



Technical Assistance Report

Project Number: 41581
September 2008

Democratic Republic of Timor-Leste: Capacity Building to Strengthen Public Sector Management and Governance Skills, Phase III (Financed by the Japan Special Fund)

CURRENCY EQUIVALENTS

The currency of the Democratic Republic of Timor-Leste is the United States dollar.

ABBREVIATIONS

ADB	–	Asian Development Bank
KSG	–	Kennedy School of Government
MSA	–	Ministry of State Administration
NIPA	–	National Institute of Public Administration
NUTL	–	National University of Timor Lorosae
OALGD	–	Office of Administration for Local Government and Development
TA	–	technical assistance

TECHNICAL ASSISTANCE CLASSIFICATION

Targeting Classification	–	General intervention
Sector	–	Education
Subsector	–	Higher Education
Themes	–	Governance Capacity Development
Subthemes	–	Human Resource Development

NOTE

In this report, “\$” refers to US dollars.

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I. INTRODUCTION

1. Consistent with the overarching goal of reducing poverty in Timor-Leste, the Asian Development Bank (ADB) supported two earlier phases to this technical assistance (TA)¹ to develop public sector management and governance skills for improved delivery of services in Timor-Leste. During these two TA projects (2002–2008), ADB worked closely with the Ministry of State Administration (MSA) and the National Institute of Public Administration (NIPA) to (i) develop essential skills and competencies of district and subdistrict public officials, community leaders, and a pool of local trainers; (ii) and develop and implement a needs-based training curriculum for this group. Phases I and II trained three groups of people (trainors, district/sub-district officers of MSA and village leaders) in six competency module areas: (i) problem-solving, (ii) leadership and management, (iii) practical math, (iv) project development and management, (v) cooperation with others, and (vi) local development administration. MSA and NIPA trainers were also trained in these areas. Training modules and sourcebooks in English and Bahasa Indonesia languages were published and disseminated. Under Phase II, this training was extended to mobile training teams who provided on-site, on-the-job, and district-based training programs to local officials and community leaders. Under Phase II, an additional three competency area modules were developed: (i) local government resource management, (ii) community development, and (iii) training management.

2. Within this context and in view of the effectiveness of ADB support,² the Government asked ADB to provide additional assistance to further develop management and governance skills for civil servants.³ This phase III TA project⁴ will build on the gains of the first two phases in three ways: (i) it will provide consolidating training to groups already trained under Phases I and II, (ii) it will train new identified groups of civil servants (central officers of MSA and district/sub-district officers of ministries other than MSA), and (iii) it will develop the institutional capacity of NIPA to provide high-quality education and training programs in response to NIPA recently being delegated as the agency to provide for all civil servant training across the board in Timor-Leste. The TA is included in ADB's Timor-Leste 2008–2010 country operations business plan. The Government reaffirmed the need for the TA during fact-finding mission discussions from 7 to 9 June 2008.

II. ISSUES

3. Capacity remains very low across all areas of government in Timor Leste and is complicated by low education and little training, a still evolving role of government, and limited experience of many public servants in public administration and decision making. Building the capacity of the public sector is essential to improving governance and restoring stability, and is a top priority of the Government. Capacity building will need to address individual, organizational, interorganizational, and environmental constraints.⁵

¹ ADB. 2002. *Technical Assistance to the Democratic Republic of Timor Leste for Capacity Building to Strengthen Public Sector Management and Governance Skills*. Manila (TA 3839-TIM, approved on 5 March 2002); and ADB. 2003. *Technical Assistance to the Democratic Republic of Timor Leste for Capacity Building to Strengthen Public Sector Management and Governance Skills (Phase II)*. Manila (TA 4272-TIM, approved on 18 December).

² Outlined in TA evaluation reports for phase I (TA Completion Report: Capacity Building to Strengthen Public Sector Management and Governance Skills) and phase II (Draft TA Completion Report: Capacity Building to Strengthen Public Sector Management and Governance Skills) TA projects.

³ Letter of Timor-Leste Minister for State Administration, the Hon. Arcangelo Leite, to ADB dated 25 February 2008.

⁴ The TA first appeared in the business opportunities section of ADB's website on 16 May 2008.

⁵ As outlined in Pacific Department. 2008. *Technical Assistance Capacity Principles Checklist*. Manila: ADB (4 August).

4. Public sector capacity-building initiatives in Timor-Leste have been a major focus of the international community. However, much of this effort has been limited in coverage, project-based, donor-driven, fragmented, and discontinuous. Results have been uneven, and the overall progress of efforts has been slow. Moving forward, capacity development needs to support key policy initiatives, strategically target core government roles (including policy formulation, budget management, and personnel management), and foster accountability and transparency in decision making.

5. The phase I and II TA projects helped build the basic competencies of local authorities by providing basic skills training to district and subdistrict officials of MSA and community leaders using a needs- and competency-based training curriculum, consistent with priorities identified in the Capacity Development for Governance and Public Sector Management Program prepared by the Government with support from the United Nations Development Programme. The two TA projects also strengthened the capacities of NIPA and a pool of local trainers on training management. Feedback from the trainees and partners on ADB assistance was sought through three mechanisms: (i) end of course participant evaluations, (ii) testimonials and interviews of key MSA and NIPA officials, and (iii) a tracer study (survey of trainees). Testimonials from the trainees and tracer study indicate that the ADB-assisted training programs significantly improved trainees' proficiency and that training interventions were effective in enhancing work performance. Lessons learned from the two previous phases of assistance are as follows: (i) the capacity of civil servants is very low and requires a long-term approach and support, (ii) while training is an important factor which will improve service delivery, there are other factors which are relevant to the enabling environment for service delivery (sufficient budget allocation, lack of corruption) which will need to be addressed at the same time in a broader context. Future training under phase III will need to be in line with broader civil service reforms which are planned for Timor, (iii) peer training has proved very effective as an option, and (iv) due to the high turnover in positions across the civil service, it's important to have strong institutional systems and frameworks in place to withstand such personnel changes. These lessons have been incorporated in the design of phase III.

6. While the phase I and II TA projects resulted in significant gains, many government executives still lack the necessary competency. Knowledge and skills in a range of areas need to be developed, particularly in community development and resource management. Improving the government–community interface and the public sector's ability to manage resources effectively will be critical in building confidence in government. Further, NIPA was recently mandated to autonomously function as the key government agency responsible for civil service education and training. It also has a new mandate to deliver and confer degree programs in public administration. Accordingly, it needs to meet the demand of developing capacities of local authorities, community leaders, and the entire civil service, which in the process will require that NIPA's own internal capacities be strengthened.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

7. The intended impact of the TA is improved competencies of public servants to undertake service delivery. Achievement of this impact will be demonstrated by more efficient, effective, and responsive provision of social goods and services as measured by government

performance reviews and citizens' satisfaction rating of public service delivery.⁶ The intended outcome is enhanced operating and functional skills of civil servants in service delivery, particularly in the subdistricts. This will be achieved by focusing on (i) improving professional competence of civil servants by providing education and training assistance, (ii) strengthening NIPA's institutional capacity to deliver quality professional programs, and (iii) improving access by NIPA and the civil service to instructional materials and knowledge products on public administration and governance training. The design and monitoring framework is in Appendix 1. TA activities will be designed in detail with participatory input from key stakeholders, in particular district civil servants. Progress will be assessed against broader civil service performance benchmarks. Key civil service agencies, particularly MSA, are expected to participate in monthly activity progress reviews. MSA may use independent monitors to supplement its own capacity.

B. Methodology and Key Activities

8. The phase I and II TA projects focused on developing the professional competencies of local authorities to more efficiently and effectively carry out their duties and responsibilities as civil servants. The phase III TA project will sustain the strategic interventions and build on experiences of previously ADB-funded projects in Timor-Leste that were highly successful in generating results and outcomes.

9. To promote participation and use of local knowledge and skills, the planning, organization, implementation, and monitoring of TA activities will be undertaken in partnership with the Government and stakeholders including other international development organizations. As under phases I and II, where ADB TA modules were utilized or complimented by other donors AusAID and UNDP⁷, phase III assistance will be coordinated with relevant donors. Government counterparts will take the lead role in implementing the TA activities, while TA consultants will perform advisory roles such as mentoring and coaching functions. Transfer of technology from experts to TA beneficiaries will be emphasized.

10. Extensive research and consultations will be conducted to develop a relevant and effective public administration curriculum, which will be aligned with national development priorities, building on an assessment of local capacity in key areas of public administration. Existing public administration curricula in the country will be reviewed and adopted to the extent possible, and appropriate competency benchmarks identified. The curriculum will specify intended learning outcomes, sequence of courses, content of each course, suggested instructional and reference materials, teaching methodology, and assessment methods. Training and skills development will be targeted at public sector benchmarks, and emphasize accountability and decision-making. Short customized training courses will be provided where appropriate.

11. Under the TA, NIPA will continue to provide training to local authorities based on the six module needs-based training curriculum developed under phases I and II. Local authorities and NIPA have not yet been trained using three new training modules developed under phase II: (i) local government resource management, (ii) community development, and (iii) training management. This will be done in phase III. As under phase II, mobile training teams will be supported to help implement district-based training courses.

⁶ The World Bank has conducted surveys of citizen satisfaction. ADB supported application of citizen report cards and e-learning tools on citizen report cards.

⁷ Under AusAID's Capacity Building Facility in Timor-Leste project and UNDP's Timor-Leste Local Development Programme (United Nations Capital Development Fund).

12. NIPA will deliver the academic courses with assistance from the National University of Timor Lorosae (NUTL). NUTL will confer degrees. The TA will facilitate a partnership agreement between MSA, NIPA, NUTL, and Ministry of Education. It will develop and implement an institutional development plan for NIPA. The plan will include development of faculty and staff of NIPA and NUTL. Noting wider public administration reforms foreshadowed for Timor-Leste, NIPA must build effective linkages with the independent civil service commission, which is soon to be established, especially with respect to agreed uniform public sector standards and roles.

13. As part of the institutional strengthening of NIPA, the TA will provide training for faculty and staff to build their professional competencies on curriculum development, subject matter, pedagogy, assessment, and research. Capacity development of NIPA will be pursued through a faculty and staff exchange program and twinning arrangements with educational institutions in the Asia and Pacific region. In achieving these objectives, NIPA will work under a memorandum of understanding for academic cooperation signed during the phase II TA with the National College of Public Administration and Governance of the University of the Philippines. A capacity-building needs assessment of NIPA and NUTL faculty and staff will be undertaken.

14. The TA will facilitate enrollment of NIPA staff in regional professional and academic associations such as the Network of Asia Pacific Schools and Institutes of Public Administration and Governance, and the Eastern Regional Organization of Public Administration. NIPA and NUTL will be provided with education and training standards, instruments and protocols for assessment of teaching and learning, case studies and teaching materials from the Kennedy School of Government of Harvard University, subscriptions to academic journals, and textbooks.

15. Another key TA activity is the establishment of a system of academic equivalency and accreditation (for NUTL) of NIPA training courses. With such a system in place, successful completion of training courses delivered by NIPA will enable candidates to earn academic credits toward a university degree and/or certificate, or satisfy academic requirements. The system will increase the stature and prestige of NIPA training programs, and help sustain demand for NIPA courses. MSA and the Ministry of Education are cooperating to implement a system of academic equivalency and accreditation of NIPA training courses.

C. Cost and Financing

16. The total cost of the TA is estimated to be \$600,000 equivalent. ADB will provide \$500,000 equivalent on a grant basis from the Japan Special Fund, funded by the Government of Japan. The Government will provide \$100,000 equivalent. The detailed cost estimates and financing plan are in Appendix 2.

D. Implementation Arrangements

17. MSA, the Executing Agency for the TA, will assume the primary role in TA design, implementation, monitoring, and evaluation of results. To the extent possible, other agencies NIPA, Office of Administration for Local Government and Development (OALGD), NUTL, and Ministry of Finance will be consulted during TA development and management. Coordination with development partners will be actively pursued to ensure complementarity and avoid duplication of efforts.

18. NIPA, the Implementing Agency, will assist MSA with overall TA coordination with ADB. MSA and NIPA will together be responsible for ensuring adequate support is provided for a

small team of project consultants to access relevant information, office space and facilities, and transportation. The TA consultants will work closely with MSA and NIPA in implementing the TA.

19. The TA will be implemented from September 2008 to September 2011. It will require 32 person-months of international and 108 person-months of national consulting services. ADB will engage the consultants as individual consultants in accordance with its *Guidelines on the Use of Consultants* (2007, as amended from time to time). Training equipment and materials will be procured in accordance with ADB's *Procurement Guidelines* (2007, as amended from time to time). The outline terms of reference for the consultants are in Appendix 3.

IV. THE PRESIDENT'S DECISION

20. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$500,000 on a grant basis to the Government of Timor-Leste for Capacity Building to Strengthen Public Sector Management and Governance Skills, Phase III, and hereby reports this action to the Board.

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets and/or Indicators	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
<p>Impact Improved competencies of public servants to undertake service delivery</p>	<ul style="list-style-type: none"> • Citizens' satisfaction rating of public service delivery 	<ul style="list-style-type: none"> • Citizens' survey 	<p>Assumptions</p> <ul style="list-style-type: none"> • Assessment of demand for TA reveals an enabling policy and institutional environment (including adequate budget resources and lack of corruption) • Top leadership supports and is committed to continuing professionalization of the civil service system • Civil servants carry out functions efficiently and effectively
<p>Outcome Enhanced operations and functional skills of civil servants in service delivery, particularly in the subdistricts</p>	<ul style="list-style-type: none"> • Government performance review 	<ul style="list-style-type: none"> • Report cards • Official reports and publications 	<p>Assumptions</p> <ul style="list-style-type: none"> • Enabling policy and institutional environment in place • Top leadership supports and is committed to continuing professionalization of the civil service system
<p>Outputs 1. Civil servants successfully trained in professional competencies in public administration and governance</p> <p>2. Institutional capability of NIPA to deliver high quality and demand-driven education and training programs on public administration and governance strengthened</p>	<ul style="list-style-type: none"> • 120 district and subdistrict civil servants educated and trained in public administration and good governance • System of accreditation and equivalency established for NIPA courses • Accreditation of NIPA courses by NUTL and/or Ministry of Education • Increased collaboration between NIPA and NUTL 	<ul style="list-style-type: none"> • Official reports and publications • Student and trainee assessment and feedback • Course evaluation • Student and trainee assessment and feedback • Official reports and publications 	<p>Assumptions</p> <ul style="list-style-type: none"> • Policies and programs continue • Involved government agencies cooperate effectively • Collaboration with development partners is effective • Technical and financial support is available • Competent NIPA faculty and staff are recruited • NIPA participates in the process and indicates ownership of outputs • Technical and financial support is available • Faculty and staff support is adequate • Partnerships with educational and training institutes in the region are effective

Design Summary	Performance Targets and/or Indicators	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
<p>3. Access to and use of instructional materials and knowledge products on public administration and good governance</p>	<ul style="list-style-type: none"> • Formal agreement to access and use instructional materials and knowledge products secured 	<ul style="list-style-type: none"> • Student and trainee assessment and feedback • Official reports and publications 	<ul style="list-style-type: none"> • Faculty and staff development program is effective • Memorandum of agreement between NIPA and NUTL is consummated • Senior support is secured from MSA and Ministry of Education • Learning resources are regularly updated and maintained • Technical and financial support is available • Partnerships with educational and training institutes in the region are effective
<p>Activities with Milestones</p> <p>Component One: Education and Training</p> <p>1.1 Conduct needs assessment, months 2–4</p> <p>1.2 Survey leading academic curricula and professional courses on public administration and governance, months 2–4</p> <p>1.3 Design and develop academic curricula on public administration and governance, months 4–8</p> <p>1.4 Propose curriculum designs, by month 9</p> <p>1.5 Approve academic curricula, by month 10</p> <p>1.6 Design and develop a system of academic accreditation and equivalency of NIPA training programs, months 3–6</p> <p>1.7 Approve system of academic accreditation and equivalency, by month 9</p> <p>1.8 Design and develop accreditation and equivalency instruments, months 10–11</p> <p>1.9 Test applicants and trainees for accreditation and equivalency, months 12–14</p> <p>1.10 Award academic credits to initial batch of NIPA trainees, months 12–14</p> <p>1.11 Admit first batch of enrollees to the bachelor of public administration, months 12–15</p> <p>1.12 Admit first batch of enrollees to the diploma of public administration, by month 15</p> <p>1.13 Commence program of 2-year course or associate degree, by month 16</p> <p>1.14 Commence program of 3-year course, by month 16</p> <p>1.15 Conduct field-based training of 60 district and/or subdistrict officers and 120 village and/or community leaders, months 2–24</p> <p>1.16 Conduct monitoring, supervision, and evaluation of the education and training programs, months 2–36</p>			<p>Inputs</p> <ul style="list-style-type: none"> • ADB: \$500,000 (from the Japan Special Fund) • Government: \$100,000 (in-kind) <p>32 person-months of international consulting services</p> <p>108 person-months of national consulting services</p>

Activities with Milestones	
<p>Component Two: Institutional Development</p>	
<p>2.1 Develop selection criteria for the NIPA faculty to be involved in curriculum design and development, teacher training, faculty exchange, and teaching, months 5–6</p> <p>2.2. Train at least five NIPA faculty on curriculum design and development, months 7–10</p> <p>2.3. Train at least five NIPA faculty on effective teaching practices, months 10–12</p> <p>2.4. Train at least seven NIPA faculty and staff on educational administration, by month 12</p> <p>2.5. Draft agreement between NIPA and one or two reputable academic institution on public administration and governance (to support curriculum development, teaching and/or training functions, and materials development), months 2–5</p> <p>2.6. NIPA signs formal agreement with one or two reputable academic institution on public administration and governance (to support curriculum development, teaching and/or training functions, and materials development), by month 6</p> <p>2.7. Implement faculty exchange program, months 13–24</p> <p>2.8. Apply for membership in the Network of Asia Pacific Schools and Institutes of Public Administration and Governance and/or Eastern Regional Organization of Public Administration, by month 12</p> <p>2.9. Become a member of the Network of Asia Pacific Schools and Institutes of Public Administration and Governance and/or Eastern Regional Organization of Public Administration, by month 13</p> <p>2.10. Monitor progress, months 1–36</p>	
<p>Component Three: Knowledge Products and Instructional Materials</p>	
<p>3.1. Liaise with the KSG, Harvard University, <i>to access and use</i> the case program, months 10–13</p> <p>3.2. Sign agreement with the KSG, Harvard University, <i>to access and use</i> the case program, by month 13</p> <p>3.3. Procure case studies from KSG, by month 16</p> <p>3.4. Identify textbooks and academic journals on public administration and governance for procurement, months 9–11</p> <p>3.5. Procure textbooks, by month 12</p> <p>3.6. Secure subscription, by month 12</p> <p>3.7. Monitor utilization, months 12–36</p>	

ADB = Asian Development Bank, KSG = Kennedy School of Government, MSA = Ministry of State Administration, NIPA = National Institute of Public Administration, NUTL = National University of Timor Lorosae, TA = technical assistance

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost
A. Asian Development Bank Financing^a	
1. Consultants	
a. Remuneration and Per Diem	
i. International Consultants	334.0
ii. National Consultants	59.0
b. International and Local Travel	38.0
2. Workshops, Training and Seminars, and Conferences	17.0
3. Miscellaneous Administration and Support Costs	2.0
4. Contingencies	50.0
Subtotal (A)	500.0
B. Government Financing	
1. Office Accommodation and Transport	80.0
2. Remuneration and Per Diem of Counterpart Staff	15.0
3. Contingencies	5.0
Subtotal (B)	100.0
Total	600.0

^a Financed by the Japan Special Fund, funded by the Government of Japan.
Source: Asian Development Bank estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. **Team Leader, Institutional Development Specialist** (international, 12 person-months, intermittent)

1. The team leader should have extensive experience in institutional planning and development (in particular, change management), professional education and training management, academic curriculum design and development, and policy formulation and implementation. Work experience with the National Institute of Public Administration (NIPA) and Timorese civil servants, and knowledge of capacity development approaches in a resource-constrained environment are essential. The team leader will ensure participatory approaches are followed in implementing the technical assistance (TA), and will serve as a technical advisor to the NIPA director. Responsibilities include the following:

- (i) Provide overall intellectual leadership, coordination, and direction for the TA.
- (ii) Conduct learning needs assessments of faculty, staff, and prospective students; and utilize the results in the design and implementation of appropriate instructional interventions.
- (iii) Design the NIPA academic curricula for public administration and governance.
- (iv) Oversee and coordinate the pilot for the curricula.
- (v) In collaboration with the Ministry of State Administration, Ministry of Education, National University of Timor Lorosae (NUTL), and NIPA, design the system for academic accreditation and equivalency of NIPA training courses, and facilitate its approval and implementation.
- (vi) Facilitate the establishment of twinning arrangements between NIPA and other educational and training institutes in the region.
- (vii) Facilitate the enrolment of NIPA in regional professional and academic associations such as the Network of Asia Pacific Schools and Institutes of Public Administration and Governance, and the Eastern Regional Organization of Public Administration.
- (viii) Guide and monitor training of local authorities and other civil servants under the TA.
- (ix) Formulate the institutional development plan for NIPA.
- (x) Organize and coordinate the faculty exchange program.
- (xi) Oversee the development and completion of an academic records system, education and training standards, and faculty and student manual.
- (xii) Lead the provision of teaching cases and library support to NIPA.

B. **Senior Advisor on Civil Service Education and Training** (international, 2 person-months, intermittent)

2. The senior advisor should be a well-rounded expert in various aspects of professional education and training with experience dealing with national and subnational government agencies, donors, private sector, and civil society organizations. Familiarity with the Timor-Leste public administrative system is desirable. Working closely with NIPA, NUTL, other stakeholders, and TA consultants, the senior advisor will (i) provide technical inputs to the design, pilot, and implementation of academic curricula on public administration and governance; and (ii) recommend concrete and practical measures to strengthen institutional capacities in Timor-Leste for the delivery of quality education and training to civil servants. Responsibilities include the following:

- (i) Develop the strategic development plan for civil service education and training in Timor-Leste.
- (ii) Act as technical advisor for the design, development, and pilot of academic curricula for public administration and governance.
- (iii) Act as technical advisor for the establishment of a system of academic accreditation and equivalency of NIPA training courses.
- (iv) Help facilitate twinning arrangements.
- (v) Identify staff and logistical requirements for NIPA to effectively perform its mandate.

C. Academic Coordinator and Quality Assurance Specialist (international, 12 person-months, intermittent)

3. The coordinator should have a strong background in professional development of civil servants and be experienced in the design and implementation of quality assurance programs. Experience working with public institutions, NIPA in particular, is critical. The coordinator will work closely with the NIPA director, NIPA and NUTL faculty and staff, and TA consultants in organizing and managing the TA's educational and training programs; and be responsible for ensuring quality teaching by NIPA and NUTL. Responsibilities include the following:

- (i) Build NIPA capacity in line with the NIPA strategic development plan.
- (ii) Develop and establish an academic records system in NIPA.
- (iii) Formulate and implement student evaluation of courses and teachers.
- (iv) Establish education and training standards to be observed by NIPA and NUTL.
- (v) Clarify the teaching, research, training, and administrative support functions of NIPA faculty and staff.
- (vi) Formulate a faculty and staff development plan for NIPA and NUTL.
- (vii) Develop faculty and student manuals.

D. Lecturers and Trainers (international, 6 person-months; national, 108 person-months)

4. A pool of lecturers and trainers will be organized and utilized. Lecturers and trainers should have extensive experience in teaching and training. They will primarily teach the subjects or sessions assigned to them and actively participate in the mentoring and coaching program for NIPA and NUTL faculty and staff. Responsibilities include the following:

- (i) Develop course syllabi and lesson plans.
- (ii) Carry out assessment, monitoring, and evaluation of course requirements.
- (iii) Provide academic input and/or feedback on existing and new courses as well as on course development.
- (iv) Maintain appropriate records and make information available as required by NIPA and NUTL.