

**Training for Public Administration  
and Management in Developing Countries**  
**A Review**

Samuel Paul

WORLD BANK STAFF WORKING PAPERS  
Number 584

MANAGEMENT AND DEVELOPMENT SERIES  
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The World Bank  
Washington, D.C., U.S.A.

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1818 H Street, N.W.  
Washington, D.C. 20433, U.S.A.

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Manufactured in the United States of America  
First printing July 1983  
Second printing January 1985

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When this paper was first published Samuel Paul was professor at the Indian Institute of Management, Ahmedabad and consultant to the World Bank.

#### **Library of Congress Cataloging in Publication Data**

Paul, Samuel, 1930-

Training for public administration and management in developing countries.

(World Bank staff working paper ; 584. Management and development subseries ; no. 11)

I. Public administration—Study and teaching—Developing countries. I. Title.  
II. Series: World Bank staff working papers ; no. 584. III. Series: World Bank staff  
working papers. Management and development subseries ; no. 11.

JF1338.A2P38 1983 350.1'5'091724 83-14554  
ISBN 0-8213-0234-5

## Abstract

This paper reports the results of a survey of the trends, developments, and problems in public administration and management training (PAMT) in developing countries. The survey is based largely on published information and is limited to the training of middle- and upper-level personnel in government, including those in public enterprises.

The patterns of growth and impact of PAMT in developing countries over the past thirty years are examined in the first part of the paper. The reasons for the rather limited impact of training in many countries, the lessons to be learned from the more successful training institutions, and recent innovations in training designs and methods are among other aspects highlighted in the paper. The major conclusions are:

(1) While the training infrastructure in the developing world has in recent decades expanded and diversified, its utilization and effectiveness have lagged behind significantly.

(2) Among the reasons for the poor utilization and limited impact of training are the inadequate training policies of governments, weaknesses in the design and management of training institutions, and failure to match faculty (trainers) resources, curricula, training materials and methodologies relevant to the emerging needs of developing countries.

(3) There is evidence of a growing interest in the formulation of national training policies in several countries in recent years. Experiments with newer and more relevant modes of training are being undertaken in different parts of the world, often with assistance from donor agencies.

The findings of the survey have important policy implications for improving the links between training and career development policies of governments, formulating national training policies and plans, utilizing training facilities more effectively, and establishing priorities for international assistance.

## Acknowledgements

A number of persons and organizations have assisted me in the preparation of this paper. Participants at a seminar jointly organized by the World Development Report Core Team and the Education Department of the World Bank made valuable comments on the earlier version of this paper. The ILO, UNDP, UNDDA, Commonwealth Secretariat, USAID and the Ford Foundation furnished me a number of useful documents and reports. Among the many colleagues in the Bank who commented on the paper and assisted me at different stages in the preparation of this paper are Aklilu Habte, Pierre Landell-Mills, Selcuk Ozgediz, Abdun Noor, Mats Hultin, Arturo Israel, Peter Wright and Francis Letham. I am extremely grateful to all of them though the responsibility for any errors that remain is entirely mine.

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## Foreword

This study is one in a series of World Bank Staff Working Papers devoted to issues of development management. Prepared as background papers for the World Development Report 1983, they provide an in-depth treatment of the subjects dealt with in Part II of the Report. The thirteen papers cover topics ranging from comprehensive surveys of management issues in different types of public sector institutions (for example, state-owned enterprises, the public service, and local government agencies) to broad overviews of such subjects as planning, management training, technical assistance, corruption, and decentralization.

The central concern underlying these papers is the search for greater efficiency in setting and pursuing development goals. The papers focus on the role of the state in this process, stress the importance of appropriate incentives, and assess the effectiveness of alternative institutional arrangements. They offer no general prescriptions, as the developing countries are too diverse--politically, culturally, and in economic resources--to allow the definition of a single strategy.

The papers draw extensively on the experiences of the World Bank and other international agencies. They were reviewed by a wide range of readership from developing and developed countries inside and outside the Bank. They were edited by Victoria Macintyre. Rhoda Blade-Charest, Banjonglak Duangrat, Jaunianne Fawkes, and Carlina Jones prepared the manuscripts for publication.

I hope that these studies will be useful to practitioners and academicians of development management around the world.

Pierre Landell-Mills  
Staff Director  
World Development Report 1983

## Glossary

AIM	:	Asian Institute of Management, Manila
AIPA	:	Autonomous Institutes of Public Administration
APDAC	:	Asian and Pacific Development Administration Centre
ASC	:	Administrative Staff College
CAFRAD	:	African Training and Research Center in Administration for Development, Tangiers
CARICAD	:	Caribbean Center for Development Administration
CLAD	:	Latin American Center for Public Administration
CPA	:	Central Personnel Authority
CA	:	Commonwealth Secretariat, London
CSA	:	Civil Service Academy
ECA	:	Economic Commission for Africa (United Nations)
EDI	:	Economic Development Institute of the World Bank
ENA	:	Ecole Nationale d'Administration (National School of Administration)
ESAMI	:	East and Southern African Management Institute, Arusha
IASIA	:	International Association of Schools and Institutes of Administration
ICAP	:	Central American Institute of Public Administration
IIMA	:	Indian Institute of Management, Ahmedabad
INCAE	:	Central American Institute of Business Administration
INTAN	:	Institut Tadbiran Awam Negara (National Institute of Public Administration), Malaysia
IST	:	In-service Training
KIA	:	Kenya Institute of Administration
PAMT	:	Public Administration and management Training
PAID	:	Pan-African Institute for Development
PET	:	Pre-entry training
PIP	:	Performance improvement programming
PRT	:	Project-related training
R & D	:	Research and development
SD	:	Self-development
UDA	:	University Departments of Administration
UNDDA	:	United Nations Division of Development Administration

## Contents

	<u>Page No.</u>
Summary	1
I. Introduction	7
II. Evolution and Growth of PAMT	18
III. Training Policies	30
IV. Training Institutions: Their Structure and Programs	41
V. Evaluation of Training	52
VI. Design and Management of Training Institutions	67
VII. Recent Developments in Training	74
VIII. Conclusions and Policy Implications	85
 Appendix INTAN of Malaysia: A Case of Successful Training Strategy	 100



## SUMMARY

Public management training in developing countries has expanded and diversified considerably in the past three decades. Most countries had limited training facilities before 1950. Since then, a large number of new institutions has been established in the developing world, initially with the active support of aid donors.

International surveys on the pattern of growth of training institutions show that the number of training institutions has increased fourfold (from 70 to 280) during the past two decades. The number of public servants who have been trained has increased fivefold or more in such countries as India, Malaysia, and the Philippines during this period.

Among aid agencies, such as the United Nations, the United States Government, and Ford Foundation, nearly \$250 million have been spent for creating, or upgrading, public administration training institutions during 1951-62. Training assistance to developing countries by the United Nations in 1981 alone amounted to \$70 million; this included 11,500 overseas training fellowships. The World Bank's expenditures on project-related spending has increased dramatically from \$38 million in 1976 to \$187 million in 1981.

In recent years, newer types of institutions have emerged to augment the supply of training programs. In addition to civil service academies, university departments, schools, and autonomous institutes of administration, administrative staff colleges, management institutes, sectoral training centers, project-related training by donors, and regional or intergovernmental institutions have joined the network, each in response to newly emerging problems and needs. Five regional and intergovernmental institutions are in operation today, three under UN auspices. However, the first two categories still constitute the dominant elements in the network.

The major contribution of governmental and university training institutions has been in the area of pre-entry training. Though in-service training has expanded in recent years, its coverage in terms of personnel training remains small. Both pre-entry and in-service training are heavily biased in favor of the central administrative cadres. Even so, among civil servants, only one out of seven in Turkey and one out of five in India would

receive some in-service training in their entire career. Training of lower-level personnel tends to receive lower priority in the process. There is, thus, evidence of a skewed distribution of training opportunities and experiences in developing countries. Interestingly enough, senior-level administrators seldom undergo training within their own countries. Their lack of exposure to new administrative practices and management concepts has been reported to be a barrier to the proper use of the trained personnel working under them.

#### Limited Impact of Training

Most evaluation studies of training institutions are agreed that the impact has fallen far short of expectations both in terms of the numbers of personnel trained as well as in the effective utilization of resources. Not more than 5-10% of public servants in most developing countries are likely to receive training in any given year; this contrasts with nearly 25% in developed countries such as the U.S. and Japan. Moreover, the expansion of training infrastructure has not been matched by an effective utilization of the facilities and a balanced distribution of training opportunities. Even the impact of project-related training by donor agencies has been less than optimal because in many cases a short-term view of training was adopted and adequate care was not taken to plan and monitor this activity. The inability of imported training models to adapt to local needs and conditions has certainly contributed to this problem.

The limited impact of public management training can be attributed to three important factors:

(1) Absence of, or inadequacies in, training policies. Very few countries have comprehensive training policies which offer guidelines on training needs assessment, design and planning of training programs, and monitoring and evaluation of training. Training costs are seldom planned and monitored.

The trends in this area seem to indicate a growing interest in the development of training policies, especially among the countries of Africa. International exchange of ideas and experiences on policy formulation have increased in recent years. In Asia, the experience of a few countries, which have adopted training policies, shows that the hardest task is the integration

of training policy with the broader personnel policies of government. However, adoption of a training policy is no guarantee that it will be implemented. The commitment of both political and bureaucratic leadership is an essential condition for implementation. Furthermore, without policy capabilities and skills within government, tasks such as needs assessment, evaluation, and monitoring will not be accomplished even if commitment to policy exists.

(2) Problems in the design and management of training institutions.

These problems have been recognized in a number of country evaluation reports. The experience of the more successful institutions, such as the Indian Institute of Management, Ahmedabad and the National Institute of Administration (INTAN), Malaysia shows that a mix of institutional features is essential to achieve a high level of performance. Focus on a single factor, such as organization structure or locating the institution within the President's office, may not by itself lead to better performance. Among the relatively well managed institutions, there is a mix of institutional features which permit effective autonomy to plan and adapt institutional strategies. Other features include a strong focus on the multiple but related tasks of training; research and consultancy; close linkages with client groups; a critical size of faculty and investment in their development; a participatory style of decision making; and leadership with stability.

There are several entry points available to governments to improve the management of their institutions. The choice of a suitable leader, external reviews to probe performance problems, and strengthening faculty development are examples of such interventions. Clearly, a careful situational analysis must precede the choice of the entry point.

(3) Mismatch of programs, curricula, and methods. The mix of training activities organized by the different categories of institutions varies a great deal. Some are concerned chiefly with pre-entry training, whereas others concentrate on in-service training. Some cater to the needs of governments, others meet both public and private sector needs. Their programs cover general administration as well as functional and specialized aspects of administration. Recent developments in training and the major problems being faced by training institutions are summarized below.

Over the years, as the development tasks and problems of countries have changed, the focus of training has also changed to cope with new needs. A strategy adopted by some countries is to widen the network of institutions to meet their diverse training needs. Thus, management institutes have begun to play a useful role in public service training. New sectoral training centers have emerged in some countries. However, it is the government's own institutions and university departments and schools which have been least able to adapt and respond to these new needs. In many countries, their curricula, training materials, and methods have virtually remained unchanged over long periods. The lecture method, for example, is still widely prevalent and very little research and development work has been done to develop indigenous training materials and experiment with new modes and methods of training. In rural development, the adoption of new development strategies has led to a variety of training experiments, such as the action-learning approach; this is a promising approach to training, though it is too early to judge its long-term impact on performance.

#### Policy Implications

If training is to be effective, developing country governments must intervene in their personnel policies to create strong linkages between career development plans and training of personnel, and improve the career prospects of trainers themselves. There is a need to link training to performance appraisal systems and promotion policies to motivate public servants to make better use of training. At the national level, monitoring of training can be strengthened and at the regional level, support can be extended to regional cooperation in training. Perhaps, a nodal agency can be established within the government to be responsible for these tasks.

Governments which do not have formal training policies need to evolve guidelines to develop internal capabilities. The guidelines must cover the objectives and types of training that the government will support the training needs of government agencies and public enterprises, the design and preparation of a training plan based on needs assessment and resource availability, and the financing of training. In addition, the guidelines must take into account the monitoring and evaluation of training with special emphasis on linkages with career development and the roles and responsibilities of different agencies in performing the various tasks.

While there is a need to establish new institutions where serious training gaps exist, a more effective utilization of the existing facilities could lead to significant gains at little extra cost. Governments could reallocate resources within the existing framework, for example, by reducing long-duration pre-entry training programs and increasing in-service training, and by mobilizing nongovernmental institutions to participate actively in such training. At the same time, barriers to training effectiveness can be reduced by strengthening research and development for training. The nodal agency can play a key role in this effort by coordinating the assessment of training needs by different agencies, financing the development of new program designs and training materials, and supporting the development of faculty staff on a long-term basis for the public service and public enterprises. Governments can also help in the better management of existing institutions by choosing very carefully leaders, who would head them, and by ensuring these leaders a reasonable degree of stability and autonomy to plan and adapt institutional strategies, and strengthening their linkages with client organizations.

International assistance can play a useful role in filling many gaps in training activities. For example, analysis of the World Bank's project-related training could yield useful insights on how to organize this training component and which of the better approaches can usefully be transferred. The training designs and materials used in one project may have relevance for others. International assistance could play a useful role in several areas:

- Disseminating knowledge about better personnel policies, systems, and practices, and the lessons of institutional development, based not only on the experience of developed countries, but of developing countries which have introduced innovations in this field. Regional institutions can play a leading role in dissemination process.

- Meeting training gaps in specialized areas such as financial management and supervisory training and assisting in the introduction of new systems in government.

- Giving priority to the training of trainers in developing countries.
- Linking project-related training with local institutions.

- Supporting faculty development, and improving training materials and methods, especially through regional cooperation for the benefit of the smaller, developing countries.

## I. INTRODUCTION

Training has long been recognized as an important instrument of human resource development. Technical assistance programs financed by the developed countries and multilateral development agencies have devoted considerable attention and resources to the task of strengthening and upgrading the training capacities of the less developed countries (LDCs). International assistance to LDCs in the field of training (technical, administrative, and other types) amounted to \$800 million in 1980 compared with about \$50 million in 1960.<sup>1/</sup> It is estimated that assistance for public administration and training accounted for \$20 million in 1960 and \$80 million in 1980. Over the past three decades, governments of LDCs have invested heavily in the establishment of a wide variety of educational and training facilities with and without foreign assistance. The World Bank has estimated that the total public expenditure on education by all LDCs combined has risen from \$9 billion in 1960 (2.4% of their collective GNP) to \$38 billion in 1976 (4% of their GNP).<sup>2/</sup>

Training in public administration stands out as one aspect of manpower development which was accorded a special place in the early years of technical assistance programs. Institutions for the training of public servants were set up in many LDCs and foreign experts assisted in their early planning and management. Over 7,000 public servants and potential trainers from LDCs were sent for abroad training in the 1950s as part of a strategy to strengthen the institutional capacities of these countries to manage their new programs for development.<sup>3/</sup> Though the resources for this form of technical assistance seem to have declined over the past decade, training facilities and activities in LDCs have, on the whole, continued to grow.

While there have been isolated efforts to evaluate the impact of specific training institutions and programs, it is fair to say that no comprehensive survey of the growth and impact of public service training in LDCs has been attempted by anyone so far.<sup>4/</sup> The growing concern about management as a constraint on development in recent years has once again focused attention on the need to strengthen the institutional capacity of LDCs in public service training. Since public service training is an ongoing activity, it is important to analyze the evidence and assess the strengths and weaknesses of the existing training strategies and institutional arrangements before designing new ones.

### Objectives and Scope of Study

Public service training usually refers to the training of all categories of personnel employed by a government. Though the development of all types of personnel is important, our focus will be on the training of only one category of public servants, viz. those who have managerial and administrative responsibilities. Their training needs and resource requirements differ in important ways from those of technical personnel who perform highly specialized functions and clerical personnel at lower levels who perform routine functions, but do not supervise the work of other public servants. As their careers develop, it often happens that specialists are also called upon to play managerial roles. This explains the growing trend in many countries to blend technical and managerial functions during in-service training.<sup>5/</sup>

The terms "administration" and "management" are sometimes used interchangeably. Nevertheless, they do have different connotations. In general, management is seen as a positive, opportunity seeking, and change-oriented concept whereas administration connotes a greater degree of passivity and orientation towards the status quo. According to Kenneth Rothwell:<sup>6/</sup>

"Administration is usually thought of as accepting goals from outside the system, as depending upon resources from other systems and being instructed in the use of means. Management, on the other hand, is usually thought of as developing goals within the system, using resources over which the system has control, and being free in the use of means. Receiving its authority from outside (or above) and referring its decisions and results elsewhere, administration is self-contained and acts as principal rather than as agent".<sup>6/</sup>

tended to become less sharp in the public sector because over the years, governments have increasingly undertaken development programs and projects. There is a growing awareness that public managers responsible for development tasks must be active and able to influence change even though they are subject to external



policy constraints. Public administration is no longer concerned solely with "maintenance" and "implementation", but also with the formulation of goals in the context of given environments. The growing use of the term "public management" underscores the view of the public administrator as a manager with an entrepreneurial and decisionmaking role.

The importance of this role, of course, tends to vary with the level of the public servant in government. It is common practice to categorize managers by senior, middle, and low levels according to the degree of their involvement in the formulation and implementation of policy. A senior level manager responsible for strategic decisions and target setting is more concerned with the goal setting process and monitoring of performance of tasks than with the actual implementation of tasks in the field. The permanent secretary of a ministry or the head of a national agricultural program, for example, tends to play this role in a developing country. The middle-level manager is more concerned with the implementation of his program and the control of specific activities than with policy formulation. A regional manager in a national program or a district officer would fall into this category. A low level manager is one whose primary preoccupation is with implementation and supervision of work in a limited functional or geographical area, for example, a village-level health supervisor. The role of the public administrator/manager in influencing goals and policies increases with his level in the organization. There is a continuum rather than a dichotomy between policy and administration.

Public servants, irrespective of their levels in the hierarchy, must possess the conceptual knowledge, skills and attitudes relevant to the performance of their jobs. Training refers to the process of developing or augmenting such knowledge, skills and attitudes in a person with a view to enabling him to apply them in his work situation. In the case of a factory worker, training could be defined narrowly in terms of specific operational skills, such as weaving, machining, and so on. In the public sector, however, the requirements of a person's job may be such that the objectives of training have to be more broadly defined. It is well known, for example, that in military training strengthening the patriotic and ideological commitment of officers is an important objective. In the corporate world, managers are imparted not only technical skills, but also an appreciation of the corporate ideology and skills in team work.