

# **TOWARDS AN ASIA PACIFIC DEVELOPMENT CENTRE**

**A REPORT**

**BY**

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## Table of Contents

	Paragraphs
I. Introduction	1 - 4
II. A vision of the APDC	5 - 10
III. Shift in Training Role	11 - 18
IV. Widening Research Concerns in Development	19 - 29
V. Characteristics of the APDC	30 - 68
1. autonomy	
2. constituency	
3. pursuit of quality	
4. linkages with national institutions and regional outreach	
5. links with ESCAP and other regional and international organizations	
6. size	
7. interdisciplinarity - its organization and management	
8. women's program area	
9. women's program area: organi- sation and operation	
10. funding	
VI. The Legal Instruments: Structure and Process	69 - 75
VII. Organization and Operation	76 - 86
VIII. Work Program for the Initial Period	87 - 88
IX. Transitional Problems	89 - 91



## I. INTRODUCTION

1. The United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) at its thirty-fifth (1979) session adopted Resolution 191 (XXXV) on the subject of the integration of the following regional research and training institutions: the Asia and Pacific Development Institute, the Asian and Pacific Development Administration Centre, the Social Welfare and Development Centre for Asia and the Pacific, and the Asia and Pacific Centre for Women and Development.

The resolution commended that a single integrated regional training and research institution, named the Asian and Pacific Development Centre, be established in the ESCAP region and that the Centre should maintain a close-cooperative and working relationship with ESCAP.

The Resolution requested the Executive Secretary, ESCAP, in consultation with the United Nations Development Programme, (UNDP), the United Nations Office of Legal Affairs, and ESCAP member and associate member Governments, to proceed to formulate a Draft of a Charter for the proposed Centre.

2. In order to assist him in the implementation of this Resolution, the present author was engaged as his special consultant with broad terms of reference which included the articulation of the Centre's basic philosophy and its mode of operation, its work program, and its structure. In the discharge of his responsibilities, the author was guided by the Report of the ESCAP/UNDP Task Force on Programme support for Regional Institutions of December 27, 1978, and by the Report of the Expert Group Meeting on Programme Frame for the Asia and Pacific Development Centre of 28 May - 1 June, 1979, at Pattaya, Thailand.

He also had consultations with the Directors of the 4 merging institutions in a meeting of the Steering Committee and has visited the institutions for additional discussions with the Directors and their staff, to further acquaint himself with the work of these institutions.



3. In order to obtain reactions from representatives of various national development institutions on several issues related to the establishment of the Asia and Pacific Development Centre, a consultative meeting of such institutions was convened as part of the preparatory work in setting up this Centre.

The consultative meeting held in Bangkok from October 22-23, 1979, was attended by participants from 12 national development institutions, representatives of the 4 integrating institutions, of the Ford Foundation, of the United Nations University and of the United Nations Centre for Regional Development. The issues discussed included an assessment of what the Asia and Pacific region needed from a regional development institution and the consequential role of the Centre; the autonomy and accountability of the Centre; the outreach; clientele and linkages of the Centre; and the organization and management of interdisciplinarity within the Centre. In addition, a working group of the APDC of government experts from various countries, including Bangladesh, Pakistan, Japan, Australia, India, Philippines, Malaysia and Nepal, held in Bangkok on December 20 - 21, 1979, was invited to discuss the emerging concept of the APDC, its objectives and roles, its organization and legal structure to meet these objectives and roles, and to discuss funding levels required to meet these objectives and roles, as well as the work program for the initial period.

4. The author also had three times intensive consultations with UNDP Headquarters regarding the APDC structure and procedure of establishment. He also visited China, India, Japan, Pakistan, Malaysia, Philippines and also the Netherlands for discussions with government officials and various development research institutions, and to ascertain their views and expectations regarding the purposes, and the functions of the Centre.

Because of the difficulty in covering the Pacific Ocean region in the available time, the Executive Secretary invited Dean Carlos P. Ramos to visit the countries in that region and to ascertain their needs and expectations regarding the APDC. His findings will be reported separately.



## II. A VISION OF THE APDC

5. From these consultations it emerged how radically changed the expectations were with regard to a regional training and research institution. The need was very clearly felt for a strong, compact and independent Centre for advanced development studies, capable of providing intellectual leadership in the search for development models more suited to the specific needs of the Asia-Pacific region, and a.o. capable of dealing effectively with the problems of massive poverty characteristic of large parts of Asia, but also to provide leadership in the study of problems of regional interdependence and development.
6. Such a Centre should have a capability to conduct high quality policy-research, but also have a training dimension. It should at the point of "maturity" consist of 25 - 35 professional policy analysts and administrators. Its output should consist of first rate books, studies, articles for wide dissemination, but also of consultancy studies done at the request of governments.
7. Such a Centre should be able to enhance the innovative capacity of governments as well as of non-governmental organizations in the development field, through training, teaching and dissemination of information through publications, workshops, seminars and conferences.
8. It should also be able and ready, when invited, to provide advisory services to governmental and other development institutions.
9. Fifthly, the Centre should also be capable of providing cooperation services for economic and technical cooperation among developing countries at the regional level.
10. Finally, the Centre should be able to act as one of the strong hubs in a multiplicity of net-works of individual researchers and administrators as well as of national research and training institutions in the Asia-Pacific region, and through its activities, simultaneously strengthen those institutions at the national level.



### III. SHIFT IN TRAINING ROLE

11. There are a number of reasons for this shift in the perception of needs. In the first place it should be realized that in the last decade, as development has progressed, national capabilities in research and training have grown as well. Several countries of the region have developed an effective capacity for the training of middle level civil servants to meet their developmental needs. It would be redundant for the APDC to try to develop similar capabilities in competition with some of the excellent institutions which now exist at the national level.
12. Of course, some of the island countries in the Pacific and the landlocked countries, as well as some specific target groups including women and youth, continue to need international and regional support to meet their training needs. In many cases the APDC could meet these needs through TCDC arrangements with some of the first rate national institutions in the region. It should be one of responsibilities of the APDC to make such arrangements and, where necessary, to provide these national institutions with the necessary additional resources to enable them to meet the specific training needs of these countries. Only when no suitable national institution can be found, willing and capable to meet such specific needs, should the APDC itself undertake such a program.
13. The Centre should also continue to play a role in the intra-regional exchange of experience in experimentation and innovation in the area of training, with a view to assist in the furtherance of the quality of national institutions and to help speed up developmental learning processes at the national level.
14. Apart from such special cases, the Centre will have to focus its training role primarily on indirect training, i.e. the training of trainers, the development of training methods and materials, curricula and training modules, to be adapted and used by training institutions at the national level, and the research that has to go into the preparation of such a role. The reasons for such a shift of



emphasis are obvious. The training needs in a region as vast and as diverse as the Asia-Pacific region, are so great that anything a single regional Centre could do within its limited resources, would be a drop in the bucket. No less important however, is the realization that new frontiers in development training have opened up, where the Centre could play a creative role of great importance.

15. Training, as distinct from education, is usually defined as the transmission of established knowledge, techniques and methodologies in a particular field, while education is more concerned with the development of the capacity to learn, to develop new knowledge through research and the capacity to innovate. The experience in two development decades has made it clear that the integration of development efforts in their various economic, social, political and cultural aspects, forces us to broaden the traditional conception of training. It has turned out to be of the utmost importance that public administrators at all levels see the connections between the various fields and are able to deal effectively with the various ramifications of developmental action in one own's field. While the transmission of the techniques and methodologies which constitute the usual toolkit in development planning, implementation and evaluation remains important, the premises on which these techniques and methodologies have been developed, have now very much come into question. It is therefore no longer enough to train people in how to do things, how to plan, how to implement, how to organize, administer and monitor, but they should also know the why of particular techniques, methodologies and courses of action. This requires the development of new methods of program implementation and of training, for which in turn fresh research is needed.

16. Also policy research has increasingly shown the crucial importance of the interaction between planning and implementation. No policy and no program can be considered adequately formulated unless the environment on which that policy will have to impact, and the characteristics of the agents of implementation, their limitations and their strength, and their internal dynamics, have



been taken fully into account. This interaction between stated policy, implementing agency and the environment, inevitably leads to different kinds of training. It has now become obvious that both planning and implementation have to have a built-in research component, which will make continuous feedback possible, required for continuous course corrections and adjustments.

Here again a built-in research component in development planning and implementation becomes an essential tool in important processes of social learning involving not only the targetgroups, but also the development agents and the planners. No training program should ignore this dimension in its design.

17. In addition, the difficulties conventional development programs have had in reaching the poorest of the poor, and the need that has now become obvious to develop the countryside through the participation of rural communities and of the poor, have led to new insights into the management of rural and social development. Important experiments are going on in various places in the region in community irrigation, social forestry and other forms of social infrastructure development in the rural areas. They require new management techniques that deal with the capacity of a national bureaucracy to develop and nurture community organizations. These techniques will have to be drawn from the findings of action-and participatory research in the countryside. It is from this type of research as well, that new concepts of training for social learning and the appropriate training modules will have to be developed, as very few of the traditional training tools will be applicable here. In a way, it is not only that the premises underlying training methodologies and techniques have come into question, the concept of development itself has now become problematical. In the final analysis development is the management of social change. There is now the beginning for a new concern about the political cost of this type of management. It has now also become clear that development through management from the political and administration centre of the country is unable to deal with a wide range of problems at the bottom of society, and that as a result the deeper wellsprings of social action which are embedded in the cultural sub-stratum of society have in the



large, populous areas of Asia, remained outside the reach of centrally managed development policies. In several countries we are now witnessing a rural and traditionalist backlash against the often urban notions about development which have dominated national efforts at modernization. This leads us to three major problems in the area of development management and administration, each with important implications in the area of development training.

One is the problem of managing the essentially contradictory requirements of the rational allocation of limited resources at the national level, and the requirements for autonomy, selfreliance and local initiative at the bottom of society, in the villages, and among the poor, the marginalised and the socially weak.

Second, is the management of development from below at a macro scale. It is no longer possible in this regard to deal with traditional cultures either as an obstacle to be overcome or otherwise manipulated, or as an irrelevancy to be shunted aside.

If development of large populous countries is to be a function of the revitalisation and dynamisation of the countryside, then the key may well lie in finding ways to turn these traditional cultures into a developmental resource. Combined with the need for rural industrialisation, this may lead to different modernisation trajectories and ultimately to different models of development.

Development management in that case will have to become more responsive to cultural values and cultural dynamics in facing the everpresent ethical dilemmas in the development effort.

Third, as much of the massive rural and urban poverty in Asia is of a structural character, making it unresponsive to exclusively economic inputs, development management will have increasingly to be able to deal with structural problems and with how to bring about structural change.

Many planners and development administrators in the region have shown their concern about these problems. A great deal more study and research will be required before we know what the planning and operational implications of these problems are. But it is already clear, that although development training may have to continue to teach the traditional planning and management techniques for want of better tools at present, the trainers to be trained by the APDC. should be sensitized to the questions surrounding the dynamics of



the development process, and should be stimulated to participate in the research that will ultimately lead to more socially and culturally sensitive forms of training aimed at increasing the learning capacity of development agents and institutions.

18. In short, development administration is in the process of moving away from its earlier, almost exclusive preoccupation with efficiency and effectiveness, and has begun to realize their relativity in the face of structural disparities, the requirements of social justice and participation. It has moved into areas of management of rural development, problems of social institution building, the management of social development and of structural transformation. There are no established techniques or methodologies in these frontier areas. But these are the areas where the APDC should be.

#### IV. WIDENING RESEARCH CONCERNS IN DEVELOPMENT

19. The broadening of the range of research needs which a regional centre is expected to respond to is no less profound. In the first place however, it should be noted that research and training, broadly defined, are mutually reinforcing and enriching activities, and should not be separated if an institution is aiming at quality. The quality of training will be enhanced by research, not only through research for the development of teaching materials or as a training tool, but through autonomous research unrelated to these training needs as well. Likewise, an institution's capacity to maintain good research quality may well be impossible without a teaching and training dimension. Nevertheless, the thrust of the preceding paragraphs show the need for any new regional research and training centre to develop a different mix between research and training, and to show a substantially greater emphasis on research. Especially, because in addition to the research problems mentioned earlier, new research needs have arisen within the region.



20. There is a new need, for instance, for policy research at the regional level, and for strengthening national capacities for policy studies at the national level. This does not mean that the Centre should necessarily do policy analysis on national problems, though the Centre should be able to play a consultancy role at the request of national governments. In addition, the Centre could play a supportive role in improving such national capabilities, e.g. through the development of the relevant analytical models for specific policy problems on the basis of comparative research. Through seminars, workshops, and senior fellowships, the results of such studies could be discussed and disseminated. In this way, the Centre could meet the needs of senior civil servants as well as academics and other intellectuals, and add to national and regional capacities to handle many new problems.

21. Existing development theories have proven to be inadequate in dealing with a range of development problems specific to the large, densely populated low income countries in the Asian region. Despite the establishment of the Integrated Rural Development Centre at Comilla in Bangladesh, there will remain a wide range of problems in this area which will continue to require greater understanding and systematic knowledge through research. These problems relate especially to the rural/urban connexion : the expansion of urban industrial production into traditional economies and the inter-relationship with self-reliant, integrated rural development; or conversely, what kind of modern sector industrialization would be supportive of integrated rural development, capable of meeting the nation's need to reduce external dependency, and to become or remain internationally competitive? In addition, we still lack a coherent urban development strategy. There are important fragmentary urban studies available, but there is no comprehensive conceptual framework that allows us to come to grips with the problem of primate cities which are so rapidly growing in this region, and to relate growth to rural and national development. There is also the search for a resource and energy conserving, environmentally responsible development strategy, that would suit the needs of the large, low income countries of the region. Generally, one might say that there is a need for a development strategy which will enable us



to deal more effectively with the continuing problems of massive poverty, unemployment and inequity. To do so, it will not be sufficient to deal with development only in its policy and planning aspects, not even including its implementation and managerial aspects. Above all, it will be necessary to increase our understanding of development as a social and political process, and as an expression of the marginalized sectors of its population.

22. Another range of problems are those connected with the interdependence in the region : collaborative research and cooperation for development and collective self-reliance in various sub-regions, models of growth and development of a sub-region as a whole, consistent with similar models for individual countries. A clear need has also developed for transnational research, i.e. research dealing with the impact of national policies or development plans on other countries in the region, both as a way to help avoid conflict arising from particular national policies, but also as an important means to improve greater intra-regional, or intra-subregional economic co-operation. As such, transnational research would greatly enhance the capacity of the region for collective self-reliance. We should include here also research into international economic issues, trade and investment flows, but also research which relates interests of countries in the region to the third world's general effort towards a new international economic order. The need for research in this area has become even more urgent in light of the lack of progress in the North-South dialogue. In addition, but still in the context of the new international economic order, research is badly needed which deals with the relationship between the newly industrialized countries ( NIC's ) and the low income countries in the region. A viable and equitable new international economic order, as well as third world solidarity demand the development of non-exploitative, mutually beneficial relationships between these two groups of countries.

23. Of great significance are also research problems which deal with the economic and social implications of major political changes.



in the region. The re-entry of China into the world and the regional economy, resulting from her four modernizations, and at some point in the future, that of the countries of Indo-China, the economic and social impact of the Middle-Eastern countries on various countries of the region, and likewise the economic and social impact of other political developments inside and outside the region, on the pattern of trade and resource flows, need systematic study of great potential benefit to a large number of countries, as well as to the region generally. So do issues that are of concern to countries in the region with centrally planned economies.

24. Another category of research problems are regional and sub-regional policy problems in the field of environment : the reversal of various processes of manmade environmental degradation, multinational riverbasin and water management and upland agriculture. Urgent attention needs also to be given to policy problems of food and energy security, both in terms of production and supply. In these areas, innovative forms of regional collaboration will have to be developed, based on the findings of a considerable research effort.

25. A problem area in which high quality research is also needed is the area of population. Population distribution and population movement may well be the priority areas in the field of population studies in the next decade. It is to be expected that more and more people will move in search of work, food, or safety, within or across national boundaries. This is true not only in the Asian and Pacific region but in other parts of the world as well. The movement of migrant workers from various parts in Asia into the Middle East is already on a scale which affects the economies of some of these countries. At the moment also, a majority of countries in the region are faced with a refugee problem of one kind or another, at various but generally high level of urgency. There is an obvious need for more exact and objective and for a great deal more historical information about this phenomenon in its various forms. Innovative thinking about the handling of problems of this kind and the development of the instrumentalities for disaster management in general, are both greatly needed.



26. The Asia and Pacific region will continue to be a region of very rapid and fundamental economic and geo-political change. It will require a much greater capacity on the part of national governments to understand these changes, both in their own terms as well as in terms of their implications for the development process in their own countries. These changes are also bound to affect regional and sub-regional patterns, which, again, require for their understanding the development of new data, new analytical concepts, new policies and new methods of implementation. National capabilities in this regard are often already overburdened.

A regional centre might be of considerable use here.

27. In addition, many development policies will have important long-term consequences, nationally as well as regionally. Likewise, there are long-term problems, the solution of which may be negatively affected by short-run policies. This points to the need for a futurological capacity and longer range thrust at the Centre, which should be at the disposal of national governments and research institutions as well.

28. In almost all countries of the region, there exists a considerable gap between the needs of governments for responses to problems on the basis of competent research, and the traditional discipline-orientation of universities and independent research institutions. Even though, increasingly, efforts are being made by the latter institutions to serve the needs of governments, policy research capability in most countries in the region is still inadequate. It has also become obvious that quality policy research not only requires access to official statistics and other government data, it also requires the possibility to develop data independently. There is, therefore, a need for a freestanding, independent regional research capability, autonomous but close enough to governments to be trusted by them, and to have continuous access to their data, but sufficiently distant, to reach conclusions autonomously. Such a Centre could, by the quality of its own regional research, stimulate and enhance national capacities in dealing with these problems at the national level.



29. At the same time, it is also obvious that significant policy research is possible only on an adequate data base. It should be realized that with regard to a wide range problems including the most fundamental problem of poverty, the necessary data base is lacking. In several countries in the region, though certainly not in all, too little is known about the various faces of poverty, about the social structure and the culture of poverty in various regions. Until more basic data has been collected, there is very little which would allow the application of policy analysis to the problems of poverty. The need for policy analysis therefore, requires a continuing basic research effort to provide the necessary data base, which would make possible the development of more adequate social indicators capable of taking into account the structural dimensions of poverty, and which could identify the strategic points of policy intervention.

#### V. CHARACTERISTICS OF THE APDC

30. The consultations also make clear that in light of heightened national capabilities, but also in response to changed needs and the emergence of new challenges and expectations, the regional Centre should have the following major characteristics:

##### 1. Autonomy.

While the participating governments will determine the general policy and the scale of the Centre, in its day-to-day operations the Centre should be autonomous. It should be realized that without such independence the usefulness of a regional centre to governments as well as to the various non-governmental organisations which also constitute the clientele of the Centre, would be very limited. Unless the establishment of the APDC is based on the assurances and the full support from a sufficient number of key governments regarding the independence of the new Centre from undue interference by government bureaucracies, as well as from that of ESCAP, it will be impossible to attract first rate professionals within and outside the Asia-Pacific region to the Centre, and to produce output of first rate quality. There is a direct correlation



between the possibility of attainment of high academic quality and policy relevance on the one hand, and independence on the other. Only an independent institution capable of providing executive and intellectual leadership and work of quality would be worth having at the regional level, and would justify the resolution of ESCAP to integrate the four regional institutions.

31. The autonomy and independence required, operates on three levels :

- (a) autonomy resulting from assured funding for a period of at least five years, based on the moral commitment of governments to provide institutional support for that period. If after the first five years the Centre has proven its value to the participating governments in the region, continued funding could be assured by the building up of a trust fund;
- (b) autonomy in the recruitment of the Director and the staff. This means only standards of academic and educational excellence, and not national quota should be the major and overriding criterion of selection, although a sensitivity for the need for equitable regional distribution remains important. In short, the Centre should not become a convenient dumping place for deserving, retired bureaucrats;
- (c) autonomy in the selection of research topics and the decision to publish the results under the name (s) of the author(s).

32. In order to further ensure its autonomy, the Centre should be its own executing agency. While a brief transitional period may be desirable in order to make possible the arrangements necessary to merge the four institutions into the APCD, this period should not run beyond the end of 1981.

## 2. Constituency.

33. It should be understood from the outset that the new Centre will serve a wider variety of constituencies than the



merging institutions. The APDC should provide information useful to governments, but also to parliaments, bureaucracies of national governments, universities, research institutions, the media, citizen-groups and other non- governmental organizations.

34. As far as its governmental constituencies are concerned, inasmuch as the Centre will devolve as much as possible, training activities of the conventional kind given to middle level civil servants, to institutions at the national level, and will itself emphasize policy relevant information transfer to senior civil servants and academics at the policy making and policy research level , the Centre may require support from different constituencies within the national bureaucracies. The underlying perception of how the national interest is served by the regional Centre is a different one. Even though it has been primarily the National Planning Commissions or Boards, which were the counterparts of the existing institutes, a specific constituency has also developed over time in distinct locations within the national bureaucracies, usually concentrated in one or two ministries. For its new emphasis, the new-Centre will require not only firm support from the national planning agencies and commissions, but even from the highest political level, necessary to be assured of continued access to, and support from a much broader range of the national bureaucracies than before. This support should be based on the clear awareness that the new Centre, which emphasizes research and communication of the research results to national governments and research institutions, would be in the national interest of each government.

35. None of these governmental or non-governmental constituencies should be in a position to control the Centre.

### 3. Pursuit of quality

36. The Centre should produce work on its own, but should also take advantage of the work that is done, within the region and outside the region, in various research institutions, universities and international organizations. It should as quickly as possible establish a reputation for first class work. It must employ the very best staff recruited from governments, universities and



international organizations, national research bodies or non-governmental organizations. Its publications must be of the highest standard. Apart from the conditions that bear on the autonomy of the institution as a whole, it should be realized that the best scholars and analysts will demand the freedom to present the results of their work without any conditions and under their own name.

4. Linkages with national institutions and regional outreach.

37. The APDC should, against this background, be able to develop close links with the most outstanding research institutions in various countries in the region. It is from these institutions that the Centre will have to draw its intellectual support; it is by these peer- institutions that the academic quality of the work of the Centre will have to be judged, just as its policy relevance will have to be judged by the governments and the intellectual public in the region. It is the top levels of the government bureaucracy, as well as the academic and research institutions which would be stimulated by the work of a first quality regional research institution.

38. It is obvious that the advisory function of the Centre will very much depend on judgements on the part of governments and the international research community, regarding the quality and the policy relevance of the research that is being done, and the Centre's effectiveness in helping improving the capabilities of local research and training institutions through the training of trainers. The range of the consultancy services provided will have to be built up gradually, as will undoubtedly the demand for these services.

39. It should be realized also that training, i.e. the direct transmission of established techniques and methodologies, is becoming insufficient in preparing new echelons of bureaucratic leadership to face a rapidly changing world, as they move up their career ladder. Without constantly updated knowledge, the mere command of particular techniques and methods will have quickly



diminishing relevance. The high quality research activities which would lead to the development of new policy relevant information can only be transmitted or shared by communication methods which go beyond the narrow conventional meaning of training. They should include out-reach through networking among top levels of national bureaucracies, universities, research institutions and voluntary associations, and through public dissemination of information.

40. Much of the work of the Centre in training or research, will have to be done at institutions at the national level. In the implementation of its programs, the Centre should choose those modes of operation which will strengthen the cooperating national institutions wherever necessary. That means that as much as possible, and irrespective whether such programs are conducted at the Centre or at several national institutions, research programs should have a built-in training component, and training programs a research component, for which, in turn, training should be given. It is not envisaged that the Centre should develop a single fixed network of associated institutions at the national level. Rather, the networks should be developed around themes which the Centre has chosen to focus on during a certain period. Depending on the specific theme chosen and its clientele, these networks should involve individual scholars and practitioners, and should also cover training and research institutions, as well as non-governmental organizations. The networks developed by the Centre then are not perceived to be permanent; they should be allowed to lapse if the establishment of the network has not triggered a desire on the part of those involved, to stay together for a longer period, or for different purposes. The Centre then should constitute the catalytic hub of a multiplicity of emerging and disappearing informal networks. This might also bring about greater exchange of information, higher level of personal interaction among scholars and educators in the region, and greater stimulation of intellectual activities in hopefully new directions. It goes without saying that one of the very important, and continuing networks should be the one with the institutions - governmental, academic and non-governmental - of the host country. Continuous and intensive interaction would benefit both sides, and would strengthen outreach effectiveness.



5. Links with ESCAP and other regional and international Organizations

41. The greater emphasis on research in the mix between research and training at the APDC, understandably raises questions about possible overlap with research activities by the ESCAP Secretariat. That possibility certainly exists. However, in an open-ended field like research where there are usually no single answers to any question, a degree of overlap and even competition may have its uses. Secondly, aside from its regular reports, much of ESCAP research is geared to the needs of well established ministries. APDC should have greater freedom in addressing emergent policy issues without the usual bureaucratic constraints. Governments and ESCAP may therefore well find useful the output of an autonomous institution which is close enough to, and trusted enough by governments, to have access to their data, and at the same time distant enough to be able to develop its own data, and to form its own judgements. Its findings might fruitfully complement governmental or inter-governmental efforts, especially in areas which do not lend themselves easily to governmental or intergovernmental study.

42. Apart from its special connection with ESCAP, the Centre should of course, develop close relationships with UNDP, the UN Specialized Agencies, UNITAR, the UN University, but also to the Asia Development Bank and other regional or specialized institutions within and outside the UN system. Institutional arrangements could be made as the need arises, to ensure the continuity and stability of close cooperation with these organizations.

6. Size

43. While the Centre should remain relatively small, it should have as early as possible a "critical mass", sufficient to ensure creative interaction among the staff, an intellectually stimulating atmosphere within the Centre, as well as institutional stability. Also, too small an institution would not be very attractive to serious scholars, who would be inclined to find such an institution



too confining. There are however, no established criteria about which number constitutes such a "critical mass". Nevertheless, the Governing Council's notion of a core staff of 20 was as good as any as a jumping off point in the series of consultations with governments as well as research institutions in the Asia-Pacific region.

44. These consultations however, very clearly brought out two factors which pushed towards a much smaller core staff. The first concerned the level of institutional cost. A large core staff would push institutional cost beyond the region's capacity to bear on the basis of any equitable formula.

Secondly, there was the fear that providing a large number or slots for core staff, would lead to irresistible pressures to fill these slots as quickly as possible with "favorite sons or daughters", thereby reducing the chances of building up a first rate core staff selected on their academic qualities.

45. Of no less importance, however, a large core staff would tend to - or would be perceived to - aggravate the braindrain by drawing more of the most talented personnel from research and training institutions at the national level, than these institutions could afford to spare. Inasmuch as the Centre is conceived as an instrument to strengthen national institutions through vigorous networking and the implementation of research and training projects at national institutions, this argued for a much smaller core staff.

46. In light of these conflicting considerations, a relatively arbitrary judgement had to be made in favor of a smaller core staff of about 15, large enough to enable the Centre to grow rapidly towards a "mature state" with a professional staff of 30 - 35.

47. Apart from the permanent core staff, the Faculty of the Centre should consist of researchers and teaching staff with shorter fixed-term appointments related to specific programs or projects. In addition, it should be possible for the Centre to have staff members who are seconded to the Centre from other regional or



international agencies, including the United Nations Secretariat, UN Specialized Agencies, and from institutions in donor countries. They would be regular staff members, but with their salaries paid by donor governments or by their base-organisations.

48. The Centre will also have a number of Senior Fellows, special invitees, carefully selected senior civil servants, policy makers, executives of government enterprises, intellectuals, opinion leaders, labor - and civic leaders, senior academics and researchers, and other prominent men and women inside and outside the region who have shown a strong involvement in Asian and Pacific development studies. The Centre should make itself attractive and exciting enough to be able to draw the most eminent persons in the development field. Senior Fellows could use their period at the Centre - ranging from a few weeks to a year - as the equivalent of an academic sabbatical leave, as a period for intellectual reinvigoration, familiarisation with new ideas, new techniques and methodologies in various development fields, the elaboration and testing of insights and ideas of their own through interaction with the staff of the Centre. They could also participate in, or direct specific APDC projects, or work on their own projects. They could spend part of their period working in their own institution or at another institution in the region, as part of an APDC collaborative project.

49. The Centre should also have Fellows, also invitees, usually younger persons, ranging from fresh Ph. Ds to researchers in mid-career who could be associated with ongoing projects or work on their own project. They could also be selected from individuals with development experience in the field, who have participated in innovative or experimental projects. It is expected that both the Senior Fellows and the Fellows make themselves available during part of the time to the members of the staff for interaction and mutual stimulation. The purpose of having Fellows and Senior Fellows is to enhance the intellectual richness and excitement of the Centre, to increase the exchange of experience, and to heighten the impact of the Centre on scholars,



policy makers and fieldworkers in development in the whole region across disciplinary, sectoral or generational boundaries.

7. Interdisciplinarity - its organization and management

50. One of the purposes of merging four institutions which have been dealing with research and training in development planning, social welfare and social development, development administration, and women and development, was to set up an institution capable of an integrated, interdisciplinary approach to development, covering the whole range previously covered by the four institutions.

51. Many of the problems to be tackled by the APDC will require group research rather than individual research. For the people concerned to develop the kind of common perspective that is needed, is not easily accomplished. There are no organisational gimmicks which would ensure such a common perspective. Interdisciplinarity has proven to be much more a capacity which resides in individuals who, apart from their own disciplinary competence have become sensitized to and familiar with other disciplines, and have developed a competence outside their own discipline as well. There being a premium on such exceptional individuals, it will therefore be necessary to develop an interdisciplinary capability through group action.

52. Even though no structural safeguards can be devised to ensure interdisciplinarity, it is certainly not impossible to create within an institution a climate conducive to interdisciplinary and inter-sectoral work and sensitive to the societal context of development programs. In order to achieve it, organizing the Centre along disciplinary or sectoral lines should at all cost be avoided. We should recognize the natural tendency, over time, for scholars to informally regroup along disciplinary lines because of natural compatibility. Nevertheless, it will be incumbent upon the leadership of the Centre to keep fussing any such inclination. Generally, interdisciplinarity requires a strong director who is capable of stimulating his colleagues to think outside their disciplines, or to put it even more strongly, to blast them out of their disciplinary habits of thought.



53. Secondly, it will be necessary for the staff of APDC to organize themselves into committees consisting of the different disciplines available at APDC. These committees should generally reflect the program areas the Centre has chosen to focus its work on at a particular period. All projects proposed, whether from inside or outside the institution, should be reviewed by such a committee, in terms of its appropriateness to the character and to the priorities of the APDC. Also with regard to the question whether its design adequately reflects the interdisciplinary character of the approach to the problem.

54. At the same time, it should be realized that boldness, originality and creativeness are rarely the product of committee decisions. These program committees should therefore view its task creatively, and supportive of high-risk, innovative efforts rather than opt for predictable and safe mediocrity.

55. The Director should see to it that all programs and projects are developed in consultation with the rest of the Faculty, and that all programs and projects are designed and adjusted to draw maximum benefit from each other. In that way it should for instance be possible for the women's programme to help develop a women's dimension in other programs which, if necessary, it could help service, and for the women's programme to be enriched by the incorporation of some of the other interests of the Centre.

56. It is also clear that the interdisciplinary character of research and training will, to an important degree be determined by the selection issues. The more specific the issue, the easier it will be to organize and manage interdisciplinary teams. The method of selecting the issues however, is also important and single discipline - or single sector-programs should be selected out. It is necessary for each discipline to view the issues separately and then to come together and interact on these views and to arrive at the synthesis. It should be noted that in the experience of a number of research institutions interdisciplinarity comes more natural, when dealing



with policy research, when the output has to take the form of policy recommendation. This forces the participants into intensive interdisciplinary concreteness. It has also been the experience of a number of institutions that the quality of policy research is often enhanced by the presence of one or two professionals in the "harder sciences" on the Faculty, be they agronomists, soil scientists, irrigation engineers or energy specialists.

57. Finally, one additional method of reinforcing the Centre's interdisciplinary mode would be the establishment of a small review panel consisting of outside experts with the start of each project, to review the project's final report and to comment specifically on its sensitivity to its broader societal implications, which interdisciplinarity is supposed to serve.

#### 8. Women's Program Area

58. Resolution 191 (XXXV) of the Commission calls for the integration of the Centre for Women and Development into the Asia-Pacific Development Centre. At the same time, it stipulates that the women's program area of the Centre should have a special organisational identity. This decision reflects the contrary pulls which operate on the whole question of the integration of women in development. On the one hand, it has become clear that women are not peripheral to the development process, but are central to it; that their problems do not primarily require remedial programs, welfare or social services, although many among them do need them as well, but that these require planning policies at the national level which are responsive to the specific roles of women in the development process. In fact, women have turned out to be central both to the problem of poverty and the attempts at its solution. The effort better to integrate women in development should not be made through separate programs, in isolation from the main thrust of development, but should turn around the planning process itself.

On the other hand, in the areas of implementation, monitoring



evaluation, and of training, separate programs and instrumentalities will for quite some time continue to be necessary.

59. Locating the effort at integrating women in development at centerstage in the planning process, only constitutes the beginning. It turns out that the state of our knowledge about women in development is still woefully inadequate. We know very little about how particular development policies affect women differently from men. We should know a great deal more about it before it becomes possible to recommend policies which could strengthen the developmental role of women, and which could reverse the negative impact some policies have had on the position of women. Present methods of data collecting tend to keep the women's role in development almost invisible. Neither do they provide us with the concepts, and the analytical tools which could lead to a better understanding of the problems, and hence to improved policy recommendation. It will be necessary to disaggregate available data according to gender, and - because nowhere women constitute an undifferentiated group - these again, according to class, religion, regional, sectoral and age differences. Only then can we hope to get an operational handle on many of these problems. Without a great deal more theoretical as well as empirical work the formal inclusion of women's concerns in the planning process, may soon become an empty gesture. Improving the tools for development planning for women then is one of the areas in which the women's program of APDC could make a significant contribution.

60. It is also clear that the women's role in development is not limited to the area of employment and the production of economic goods. They extend into activities that are socially and culturally productive and of great significance to the family, in ways that are specific to each of the many cultures in the Asia-Pacific region. All this illustrates the need for a great deal more theoretical and conceptual work regarding gender role definition in different cultures, which will enable us to better understand the dynamic of social change and the role of women in it. The concern for women in development then, brings us face to face with the problem of sexual culture and the boundaries that define



the position of women. It would seem obvious that women's involvement in development and progress should be much more articulated in cultural terms, in order that the struggle for the improvement of women's position in development can be linked up with the dynamics of social transformation that is inherent in a particular society, at a particular point of time.

A better understanding of the cultural context will enhance the opportunities to develop the integration of women in development and the advancement of the status of women as an indigenously rooted endeavour rather than as an externally induced one, against which a backlash is at some point more likely to develop.

It would also help to make advocacy, that is the mobilization of specific constituencies in order to bring about changes through the political process, more culture specific and effective.

61. Apart from improvement of data collection systems and tactics, and the development of women specific models of social, political and economic change, the study of the particular needs and problems of women in urban and rural areas, in the private as well as the governmental sector, in line with the ESCAP regional plan of action, should be natural concerns of the APDC women's program. It will also be necessary to develop sufficient contact with women's needs, concern and aspirations at different levels of society, and particularly at the grass roots. It is equally important to identify the critical levers to influence governmental as well as women's groups' action.

62. In the area of monitoring and evaluation of development programs for women and of the impact of general economic and social development policies and programs on women, there is a need to develop additional methods which cut across sectoral lines, and which can improve monitoring of impact on family policies, and of the broader implications of specific development policies on different groups and classes.

63. The emphasis on research in the preceding paragraphs should not be taken as an indication of the secondary importance



of training in the APDC women's program. On the contrary, the role of the APDC-given the wide varieties in national capabilities in training to increase capabilities in development planning for women, data collection and monitoring skills, and in improving women's organizational skills, is likely to be more direct than in other program areas.

9. Women's Program Area : organization and operation.

64. The decision to merge the Asia-Pacific Centre for Women and Development into the APDC has given rise to understandable fears that the merger will eventually lead to the disappearance of specific women's programs and the collapse of a significant drive to improve the role of women in development in the Asia-Pacific region. Indeed, given the character of the APDC as an integrated inter-disciplinary development institution, no structural safeguards can be devised which will ensure that such a separate identity would over time remain operationally significant. The following measures however, will enhance the likelihood of a continuing effective women's program :

1. the selection of an outstanding female scholar with respectable credentials in the women's movement as Deputy Director of the APDC of the Women's Program.
2. She will be responsible for the management and development of the separate women's program in research and training.
3. She will also ensure that the general programs in research and training all have a significant women's dimension. Apart from her responsibility for the women's program area, she shares equally in the rotating chairmanships of the various APDC research and training program committees.
4. In addition, the separate identity of the women's program area could be strengthened with an "affirmative action" policy which sees to it that throughout the APDC, both in the composition of its personnel at all levels and in all its activities, women are adequately represented.
5. The women's program should be entitled to accept external funding for its programs.
6. It should be entitled to develop its own trustfund to be



managed jointly by the Deputy Director for the Women's Program and the Director of APDC.

7. Also, the appointment of an APDC Director who, apart from his other qualification, is also sensitive to and knowledgeable about the issues of women in development, would provide added assurances.
8. The Integration of Women in Development project funded by the UNDP should be continued as a major element in the APDC Women's Program, but now in consultation with other program areas.

65. Just as important as these measures are to protect the separate organisational identity of the women's program area, is the realisation that the integration of the APCWD into APDC is a positive step forward, which could bring the concern for women in development closer to its full integration into national planning and implementation methods and processes. It should therefore be seen as an opportunity to enrich and strengthen women's programs with the support of other programs of the Centre, and to enrich and strengthen these other programs by their infusion with women's interests. It therefore calls for a creative and open spirit, as far removed as possible from a defensive ghetto - mentality.

#### 10. Funding

66. To perform its functions, the APDC has access to a variety of funding arrangements, and it should be able to develop them. Assured annual institutional support for at least five years is the only way for a centre of this kind to grow into an independent, intellectually vigorous, and stable institution, to attract first rate professionals and to develop quality programs. The Centre should be able to fund its activities in its major program areas from its core support.

67. It should also be able to solicit external support for programs developed in the Centre, in line with the chosen focus of interests of the Centre. Once a reputation of high quality



work has been established, it should not be too difficult to raise external funds even for out of the way, high risk projects, and for rapid growth of the Centre. Still, too great dependency on external funding tends, in the experience of many institutions, to make for vulnerability to intellectual fashions and fads in the international development community and in particular donor countries, and reduces the possibility of ending patterns of intellectual dependency. This is, however, not an argument against externally funded, self-generated projects, but one to emphasize the crucial importance of assured funding, sufficiently large, for at least a five year period at any given time, to make possible internal funding of the programs that are crucial to maintain the autonomy of the institution and the integrity of its chosen interests. An endowment or trust fund would therefore be ideal.

68. At the same time, the Centre should be open to a limited number of externally generated, externally funded programs or projects, and accept grants and contracts for research or training, as long as these are consistent with the main goals of the Centre. Care should be taken that these externally funded activities do not constitute a drain on limited staff resources.

#### VI. THE LEGAL INSTRUMENTS: STRUCTURE AND PROCESS

69. The package of legal instruments submitted to the Governing Council, reflects the attempt to put the characteristics of the Centre into concrete form. A full description of these documents has been provided in the introductory memorandum accompanying the package. It need not be repeated here. In the following paragraphs a few additional clarifications are presented relating to some of the substantive points made in this report.

The package of legal instruments provides :

1. that APDC will be initially established through a resolution of ESCAP which would adopt a statute of the Centre.



The statute would valid for a period of 3 years.

During this period of 3 years APDC will be an ESCAP (and therefore a U.N.-) body;

2. that the resolution will also recommend the inter-governmental Charter for APDC for subsequent signing and ratification by governments. This Charter is expected to come into force at the end of the first 3 year period;
3. The above two stage approach provides for a reasonable interval in which the governments can convert APDC into an intergovernmental institute, and enables APDC to become operational as originally envisaged, on July 1, 1980.

70. The two stage approach in the package was chosen because of the likelihood that even, if the necessary five governments were to sign the Charter, there would not be enough time for ratification to go into affect before the target date of July 1, 1980. In addition, some members of the Governing Council have expressed strong reservations against the status of the Centre as an independent inter-governmental body established by Charter to be signed and ratified by member governments, at the July 1, 1979, meeting. These reservations were subsequently repeated in the ACPR. Still, the Commission's resolution explicitly calls for such an inter-governmental body. Some of these reservations stem from difficulties in the ratification procedures of some countries, others from the consideration that an inter-governmental body in which not all governments in the Asia-Pacific region might participate, in a region as diverse, as complex and, possibly, as divided as the Asia-Pacific region, might easily be perceived to be dominated by one, two or a group of countries, or not likely to serve the needs of the whole region, but only selected parts in it. The Centre would then have great difficulty in attaining the credibility, the integrity, the reputation of impartiality, and of objectivity, it requires to maintain the support of the governments in the region, with the access to data at the national level only these governments can give. None of these reservations pertained to the first stage in which the Centre would be an ESCAP body. This raises the hope that



The APDC could acquire in the first three years of its existence, the prestige, credibility and the reputation for objectivity necessary to allay these misgivings, and make possible a smooth transition to the second stage.

71. During the first 3 years, the Commission will act as the policy making body for APDC, leaving the more detailed decision making to a Management Board elected by the Commission.

When the Centre becomes inter-governmental, the signatories to the Charter will constitute a General Council for the Centre which would be the policy making body. Here again, the more detailed decision making would be left to a Management Board elected by the General Council.

72. The draft-Charter makes no detailed stipulations regarding the functions of the Management Board. It was felt that long and complicated multilateral negotiations towards establishing the APDC as an inter-governmental body, could be avoided by keeping the draft legal instruments as simple as possible. This meant vesting the power to determine the functions and organisation of the Management Board in the General Council, rather than having elaborate stipulations in the Charter. The Management Board functions are now described in a draft-Charter Resolution of the General Council. This obviates the necessity of formally amending the Charter should the member governments desire at some future time to revise the functions of the Management Board. They can be easily revised by subsequent resolution of the General Council.

73. One feature however of the Management Board has been clearly stipulated in both the draft- Statute and the draft- Charter, i.e. that the members of the Management Board are to be elected in their individual capacity. The intent of this is to have a Management Board consisting of prominent scholars and educators in the region who, as fellow professionals, could supervise the work of the Centre within the broad policy guidelines laid down by the General Council - or in the earlier stage,



by the Commission. A management Board composed of individual scholars, nominated by governments, but elected "at large", is an essential structural safeguard protecting autonomy of the Centre from political interests of member governments in order to ensure that it can achieve the independence necessary to become an institution of excellence.

74. The right of the Management Board, after its election, to coopt three additional members from inside or outside the Asia-Pacific region, is intended to further strengthen the professional character of the Board, and in that way the autonomy of the Centre.

75. Regarding the composition of the Management Board, it would be advisable to continue the convention developed by the merging institutions, that at all times the Board should have a member from the host-country, even though its other members are elected "at large".

## VII. ORGANIZATION AND OPERATION

76. The Faculty of the Centre should consist of a small administrative staff and a professional research and training staff. The Director should be a scholar educator, or administrator, of high professional reputation in his own discipline, capable of seeing development in its broader societal and trans-national context. He should also be capable of providing vigorous intellectual and executive leadership, and of attracting to the Centre eminent people of high professional standing and experience inside and outside the region.

77. The APDC as conceived in this report, and in part reflected in the legal documents, constitutes a regional response to new problems and challenges. It is the embodiment a clear desire in the Asia-Pacific region for greater intellectual



selfreliance and indigenous creativity in dealing with the almost intractable developmental problems of the region, and for a more rapid increase in the innovative capacity of governments and non-governmental institutions alike. While the Centre comes into being as the result of a merger, it is in many ways a new and different institution, addressing developmental problems and emergent regional issues at a different policy level, with a broader clientele of policymakers, scholars and practitioners, within the governments and among research and training institutions. It is essential to this whole endeavour that the choice of the Director reflects this desire for new directions. The choice of the first Director will determine the level of expectations, the level and degree of response from governments and the research community, and the level at which the Centre must perform and fulfil its promise. It is therefore of the greatest importance that the first Director should be above all a scholar, regionally and internationally recognized as an unchallenged leader in the development field. The attempt to set up an intellectually exciting and creative regional development centre stands or falls with the quality of that choice.

78. The Director is assisted by a professional staff consisting of researchers and administrators respected by their peers, and each capable of providing leadership in program - and project - development in their own programme area.

The Charter and the Statute of the APDC provide for the autonomy of the institution as an essential requirement for the attainment of high quality output. They have vested considerable powers in the Director. At the same time, it should be stressed that in its style of operation, the APDC should have an academic character. Relationship within the Centre should not be hierarchical, but collegial and co-archival. The interdisciplinary nature of the Centre and the need to nurture within the institution a climate that is conducive to intellectual creativity, and therefore capable of attracting the most creative minds, stimulating them to work of the highest quality, is a conditio sine qua non for the success of the Centre.



79. Inasmuch as the Centre is an integrated interdisciplinary institution, it would be important to have a wide variety of disciplines represented on the Faculty, preferably including some of the "harder sciences", but there should be no division along disciplinary lines. There should not be an a priori fixed ratio between research and training staff. This should depend on the focus of priorities selected for the first phase of the work of the Centre. The core staff should have three year appointments which could be extended to no more than six years. For a lean, vigorous and creative institution it is important to avoid building up a permanent bureaucracy, and to foreclose the possibility of long term appointments and unlimited extensions. At the same time, it should be realized that an institution needs stability and continuity, if it is to provide **its staff** with the kind of security that will enable it to devote their best efforts to the purposes of the institution.

80. It would be advisable for the Director to build up his core staff very carefully, going for quality rather than for speed. There is a good chance that first rate researchers and administrators will often not be immediately available. In that case, he should try to fill those positions on a temporary basis, with consultants. These consultants should be individuals of high professional reputation, who have tenure at their own institutions, but who would be interested at serving the APDC on the basis of a leave of absence from their institution. It should be envisaged that it may take 2 years before a full core staff is assembled.

81. Given the need for informality and collegiality at such a small institution, it would be advisable not to begin by appointing Deputy Directors until the institution begins to reach full maturity with a Faculty of 25 - 35 professionals. Then a Deputy Director for Training and a Deputy Director for Research, might be appointed. It would however be inadvisable to do so **at the early stages**. In case of temporary absence of the Director, Faculty members could act for him by rotation.



82. It would be advisable for the Director however, to appoint a Deputy Director for the Women's Program immediately after the establishment of the Centre, in order to ensure the separate identity and continuity of the Women's Program. This Deputy Director should ideally be an outstanding leader in the women's movement with a familiarity with the different social and cultural implications of the women's movement in the various countries in the region, with their diverse cultural traditions, but who is at the same time also capable of initiating and stimulating the theoretical and conceptual work that remains very much to be done in this area. She should also be able to develop training programs for women which are responsive to the variety of specific situations in the region.

83. In its early stage the Centre would, apart from its Director, consist of a Faculty of senior professionals, among whom the Deputy Director for the Women's Program; research and training staff, some of whom at national institutions; a senior information officer, responsible for the dissemination of information, and outreach activities; a librarian; and an administrative officer. The Senior Fellows and Fellows, as well as consultants will for the duration of their appointment be members of the Faculty. In recruiting the Faculty, the Director will undoubtedly be aware that the presence, at all times if possible, of a group of people of different background and experience, different intellectual orientation, is necessary to enhance the intellectual stimulation and mutual learning at the Centre.

84. Especially, because not all member countries of ESCAP may become signatories to the Charter, it is important that the Centre should not be perceived as serving primarily the interest of a small group of countries or as being dominated, in the composition of its personnel, by a few nationalities only. In this regard, it is advisable that the Director, although quality should be the primary consideration in his selection of staff,



should also be sensitive to the importance of equitable regional distribution in his recruitment policies. He should also see to it that - over time - the selection of program areas be such that the Centre is also perceived as giving adequate attention to the needs of all sub-regions in the Asia-Pacific. Here especially, TCDC and ECDE consultations might be useful instruments.

#### The cost-plan

85. The cost plan for the first five years is being presented separately. To put it briefly, the institutional cost during the 5 years would be shared between the government and the UNDP. UNDP's ratio of contribution will decline gradually over the five year period, and the government's ratio will increase correspondingly. In addition to providing a share of the institutional cost for the first five year period, the UNDP will provide assistance to APDC to help the Centre to implement program activities mutually agreed upon.

In the course of the consultations, the question was raised how cost should be shared among the various governments who would become signatories to the Charter, if not all ESCAP members and associates members would ratify the Charter. Obviously, the formula for a cost sharing plan need not create insurmountable problems. However, it would not be desirable to encumber the ratification process with the additional burden of member governments having to go to their legislatures for approval of long-term financial commitments to an inter-governmental body. Such a provision would make the chances of ratification by a broad cross section of Asia and Pacific governments remote and would probably mean that the Charter would probably not be ratified even by a sufficient number of governments to enter into force. Likewise, a provision in the Charter empowering the General Council to levy financial requirements on members would be equally obnoxious. The relevant articles of the draft Charter contain sufficiently strong language regarding the financial responsibility of members to provide adequate financial resources.



86. Some fears have been expressed regarding the possibility of budgetary shortfalls. Pursuant to the terms of the Charter and the basic nature of an inter-governmental body, the responsibility for the Centre's financial base rests ultimately with its members. By signing the Charter, the members have jointly agreed, by international treaty, to accept responsibility for all the Centre's liabilities, including the financing of its institutional structure and program. Shortfall must therefore be the responsibility of the members. On a practical basis, a budgetary shortfall would have to be made up either by reducing the programs and staff or by the increase in funding by the members. Also the draft-Charter makes it possible to seek voluntary contributions from external sources. On this basis, and after the Centre has proven itself, it would be possible to work towards the establishment of a Trust or Endowment Fund.

#### VIII. WORK PROGRAM FOR THE INITIAL PERIOD

87. The justification for the merger of the four research and training institutions and the prospects for the continued life of the Centre, will to a very large extent depend on the quality and policy relevance of the output of the APDC in the first three years of its existence. The selection of the program areas which are to constitute the focus of the Centre should however, be left to discretion of the Director.

The Director should determine the program focuses with the concurrence of the Management Board. He should do so after consultations with a small special informal advisory panel selected from eminent development experts in the region, with research institutions at the national level, with various international agencies within and outside the UN family, but also bearing in mind the direction of exciting on-going research and innovative management experiments in the region as well as the availability of the kind of skills each particular focus requires.



In making this determination he will undoubtedly be guided by his awareness of where his own strength and weaknesses lie. But above all, he should be guided by the consideration that the Centre will have to make a quick and convincing impact - within the first three years-, and that it will have to continue to do so.

The Director would be wise to limit himself to a small number of programs areas on the basis of which he is willing to establish the reputation of the Centre. It would be highly inadvisable to limit the Director's freedom by pre-selecting the focus for him. It would be impossible to attract the kind of person who would bring vigorous leadership and vision to the Directorship, unless he be given full freedom of choice.

88. In making his focus selection the Director will, apart from his own nations which he will bring to his job, be faced with a plethora of suggested program concerns. The Task Force and the Expert Committee have made general suggestions. The Expert Committee has also offered specific ones for the initial period. On the basis of his own formal and informal consultations, the present author has in his report presented his own list of general topics, which go beyond the traditional narrow definition of development.

More important than presenting another shortlist, it might be pointed out that the establishment of the right criteria for selection may be as important as the selection itself. A number of possible, not mutually exclusive criteria present themselves. Here follow a few, by way of illustration and without particular preference:

1. number of countries interested : only problems in which more than two or three countries have an interest.
2. regional distribution : selecting those programmes which allow the Centre to cover all the sub-regions at an early time.
3. target groups : the unemployed women, youth, the poor and the weak.



4. degree of urgency : i.e. where lack of knowledge or management know-how begins to have dangerous social consequences.
5. opportunity for capacity building at the national level.
6. opportunity to strengthen regional or sub-regional economic and technical cooperation (ECDC and TCDC).
7. by program objectives. The following imaginative systematization, formulated in a slightly different context, and made available by its author, is offered as an illustration of the usefulness of this approach.

Four program objectives :

1. to improve the nutrition of people and the maintenance of the natural resource base
  - a) program areas
    - food policy
    - resource policy
  - b) principal clientele
    - younger and future generations
  - c) dominant perspective
    - national
  - d) principal instruments of support
    - mechanisms for policy formulation
    - policy analysis and the capability for it
2. to increase agricultural production by people in administered irrigation systems
  - a) program areas
    - management of irrigation systems
    - crop technology for irrigated conditions
  - b) principal clientele
    - smallholding floodplain farmers
  - c) dominant perspective
    - the command area of an irrigation system



- d) principal instruments
  - management and education for
  - command, area operations and for
  - technical research
- 3. to improve access of agricultural people to  
income-generating opportunities in "unorganized"  
rural-areas, with marginal development of  
governmental capabilities
  - a) program areas
    - cooperative resource management
    - "upland" production technology
  - b) principal clientele
    - land-dependent populations with
    - marginal access to government
    - services
  - c) dominant perspective
    - local community
  - d) principal instruments
    - operational connections between
    - rural groups and government
    - agencies, community and govern-
    - mental management capacities to
    - improve them
- 4. to increase the shares of disenfranchised  
people in the resources and produce of their  
societies
  - a) program areas
    - ~~non-farm~~ rural employment
    - productive re-distribution of
    - shares toward women
    - organization and endowment of
    - landless
  - b) principal clientele
    - jobless, women, landless



- c) dominant perspective  
national and local
- d) principal instruments  
the work of voluntary agencies,  
social science analysis

#### IX. TRANSITIONAL PROBLEMS

89. While it is obvious that the APDC as an institution with a slightly different purpose, catering to different constituencies through a different mix between training and research, should be given the opportunity to make a fresh start, it would at the same time be foolish to throw overboard the great investment in highly skilled people and their accumulated experience, the teaching materials they have developed, their publications, and their unpublished workreports.

The long period of negotiations and discussions in preparation of the APDC and the consequent delay in selecting a director-designate, as well as the approaching deadline have made it impossible to make firm offers to any of the professional staff of the merging institutions, and have left them no option but to make alternative arrangements of their own. Also arrangements have been made to wind up most programs, while for those programs which will have to go on beyond July 1, 1980, and for which funding commitments exist, but which would not fit in the program of work of the APDC, would be taken over and finished by ESCAP. Some of these programs could find hospitality in other regional institutions as well.

90. The merging institutions have in the course of their existence built up their libraries. They are of widely varying size, each with its own classification system. It would be advisable to move the libraries to the APDC and to reestablish each of them as separate collections in the general library of



the APDC, to be maintained at their present size with their own classification system. The APDC library should be based on the APDAC library, even though the APDI library is much larger. The reason for this is that the APDAC library's classification system is similar to the one used by the universities in Malaysia.

Maintaining this system would make these considerable Malaysian resources accessible to APDC. New acquisitions should only go to the APDC/APDAC library. The separate collections from the merging institutions could in due course be re-classified and integrated, and duplications could be weeded out. This however, needs considerable time and should not stand in the way of rapidly strengthening and broadening the APDC/APDAC library.

Moving the libraries from Manila and Bangkok and reconstituting them in Kuala Lumpur will require the continuing service of one librarian from each of these libraries for at least a year. Additional supporting staff may also be needed to speed up the process of making these collections operational again.

91. In order to provide for a smooth transition and to make full use of his experience in building effective relationships with government and institutions in the host country, it is desirable that the services of the present Director of APDAC in Kuala Lumpur be retained for at least half a year and possibly, a full year, after the establishment of APDC.