

**ASIAN DEVELOPMENT BANK**

**TAR:OTH 36128**

**TECHNICAL ASSISTANCE**

**FOR THE**

**NETWORK OF PUBLIC ADMINISTRATION INSTITUTES OF THE  
ASIA AND PACIFIC REGION**

**October 2002**

## ABBREVIATIONS

ADB	–	Asian Development Bank
DMC	–	developing member country
EROPA	–	Eastern Regional Organization for Public Administration
IASIA	–	International Association of Schools and Institutes of Administration
IIAS	–	International Institute of Administrative Studies
NISPACEE	–	Network of Institutes and Schools of Public Administration in Central and Eastern Europe
OECD	–	Organization for Economic Cooperation and Development
TA	–	technical assistance

## NOTE

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

This report was prepared by a team consisting of: Jak Jabes (Team Leader), Cedric Saldanha, and Clare Wee.

## I. INTRODUCTION

1. The public administration institutes in the developing member countries (DMCs) of the Asian Development Bank (ADB) are a potentially powerful indigenous advisory resource to strengthen governance and public management. This advisory resource has the important advantage of being substantially locally sustainable. The institutes can also potentially be very powerful institutional change agents based on their local knowledge, acceptability, and influence. The performance of these institutes and schools of public administration, however, varies greatly. Strong indigenous institutes exist in India and Malaysia. In other countries such as Afghanistan, Central Asian Republics, East Timor and in the Mekong DMCS, much work is still needed to help such institutions become agents of good governance.

2. A useful strategy in addressing the need for strengthening such institutions is the use of networks. The need for networks of professionals and institutions is now at the forefront of promoting good governance. The Organization for Economic Cooperation and Development (OECD) and the Inter-American Development Bank work with such networks of senior public administration officials. This approach is in many ways preferable to sole dependence on western expertise. If DMCs could turn to existing Asian networks for assistance, supporting capacity-building efforts would become more relevant and meaningful. Regional institutions well experienced in the Asian cultural and financial environment and related constraints could address such needs more effectively. If such institutions were linked through an association, it would then become easier to make demands for services from its membership. ADB is already mediating these efforts in a modest way, but should capitalize on the opportunity to address this issue.

3. ADB is positioned uniquely to support the establishment of a regional network of such institutes in Asia. This is also part of ADB's mandated role to catalyze greater regional cooperation and exchange of good practices for development.

4. An example of best practices network is the Network of Institutes and Schools of Public Administration in Central and Eastern Europe (NISPACEE), which was founded with initial support from the Austrian Government and OECD's Sigma Program<sup>1</sup> in 1994 with 15 member institutions. NISPACEE has proved that East-to-East cooperation for building capacity in transition economies is a viable alternative to purely West-East collaboration. Today, it is a thriving network with over 120 members.

5. The Eastern Regional Organization for Public Administration (EROPA) is the only existing regional network of public administration institutes in Asia and the Pacific. It currently comprises only 12 members.<sup>2</sup> However, EROPA is an intergovernmental organization catering to only a very limited number of institutions of its member governments and unable to provide services envisaged by the proposed network under this technical assistance (TA)<sup>3</sup> (para. 20). There are no other regional networks in public administration education and training in Asia and the Pacific.

---

<sup>1</sup> The Sigma program is an OECD program, in existence since 1992, funded mainly by the European Union to support good governance in the Central and Eastern European Countries. As part of its emphasis on building indigenous capacity, one of the Sigma program units focused on civil service and training issues and was instrumental in mobilizing interest and donor resources for the NISPACEE Network.

<sup>2</sup> Members of EROPA are Australia, People's Republic of China, India, Indonesia, Iran, Japan, Republic of Korea, Malaysia, Nepal, Philippines, Thailand, and Viet Nam.

<sup>3</sup> The TA first appeared in *ADB Business Opportunities* in September 2002.

6. The International Association of Schools and Institutes of Administration (IASIA) is an international network that was formally incorporated in 1971. IASIA has a worldwide membership of 200 institutions in 70 countries of which 30 are in 13 Asia and Pacific countries.<sup>4</sup> With headquarters in Brussels, it is affiliated with the International Institute of Administrative Studies (IIAS). The activities of IASIA members include education and training of administrators and managers, and related research, consulting, and publications. IASIA is a clearinghouse for regional and national associations throughout the world concerned with public administration education and training. Its worldwide membership provides organizations from various parts of the world, having the same concerns, with the opportunity to consider and advance their interests from a global perspective. This capacity makes mutual support and assistance more possible and helps serve the needs arising from the increasingly international nature of the environment in which governments and their public services are called on to operate. It also facilitates initiatives that may enhance the institutional and operational effectiveness of member organizations and of the public sector internationally. Due to its affiliation with IIAS, IASIA can also make use of research fellows and the extensive reference library of IIAS, thereby providing a wide array of information.

7. IASIA holds annual conferences and is supportive of regional associations. A presentation related to launching a possible network for the Asia and Pacific region was made at the last IASIA conference during a session devoted to regional cooperation. Potential participants from the region enthusiastically endorsed the need for such a Network during the conference.<sup>5</sup> At this meeting, the Korea Institute of Public Administration and the National School of Administration of the People's Republic of China argued the need for this network and signaled that they were eager to lead this process together with ADB.

## II. ISSUES

8. Governance, and more specifically public administration, has become a priority development concern for most DMCs in the region. It is one of the key strategic objectives of ADB. External assistance for governance and capacity building to DMCs has generally taken the form of studies, training, placement of advisors, budget support related to conditionalities, etc. Most such interventions have had difficulty in achieving the sustained building of governance capacity. It appears necessary to complement them with the building of indigenous governance advisory capacity and to encourage local solutions to the major deficiencies of public management and the delivery of basic services.

9. Asia and the Pacific covers a wide geographic range, with countries of varied political systems. Established democracies, monarchies, small island states, and so-called "transition economies" in the process of changing from a command to a socialist market economy dot the landscape. Most of the countries, except the very small ones including most of the island states of the Pacific, have institutions dedicated to educating and training citizens in public administration. Some of these institutions are recent; some are in transition themselves; and a certain number are well-established solid institutions with a proud history, strong administrative culture, and reputable teaching.

---

<sup>4</sup> Bangladesh, People's Republic of China, Fiji, India, Indonesia, Malaysia, Mongolia, Philippines, Thailand and Viet Nam are ADB DMCs with one or more institutional members.

<sup>5</sup> J. Jabes and C. Saldanha. 2002. "Building Capacity for Sustainable Development in Asia and the Pacific: A Proposal to Network Public Administration Schools and Institutes," Paper presented to the Annual Conference of the International Association of Schools and Institutes of Administration, Istanbul, Turkey, 17-20 June.

10. The Asian crisis of 1997 showed the degree to which the region is vulnerable in its march towards economic growth and development. The more developed countries also suffered from this crisis. Lack of good public management and related training may have played a role. Strengthening of the public service in Asia and the Pacific is key to growth because, as countries move more and more towards degrees of liberalized economies, the regulatory function of government becomes crucial for success.

11. In the less developed countries, weaker public administration institutions have limited means to access consistent and long-term support for reform save for the odd participation in a development project. If one considers geography in the subregions, there are countries where many similarities exist, both historic and systemic. For example, the Central Asian republics are often characterized by their Soviet past, overcentralized systems, and degrees of linguistic and religious commonalities. The countries of the Mekong subregion are experimenting with a mixed political system, which keeps political control within the state apparatus while bringing in elements of market. In South Asia, extensive moves are afoot to open economies further, in pace with emerging economies in East and Southeast Asia such as Malaysia and Thailand. In each subregion, the similarities militate for some degree of regional cooperation in public administration education in order to capitalize on regionally available capacity and respond to market efficiency. There is a need to complement project-based capacity development with the building of indigenous governance/public administration advisory capacity, and to encourage local and regional solutions to the major deficiencies of public administration.

12. Most aid to such educational and training institutions has taken the technology transfer approach. When the aid is bilateral, staff of institutions have been awarded study visits to learn the ways of the aid-providing country. Multilateral aid, when occurring, has simply provided more choice in a similar process. The net result often has been the transference of inappropriate technologies and public management models, and nonsustainable development as the learning, skills, and capacity tend to disappear when an aid agency's program ends. Little attempt has been made to tie the development of public administration institutions to the development of the civil service and the budget process. There is a need in Asia and the Pacific as a region and in its subregions for networking institutions to obtain better synergy, save effort, and sustain long-term viability.

13. It is essential that ADB, as the premier development agency of the region, represent the region and its interests in various regional and global bodies, because such bodies play a significant role in key development issues. Through association with existing and new networks, ADB can ensure that the needs and views of the DMCs are adequately publicized, and benefits from these bodies and networks accrue appropriately to the DMCs.

### **III. THE TECHNICAL ASSISTANCE**

#### **A. Purpose and Output**

14. The long-term goal of the TA is to enhance the capacities of the public administration institutes of DMCs and their contribution to making government in DMCs more efficient and effective. This can be effectively and efficiently achieved through more regional institutes and schools of public administration assisting each other with locally tested best practices.

15. The immediate purpose of the TA is to put in place a network for the public administration institutes of DMCs, particularly with regard to (i) identifying potential DMC

members for this network, (ii) building the network's ability to provide effective capacity-building services to member institutes on a sustainable basis, (iii) encouraging sharing of expertise and good practice among members of the network, and (iv) identifying potential sources of sustainable financing.

16. Expected outputs are:

- (i) a regionwide public administration forum as a first step to establishing an Asia and Pacific network of public administration institutes and schools, and developing a related action plan with tangible outputs and outcomes;
- (ii) implementation of the agreed upon action plan over an 18-month period, including launching the network;
- (iii) establishment of a secretariat for the network that will be the catalyst for (a) managing the network, and (b) disseminating best public administration good practices of the region to member institutions; and
- (iv) election of a steering group to give strategic direction to the network.

17. The TA framework is outlined in Appendix 1.

## **B. Methodology and Key Activities**

18. To launch the network, a list of key institutions involved in public administration education, training, and research in DMCs, with emphasis on discerning the more established and stronger institutions, will be established. IASIA will help ADB in identifying these institutions. During this phase a few key institutions may be identified to help start up the network process along with ADB. The final choices will be made by ADB, and the process will be solely led by ADB.

19. Interested Institutions will be invited to a regionwide forum to establish the network; agree on its mission, structure and operating principles; and select a steering group to produce the by-laws. A secretariat will also be established. These activities will be organized and led by ADB.

20. Based on the outcomes of the initial forum, the steering group and secretariat will decide which of the following activities will be provided to the membership in the first instance, with the understanding that the network will eventually supply its membership with all or most of these activities:

- (i) hold regional or subregional meetings whenever appropriate,
- (ii) exchange staff within the region,
- (iii) exchange students within the region,
- (iv) host staff from outside the region,
- (v) hold seminars for staff development (consultation skills),
- (vi) establish relations with other regional networks,
- (vii) create working groups to undertake specific research activities,
- (viii) inform members via a newsletter,
- (ix) have a publication program,
- (x) improve relations with external aid agencies,
- (xi) develop a database of regional resources,
- (xii) produce an electronic journal,
- (xiii) raise funds,

- (xiv) train researchers, and
- (xv) work on educational/training/consultancy projects.

21. Sustainability of such a network is very important. Recent experience from NISPACEE shows that, with a proactive secretariat, flexible structure and motivated steering committee, it is possible to become self-sustainable by attracting external interest while undertaking useful research and training tasks on a regional basis. Once the secretariat is established and supported to obtain necessary funding, ADB will not make future financing commitments. Preliminary contacts suggest a motivated potential membership, but risks exist if the interest cannot be mobilized over time into an active network. However, experience with NISPACEE indicates that sustainability risks can be substantially minimized. ADB will work with potential aid agencies and the network steering committee and secretariat to help obtain necessary funding to make the Network sustainable using the NISPACEE experience as model.

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

22. The total cost of the TA is \$300,000 equivalent. The TA will be financed on a grant basis by ADB's TA funding program. Details of the cost estimates are in Appendix 2.

### **D. Implementation Arrangements**

23. The TA will be implemented by the Governance and Regional Cooperation Division. Aid agencies and other regional public administration networks will be consulted. Participating DMCs' concurrence with the TA will be obtained on a no-objection basis.

24. The detailed terms of reference of the TA consultants are in Appendix 3. All consultants will be selected and engaged in accordance with ADB's *Guidelines on the Use of Consultants* and other arrangements satisfactory to ADB for the recruitment of domestic consultants. The TA will require 8 person-months of international and 18 person-months of domestic consulting services. IASIA will be directly selected (Section 6.13 of the *Guidelines*) to carry out the international consulting services. The domestic consultants will be engaged as individuals. IASIA will undertake the initial tasks of the TA, in particular the achievement of Output 1 identified in para. 16. IASIA is the only international association of its kind, and has had significant experience in the establishment of networks for public administration institutions. It is therefore best placed to assist ADB in establishing the database of institutions in the region, making initial contacts, and managing the regionwide public administration forum as a first step to starting up the network. IASIA will also benefit from and rely upon NISPACEE and its experience.

25. The TA activity will begin on 1 December 2002 and be completed by 30 November 2004.

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

26. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$300,000 on a grant basis for the Network of Public Administration Institutes of the Asia and Pacific Region, and hereby reports this action to the Board.

## TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p><b>Goal</b> Enhance capacities of public administration institutes and schools in DMCs</p>	<p>Innovations in training programs, reach of institutes and schools of public administration into the public sector</p>	<p>Staff profiles, curricula changes over time  Institutes publications and catalogues for prospective students and trainees</p>	<p>Change in leadership of institutes and schools of public administration  Difficulties in tailoring outputs to requirements of each institute and school of public administration</p>
<p><b>Purpose</b> A regional network of schools and institutes of public administration in place for Asia and the Pacific</p>	<p>Effective by end of 2003</p>	<p>Number of institutions and schools of public administration which join the network</p>	<p>Regional institutes and schools of public administration show no interest; budgetary limitations of institutions and schools in the region preclude them from becoming members or attending activities</p>
<p><b>Outputs</b></p> <ol style="list-style-type: none"> <li>1. Regionwide public administration forum to develop an action plan with tangible outputs and outcomes</li> <li>2. Establishment of a secretariat for the network</li> <li>3. Election of a steering group for the network</li> <li>4. Network in operation</li> </ol>	<p>Decides objectives of network  Effective in administrative tasks by mid-2003  Institute staff vie to be on steering group</p>	<p>Number of institutes and schools of public administration that attend  Secretariat reports  Steering group minutes</p>	<p>Attendance is low due to budgetary constraints; difficulty in finding qualified/interested candidates  Lack of active participation of candidates  Lack of representation from DMCs Demotivated secretariat/steering group</p>
<p><b>Activities/Inputs</b></p> <ol style="list-style-type: none"> <li>1. An annual conference organized by the network</li> <li>2. Engagement of international and domestic consultants to provide technical expertise and administrative assistance to fulfill secretariat duties until the network is launched</li> <li>3. Dissemination of information, newsletter, and preparation of publications</li> </ol>	<p>First meetings by 2004  Identified list of institutes and schools of public administration  8 months of international and 18 months of domestic consultants Institutes and schools of public administration receiving newsletter and information</p>	<p>Feedback reports  Completed consulting services  Newsletter reaching target institutions and schools of public administration; completed publications</p>	<p>Database of institutes and schools of public administration incorrect  Relevant information and material received for publication from potential members  Engagement of high-caliber consultants  Continued networking</p>

DMC = developing member country.

**COST ESTIMATES AND FINANCING PLAN**  
(\$'000)

<b>Item</b>	<b>Cost</b>
1. Consultants	
a. Remuneration and Per Diem	
i. International Consultants	67.0
ii. Domestic Consultants	33.0
b. International and Local Travel	30.0
2. Training, Seminars, and Conferences	
a. Experts Meeting	40.0
b. Conference	80.0
3. Miscellaneous TA Administration and Support Costs	20.0
4. Contingencies	30.0
<b>Total</b>	<b>300.0</b>

Source: Asian Development Bank estimates.

## OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

1. The technical assistance (TA) will be developed by the International Association of Schools and Institutes of Administration (IASIA) acting as the international consultant, with domestic consultants serving as the secretariat of the future network, until the network is operative. The consultants will work closely with the Asian Development Bank (ADB) counterpart staff to combine their expertise and findings.

### **A. Public Administration Institutions Network Development Expert (international, 8 person-months)**

2. The expert will
- (i) compile a database of schools and institutes of public administration in Asia and the Pacific including program information and key contacts for each institution within as broad a geographic range as possible;
  - (ii) visit, if necessary, selected institutions to gauge interest and support for the network and agree on preliminary objectives for it;
  - (iii) help organize an expert meeting with up to 12 institutions from the region to establish a working group to draft a charter for the network;
  - (iv) provide advice and support the launching of the network including foundation instruments such as bylaws, charter, etc.;
  - (v) prepare for the launching conference, including giving advice to the domestic consultants;
  - (vi) provide support at the conference for handling the first general assembly of the network; and
  - (vii) advise on the design of a newsletter, publication program, and capacity-building program for member institutions.

### **B. Network Secretariat Expert(s) (domestic, 18 person-months)**

3. The consultant(s) will have relevant background and extensive experience in liaising and maintaining relations with institutions abroad, as well as broad knowledge of public administration knowledge and administrative skills. The consultant (s) will

- (i) assist in the organization of data gathering by the international consultant and consult with relevant officials from governments of developing member countries (DMCs) and other organizations to add to the database;
- (ii) facilitate the dissemination of information regarding the network to prospective members;
- (iii) prepare a business plan and tentative work program that could be adopted by the governing institutes of the network when it starts to function;
- (iv) put in place the processes that will be necessary for the institutional maintenance of the network such as records;
- (v) organize a correspondence system, including distribution of circulars, newsletters, reports, etc.;
- (vi) enlarge and enlist new potential members for the network; and
- (vii) organize the launching conference.