course module developers and training service providers; and
 - (vii) develop the monitoring and evaluation framework to measure learning achievement and outcomes.
4. During the implementation phase, the team leader will
- (i) coordinate and supervise the overall implementation of LEAP;
 - (ii) ensure the implementation of all tasks in accordance with the work plan, timetable, and responsibility matrix developed during the inception phase;
 - (iii) manage and oversee the conduct of field trials;
 - (iv) coordinate and supervise the invitation of participants; and
 - (v) identify strategies and mechanisms to ensure the effective application of skills learned through LEAP.
5. During the evaluation phase, the team leader will
- (i) document and report lessons learned, and
 - (ii) conduct research on benefits and initial learning outcomes.

C. Two In-Service Training (INSET) Specialists (international, total of 5.0 person-months, intermittent)

6. The INSET specialists will be experts in training development and management for professionals from different cultural backgrounds. They must have at least 7 years of managerial experience and of directing capacity-building programs in the Asia and Pacific Region. The INSET specialists must have an advanced degree in public or private management, political science, psychology, or related disciplines.

7. During the inception phase, the specialists will
 - (i) develop and implement the design of the TNA,
 - (ii) assist the team leader in drafting and finalizing the TNA report,
 - (iii) assist the team leader in developing the design for the training course,
 - (iv) gather baseline information on the professional competencies of target trainees,
 - (v) develop quality standards and protocols for the design and delivery of training courses, and
 - (vi) develop learning assessment instruments.
8. During the implementation phase, the specialists will
 - (i) manage and ensure the timely implementation of training courses,
 - (ii) assure the quality of training courses delivered, and
 - (iii) monitor and report learning progress.
9. During the evaluation phase, the specialists will
 - (i) assist in documenting lessons learned,
 - (ii) prepare case studies on learning outcomes, and
 - (iii) assess LEAP's curriculum and training courses.

D. Training Coordinator (domestic, 10.0 person-months, intermittent)

10. The training coordinator will help the international consultants plan, organize, implement, monitor, and evaluate LEAP activities. The coordinator will have at least 15 years of relevant experience and be familiar with Asian Development Bank operations and regulations. The coordinator will

- (i) serve as the focal person of the secretariat for all communications;
- (ii) facilitate the invitation to and travel of participants to training venues;
- (iii) manage and maintain project records;
- (iv) coordinate and ensure the timely engagement of module developers and resource speakers;
- (v) liaise with concerned offices, partners, institutions, and governments in securing the appropriate decisions and actions to support LEAP activities; and
- (vi) assist with the planning and management of training courses.

E. Reporting Requirements

11. The team leader shall be required to submit the following incorporating inputs from other consultants:
 - (i) inception report within 4 weeks of the commencement of the technical assistance,
 - (ii) progress reports after each field visit and interim accomplishment reports, and

- (iii) final report summarizing outputs with appropriate documentation of achievements.