

MANAGING DEVELOPMENT

People, Policies, and Institutions



About the Book

Development is about people. People are both partners and beneficiaries of change. Good policies and effective institutions provide the basis for sound development management. Successful institutions derive their power from competent leaders and good management practices. The pace and process of development are determined by good governance and strengthened capacity to implement and manage projects.

This book draws on more than 4 decades of multisectoral and multidimensional experience in development management and presents the findings and thoughts on four important themes of development management—governance, institution building, agrarian reform and rural development, and monitoring and evaluation. The findings and analysis—a reflection of experiences gained in several developing countries—provide a range of information on what works and what does not in development interventions.

The book highlights several aspects of governance and public sector reform in Sri Lanka that have a significant bearing on future development directions. The detailed analysis of institution building issues sets forth pervasive and intractable issues that have constrained development in many countries in the Asia and Pacific region. The lessons learned carry messages that have direct relevance to ongoing programs of development. Issues of agrarian reform and rural development in selected countries that continue to raise issues of poverty reduction, egalitarian development, and participatory management are reviewed in the light of pronounced outcomes.

The theoretical underpinnings and conceptual parameters of monitoring and evaluation are succinctly examined to provide a background to the practical aspects of monitoring and evaluation to young and emerging professionals. The fundamentals of the Asian Development Bank's monitoring and evaluation practices and procedures and its role in evaluation capacity development are also outlined to provide a perspective to the growing number of development practitioners in countries in the Asia and Pacific.

COLANDAVELU NARAYANASUWAMI

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Managing Development – People, Policies, and Institutions
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To SIVAM

For her unwavering support and encouragement to fulfilling a long-postponed initiative to publish this book on development management, and enduring the inevitable difficulties associated with late nights and cancelled social engagements.

To PAAMATI and CALAIMATHY

For being understanding and affectionate daughters providing moral and logistical support to complete this undertaking.

FOREWORD

It is a special gift when an individual is willing to look back at his professional life, glean from his experiences and share with a larger audience the lessons he has learned to guide a new generation looking into the future. Such a gift becomes even more special when the person can reach back into a rich library of his own writings, some several decades old and others more recent, and present them in a coherent mosaic with some overarching and relevant messages.

C. Narayanasuwami (Nam) is such an individual and his special gift to us is his present book.

Drawing on more than four decades of a rich diversity of national and international experience in the development field, Nam has ably curated 24 papers and articles from his library of more than 50 in four very relevant buckets. Three of these are aggregated thematically (governance, institution building, and monitoring and evaluation) and one sectorally (agrarian reform and rural development).

Nam has chosen these groupings wisely. Not only are they relevant and important for the development process, they also happen to be areas in which the author has deep knowledge and personal experiences and they show throughout the book.

What I found particularly fascinating is that even though some of the papers are decades old, they are still relevant and capable of providing fresh perspectives. By providing an introductory context for each paper, and postscripts as necessary, Nam has made each paper in this book come alive as if it is a freshly minted piece. In one sense, this is a reflection of the challenges of development which persist over a long horizon, but it is also a great credit to the author in being able to put the issues in a contemporary context.

While analytical and scholarly, this book is also the product of a well-grounded development practitioner, which Nam clearly is. There are therefore no idle pontifications bemoaning the challenges developing countries face nor is there a feeling of hopelessness. His is the work of a pragmatic and committed professional and his empathy for development is palpable.

Nam ably draws on his wide experiences in the many developing countries he has worked in at various national and international development organizations. In each of the four areas the book delves in, he is critical and demanding in his analysis. But, he also bravely suggests solutions that admittedly can often be imperfect and inadequate on the ground but still very relevant to the myriad of development challenges the world faces.

I thoroughly enjoyed reading this lucidly written book and commend it highly to development practitioners and policy makers, specially our young and next generation, who will grapple with the issues Nam has thoughtfully and eloquently presented in this book.

RAJAT M. NAG

Distinguished Fellow, National Council of Applied Economic Research, New Delhi

Distinguished Fellow, Emerging Markets Forum, Washington D.C.

Former Managing Director General, Asian Development Bank

ACKNOWLEDGMENTS

Compiling, reviewing, editing, and publishing selected papers and articles from over 40 years of dedicated work on development management proved to be a challenging and onerous task. The selection of themes and papers and articles from among a diverse set of contributions made to different audiences at different times had to be undertaken prudently. I owe a deep debt of gratitude to my esteemed colleague and friend of almost 50 years, Dr. Nihal Amerasinghe, former director general of the Asian Development Bank and distinguished fellow in Development Management, Asian Institute of Management, Manila, for being a pillar of intellectual support—assisting and offering me candid and critical comments throughout the process of publication with a view to ensuring that the ensuing product met the rigors and quality expected of such a publication.

An equally esteemed colleague and friend who relentlessly encouraged and supported this endeavor and consented to write the foreword for the book, Rajat M. Nag, former managing director general, Asian Development Bank, and distinguished fellow, Emerging Markets Forum, Washington, DC, and National Council of Applied Economic Research, New Delhi, has always been an outstanding supporter of all my professional undertakings over the last 30 years. His foreword captures the essence of the book encapsulating the key messages to development practitioners. I am deeply grateful to him for his willing support and guidance all the way.

There were also several other colleagues and friends in Colombo, Sydney, and Manila who strongly encouraged and supported this undertaking by reviewing the manuscripts and providing useful comments. I thank specifically K.H.J. Wijeyadasa, former secretary to the prime minister and president of Sri Lanka at different periods and a colleague and friend of over 60 years, who without any hesitation, wrote a stimulating review; and Shiva Pasupati, former attorney general, Sri Lanka and a highly respected legal luminary who, in the midst of other commitments, found time to review and proffer suggestions to enhance the quality of the publication.

Special thanks go to the people who helped prepare the manuscript, undertake several revisions editing the manuscripts, assisted in the design

and layout and final proofreading of the book—all these processes involved significant investment of time and labor, which are gratefully acknowledged. I would like to thank Wickie Mercado for her patience in producing several edited versions, Judy Yñiguez for assistance in manuscript preparation and layout, and typing assistance provided by many others. Several friends in Sydney helped me get around logistical problems while preparing the final version of the book. Their assistance was timely and is gratefully acknowledged.

Finally, my deep appreciation and thanks go to the publisher, Books on Demand Philippines, Inc., Ravee Rajan, who in his own amiable way withstood all my intrusions into his time and privacy and cooperated fully to bring out this book to our entire satisfaction. We also thank his staff and all others who contributed in one way or other to bring this task to fruition.

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ABBREVIATIONS

ACA	Agricultural Credit Administration
ADB	Asian Development Bank
ADBI	Asian Development Bank Institute
ADTA	advisory technical assistance
AOTA	advisory and operational technical assistance
APDAC	Asian and Pacific Development Administration Centre
ARI	Agrarian Reform Institute
ARP	Agrarian Reform Program
ARTI	Agrarian Research and Training Institute
AusAID	Australian Agency for International Development
BME	benefit monitoring and evaluation
BPI	Bureau of Plant Industry
CARP	Comprehensive Agrarian Reform Program
CBO	community-based organization
CCS	Ceylon Civil Service
CF	compact farm
CIDA	Canadian International Development Agency
CIS	communal irrigation system
CREAM	Clear, relevant, economic, adequate, and monitorable
DAC	Development Assistance Committee
DFID	Department for International Development
DMC	developing member country
DMF	design and monitoring framework
ECD	evaluation capacity development
EIRR	economic internal rate of return
FADC	Field Agricultural Development Coordinating Council
FAO	Food and Agriculture Organization
FIRR	financial internal rate of return
GS	generally successful
GTZ	German Agency for Technical Cooperation
HRD	human resource development
HYV	high-yielding variety
IA	irrigators' associations
IBRD	International Bank for Reconstruction and Development
IDRC	International Development Research Centre

IED	Independent Evaluation Department
ILO	International Labour Organization
IO	irrigators' organization
IOW	irrigators' organization worker
IRD	Integrated Rural Development
ISF	irrigation service fee
KKK	Kilusang Kabuhayan at Kaunlaran
LAO PDR	Lao People's Democratic Republic
LFA	Logical Framework Approach
LFM	Logical Framework Matrix
MALRIS	Malasila River Irrigation System
MAR	Ministry of Agrarian Reform
MfDR	Managing for Development Results
MIS	management information system
NFA	National Food Authority
NGO	nongovernment organization
NIA	National Irrigation Administration
O&M	operation and maintenance
ODA	Overseas Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECF	Overseas Economic Cooperation Fund
OED	Operations Evaluation Department
OEO	Operations Evaluation Office
PCR	project completion report
PDID	Project Development and Implementation Division
PEO	Post-Evaluation Office
PEIS	Postevaluation information system
PITA	project implementation technical assistance
PMU	project management unit
PPAR	project performance audit report
PPTA	project preparatory technical assistance
PRC	People's Republic of China
PS	partly successful
PSC	Public Service Commission
RETA	regional technical assistance
RRP	report and recommendation of the President
SEC	Securities and Exchange Commission
SMART	specific, measurable, attainable, reliable, and time-bound

SOEMD	Systems Operation and Equipment Management Division
SPD	Strategy and Policy Department
SWOT	strengths, weaknesses, opportunities, threats
TA	technical assistance
TOR	terms of reference
UK	United Kingdom
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNP	United National Party
UPFA	United Peoples Freedom Alliance
US	United States/Unsuccessful
USAID	United States Agency for International Development
WFP	World Food Programme

INTRODUCTION

Over four decades of my continued exposure to development management and reflections on key areas of project and program management resulted in the preparation and publication of several articles and papers on subjects of contemporary relevance to the developing world. The wealth of information generated through these publications led me to realize that these are of special interest to a wider audience. Knowledge and information are two facets of development that merit sharing with colleagues, professionals, academics, and students interested in the dynamics of change management and growth.

The thought of compiling selected papers and articles on development management and publishing them in the form of a book originated a few years ago while I was engaged in an interesting evaluation of a country program for the Asian Development Bank (ADB). The intensive nature of the work involved, and the time and resources required to implement the idea led to repeated postponements until a couple of colleagues relentlessly pursued it with me and encouraged me to proceed with the publication.

This publication presents 24 papers selected from about 50 papers written over a period of 44 years of my professional career, which comprises four phases. The first phase refers to the period of service as a member of the former Ceylon Civil Service (CCS)—spanning about 20 years—during which the foundations of a broad-based development career were laid. From district government agent to deputy director, director, and additional permanent secretary, the positions entailed significant involvement in agricultural and rural development programs that gave both intellectual and grassroots level insights into development paradigms. The most stimulating and rewarding opportunity for intellectual curiosity came with the assumption of duties in 1971 as director of the newly established Agrarian Research and Training Institute (ARTI), Colombo, Sri Lanka. The challenges I encountered in developing a nascent institute during my 7 years as director also opened opportunities for me to participate and be actively associated with academic and development-oriented pursuits. This period virtually served as the launching pad for subsequent career progression and active involvement in academic undertakings. Several articles and papers were published during

this period. However, only a few selected papers— presented at international seminars and/or published in journals—that are of contemporary relevance are included in this publication.

The second phase began when I was appointed as project development and project evaluation specialist and chief technical advisor of the Ministry of Agrarian Reform project, 'Expanded Assistance to the Agrarian Reform Programme, Philippines', by the Food and Agriculture Organization (FAO) of the United Nations. This period, which lasted for 5 years from April 1978, offered space and time not only to impart skills and knowledge to counterparts of the project but also to investigate deeply into the strengths and weaknesses of the Philippine Agrarian Reform Program (ARP). Some of the papers included in the publication reflect the experiences gained and contributions made to enhance the implementation of the ARP. An incisive assessment of the ARP was separately published in a book.

The third phase, which started in April 1983 as a professional of ADB, in Manila, Philippines, continued until early 1996. This was a remarkable period during which interest was sustained in presenting articles and papers on agricultural, institutional, including capacity development, and monitoring and evaluation concerns of ADB operations. As a senior and subsequently a director-level professional attached to the then Post-Evaluation Office of ADB, several initiatives were taken to lead conferences, participate in seminars–workshops, deliver technical papers on monitoring and evaluation, and train staff in developing countries through in-house seminars and on-the-job training exercises. These were in addition to preparation of project and program evaluation reports, impact studies, and annual reviews that provided a wide-ranging perspective of the development scenario in the Asia and Pacific region for critical analysis, review, and for write up of technical papers.

The fourth phase commenced in late 1996 and continues to date as an independent consultant working for ADB, the then Australian Agency for International Development (AusAID) (now part of Department of Foreign Affairs and Trade), the United Nations Development Programme (UNDP) and the World Bank. A substantial number of articles and papers written during this period focused, among others, on governance, civil conflict, reconciliation, and development of the war-affected areas in Sri Lanka, institutional development, capacity development, and monitoring and evaluation.

A significant contribution made soon after retirement from ADB was the preparation of a comparative study reviewing the evaluation capacities of multilateral organizations for the AusAID. This challenging and pioneering exercise compared the monitoring and evaluation capacities of the World Bank, ADB, the UNDP, United Nations High Commissioner for Refugees (UNHCR), and the World Food Programme (WFP). The study, *Review of the Evaluation Capacities of Multilateral Organisations* evoked considerable interest and acclamation. The review was published as Evaluation No.11, May 1998 in AusAID publication series. Following this interesting study, two independent assignments for AusAID and ADB to work as team leader of two separate projects in Viet Nam resulted in the preparation of several reports, including manuals on *Strategic Planning and Managing for Development Results* (MfDR), which to this day are being used in Viet Nam. The concept papers on monitoring and evaluation were extensively used during 1999–2001, and 2006–2007 to provide training and capacity development support to staff of the Ministry of Planning and associated line ministries in Viet Nam.

This publication is divided into four parts: Governance, Institution Building for Development, Agrarian Reform and Rural Development, and Monitoring and Evaluation for Development. The presentation of papers follows a set pattern. Each part is preceded by a brief introductory page that provides a perspective and a setting for the reader to understand the contents of all papers included in that part. Each paper also contains an opening paragraph or two within a box to provide the reader an overview of the content and context. A postscript is added, as necessary, in some papers to provide an update on current developments and highlight the relevance of findings and conclusions to the existing situation.

Under Part I on Governance, six papers are included and five of them relate specifically to the Sri Lanka situation, viz., public administration and the Nineteenth Amendment to the Constitution, reconciliation and development, north and east development, capacity development and aid absorption, and the parliamentary elections of 2015. These subjects are still of topical relevance although two of them were written soon after the civil conflict ended in 2009. The article on *Managing Rural Projects—Some Misconceptions* refers to the Philippine situation but the findings are of wider relevance to the developing countries in the Asia and Pacific region.

Part II on Institution Building for Development consists of seven papers and deals with the perennial problems of institutional development, capacity building, and a plethora of institution-building issues at individual and institutional levels. The institutional issues cover ADB-supported projects in developing member countries (DMCs) as well as government-initiated development undertakings. Several key elements that are pervasive and fundamental to project and program success, such as political commitment, macropolicy environment, leadership and ownership concerns, beneficiary participation, country-specific sociocultural value systems, and overarching organizational and institutional frameworks are discussed in many of the analyses despite erring on the side of repetition. These are critical elements that invariably received little or no attention in project designs and appraisal documents. The institutional issues discussed also specifically cover Sri Lanka's agricultural development and the Philippines' irrigation development. The paper on *Research Coordination with Reference to Interdisciplinary Research in the Social Sciences* is an analytical review of issues requiring attention when undertaking interdisciplinary research. The paper reflects the author's experience gained while serving as director of the ARTI in Sri Lanka.

Part III on Agrarian Reform and Rural Development deals with five different papers that date back to the 1970s to 1980s. These papers provide interesting insights into the situation that prevailed with respect to agrarian socialism in Sri Lanka, migration and resettlement policies and their implications for integrated rural–urban development, rural development in general, and compact farming operations in the Philippines. The paper on ARTI highlights my contribution as its first director and one of its founders and traces its genesis and growth with emphasis on its current role and future potential. It may appear that some of these papers have lost their contemporary relevance; however, the papers provide interesting perspectives and lessons that are still very much relevant.

Part IV covers Monitoring and Evaluation for Development. Six papers are included, two of which deal with basic concepts of monitoring and evaluation. These two papers, which originally served as introductory material for DMC officials who had limited understanding of the importance of monitoring and evaluation for project development and performance management, were included to provide beginners and students a better understanding of the concepts and issues. The other four papers presented at various seminar-workshops organized by ADB, provide a broad perspective

of the evaluation functions of ADB and its role in developing evaluation capacities in the DMCs. Evaluation capacity development (ECD) which was first initiated by a few of us at the Post-Evaluation Office of ADB in the early 1990s, generated enthusiasm and interest in a field that was relatively untouched until then. ECD has now expanded to include emphasis on new approaches to evaluation, including impact assessments, results-based lending, and results-based performance measurements.

The findings and recommendations in this publication overwhelmingly reflect experiences gained and lessons learned in ADB-supported projects and programs—the result of my long professional association first as staff and later as consultant at ADB. However, the breadth of experience as evident in many of the papers also reflects the multisectoral and multi-institutional involvement in project development and management for more than 4 decades. The interpretations, conclusions, and recommendations presented in the papers reflect both professional and personal thoughts on development management.

This publication does not claim to have broken new ground but refreshes and reiterates concepts, practices, and experiences that have continued to influence project management for over 40 years. The papers and articles give both a historical and contemporary perspective of development management. The issues and lessons identified should offer some insights into why even after 50 years of concerted efforts to rectify shortcomings in some key areas, results belie expectations. Specifically, the dimensions of institutional development and governance continue to impede development efforts in many of ADB's member countries despite changes in techniques and modalities of interventions arising from a vastly different technological environment.

The dichotomy between agricultural growth and private sector-led infrastructure development still weighs heavily on some countries in the Pacific region. In 2017–2018 I had the opportunity to participate in an ADB country program validation in the Solomon Islands. I was struck by the relevance of problems and issues raised almost 30 years ago in the articles included in this publication. Capacity constraints, weak institutional capabilities, inadequate understanding of the nuances of private sector-led growth, poor monitoring and evaluation capabilities, and above all, lapses in governance mechanisms, seriously hampered more effective delivery of services although favorable perceptions of the merits of good governance and the importance of improved implementation capacities were evident among senior government officials.

These problems are not unique to Pacific countries but endemic in many Asian countries as well with a few exceptions. Despite substantial investments over the years in capacity building and good governance, issues relating to poor governance, inadequate structural emphasis on balanced growth and macroeconomic policy reforms, and misplaced choices of institution strengthening instruments continue to thwart development efforts. It is through selectively chosen and sustained interventions over a longer time frame that some of the intractable problems of development management could be overcome.

What is documented in this publication will have relevance and meaning if the key findings and recommendations on governance, including public sector reforms, institution building, capacity development, approaches to enhancing rural–urban integration through multifaceted development, and more intensive application of monitoring and evaluation methodologies for sound development management, are understood, appreciated, and applied where feasible, by development practitioners and planners in developing countries. Additionally, if this publication could make policy makers and governments to review and reflect on past failures; reshape policies; and rethink and reorient strategies, modalities, and instruments of change that could contribute to deeper commitment and greater interest in institutional and structural changes to development management, then it would have served a useful purpose.

PART 1

GOVERNANCE

Good governance has been singled out as the most important criterion for sound development management. A World Bank report on Governance and Development (1992) states that “good governance is central to creating and sustaining an environment which fosters strong and equitable development.” It is widely acknowledged that sound governance would require the following: (i) an effective policy framework that incorporates both growth and equity-oriented policies; (ii) a qualified, competent, trained, and skilled workforce at different levels; (iii) an effective institutional framework, including a good public sector administrative structure with sound recruitment, retention, and promotion policies for civil servants; (iv) an appropriate emoluments and salary structure that takes into account differences in performance levels; (v) a corruption-free management system that rewards good performance; and (vi) an overall politico-legal framework that supports nondiscriminatory policies and promotes initiative and dynamism in project and program execution.

Evidently, transparency, predictability, accountability, stakeholder participation, rule of law, an efficient and uncorrupted public service, independence of judiciary, and media freedom, among others, are vital components of good governance. Sri Lanka has suffered substantially in upholding many of these values in recent years largely due to the adoption of undemocratic and often ill-conceived policies and practices in implementing varied development programs. The new government that came into power in August 2015 declared its objective to uphold the principles of good governance and address some fundamental issues affecting law and order, and institute reforms to democratize and resuscitate the public sector. The Nineteenth Amendment to the Constitution accordingly provided for the transformation of systems

and processes for good governance. Independent commissions were appointed to ensure fairness, transparency, and propriety in appointments to the legal, administrative, audit, and police services.

While progress was achieved in some areas, no significant changes have occurred to reverse the culture of corruption and public sector inefficiencies and instill discipline in the maintenance of law and order. The papers in this part provide, among others, a perspective of changes envisaged under the Nineteenth Amendment to the Constitution and current problems and issues affecting public sector performance. Separately, attention is drawn to the efforts required to ensure reconciliation and reconstruction of war-torn areas and address long-standing development issues of the north and east. A review of the misconceptions pertaining to management of rural projects although written specifically in the context of the Philippines, reflects issues that are valid and applicable to many of the countries in the Asia and Pacific region.

Judging by the fair and transparent manner in which the elections of August 2015 were conducted (see Chapter 5) there was hope of a reinvigorated country stepping into a more acceptable and transparent way of governance. Less than satisfactory attention paid to good governance, highly endorsed as necessary and important at the early stages of this government, continues to plague development efforts. Urgent public sector reforms along with punitive measures against corruption are considered critical to reduce waste and inefficiencies and move forward. It is significant that ADB's Strategy 2030 (ADB 2018) similarly proposes, "that governance reforms to counter corruption and strengthen professional civil services, regulatory quality, and the rule of law are needed to sustain development momentum and to ensure that the benefits of growth are equitably and widely shared."

PART 2

INSTITUTION BUILDING FOR DEVELOPMENT

The word “institution” means many things to many people and the variations and differences, as well as approaches to building institutions, are discussed in the papers included in Part 2.

Institution building has been a central area of concern to development practitioners and multilateral and bilateral agencies involved in developing capacities for implementing projects and programs for over half a century in the Asia and Pacific region. Piecemeal efforts at developing institutions and staff capacities have so far had only limited impact in development management due to political, social, cultural, behavioral, and institutional factors which have had a pervasive impact on project implementation and success rates. The papers in this part cover a broad spectrum of institution-building interventions made by ADB and other donors, DMCs of ADB, executing agencies, NGOs, civil society, and project beneficiaries. Four papers assess ADB’s role and experiences at different time periods while others deal with capacity development efforts at sectoral, country, and grassroots levels, with special reference to agriculture, irrigation, and research coordination. As the subjects are interrelated and refer to similar experiences in different countries, some institutional factors necessarily get repeated.

The papers provide a comprehensive view of institutional development interventions at the country levels and discuss how structural and innovative policies and sound leadership patterns helped in enhancing capacities and providing durable solutions to intractable problems. The papers also highlight how institutional issues continue

to thwart development at every stage of the project cycle. Key findings that emerge include (i) lack of empowerment of people, (ii) imposition of institution-building approaches that are devoid of the human element, (iii) poor understanding of cultural sensitivities in enhancing self-reliant approaches to capacity building, and (iv) inadequate adoption of sound approaches and practices to strengthen capacities that cut across sectors, geographical regions, and ethnic communities.

Institutional capacities are still weak and pervasive especially in countries where poor governance continues to dampen the effect of sound capacity development interventions. Recognizing the failures to create over time durable institutions for development, ADB's Strategy 2030 has stressed the need to strengthen governance and institutional capacities in DMCs. Clearly, future efforts need to build on experiences gained in the past, which are well documented in the papers included in this part. Anticorruption measures, strengthening of leadership standards, country-oriented and country-owned training programs to uplift capacities at different levels of government systems, and adoption of holistic and systemic appraisal and implementation of capacity-strengthening initiatives should be integral to development interventions in the future.

PART 3

AGRARIAN REFORM AND RURAL DEVELOPMENT

Agrarian reform has been a key element of agricultural and rural development programs in many developing countries of the Asia and Pacific region. While many countries struggled to cope with the demands of structural changes brought about by agrarian reform or land reform, countries like Japan, the Republic of Korea, and Taipei, China achieved commendable successes due to sound political leadership and good quality reform interventions. Many countries like Bangladesh, India, Pakistan, and the Philippines had structural impediments and problems that led to protracted implementation periods and loss of agricultural productivity.

The paper on agrarian socialism that is included here deals with the experience of Sri Lanka and reflects on some peculiar land ownership issues that are very different from the large-scale Zamindari-type ownership patterns noted in India and the Philippines. The paper deals with the socialistic middle path approach to governance and agrarian reform and highlights some issues on the institutional arrangements for implementing the program. The sustainability of this approach in the long run was in doubt, and as subsequent events proved, the land reform program itself was reversed somewhat with more liberal approaches adopted by governments since 1977 to open up the economy. Despite limited success, the experiment and experiences provide important lessons in that the institutional and social welfare interventions and the redistributive policies played a significant role in creating a more egalitarian society, which remains robust even today.

The paper on rural development brings forth issues that may appear less relevant to some countries of the region today because of their advanced stage of development. However, like institution-building efforts, rural development interventions will continue to be relevant even after 40 years of experimentation and experience in this field. That rural development interventions remain valid is confirmed by ADB's Strategy 2030, which highlights the need for increasing agricultural productivity and food security in member countries. The major issues in rural development include inadequate political commitment, lack of institutional capacities, sociocultural barriers inhibiting changes that open up opportunities for enhanced employment and income, and inadequate perception of the benefits of direct participation in development interventions.

The paper on *Migration and Resettlement Policies and their Implications for Integrated Rural–Urban Development* provides an interesting perspective because Sri Lanka did not experience the “pull” factors that resulted in large-scale rural–urban migration in countries of the South Asian and Southeast Asian regions. The pattern of governance, prudent land alienation and settlement policies, creation of decentralized development authorities, commendable social welfare policies, the size of the country, the relatively low-cost transport system, and limited landlessness, among others, kept people attached to their rural abodes. To date, only a limited number of the educated middle class are lured to the cities in search of better employment. The structure however, has not changed significantly even after 4 decades as about 80% of the people still live in rural areas.³⁴

The Philippine approach to compact farms has some valid lessons on how farmers reacted to consolidation while not divesting ownership and the benefits of increased productivity, where applicable. The membership in compact farms was limited to agrarian reform beneficiaries and the essence of the approach was to constitute

³⁴ This figure is confirmed by the UN Habitat reports and the Asian Development Bank's *Key Indicators for Asia and the Pacific 2018*. The Institute of Policy Studies, Colombo, Sri Lanka however, claims (2016) that the percentage of population living in rural settings is around 56.2% based on a different classification and interpretation of urban/rural areas.

voluntary groups to increase land size, pool resources and supplies, and introduce economies of scale in what were previously small family farms. The approach however, does not appear to have caught on although pockets of compact farms remain, with the Ministries of Agrarian Reform and Irrigation providing necessary oversight and support services. Despite the lapse of 40 years, the individualistic concept of farms seems to be the preferred approach.

The discussion on ARTI, Sri Lanka, focuses on how a new socioeconomic research institute was established around the same time that agrarian reform was introduced. The paper focuses on the institute's genesis, growth, and development and how it presented a new dimension to agricultural research, productivity and improved policies to enhance the lifestyle of the farming community that previously had limited access to information on prices and marketing and to sociocultural parameters that conditioned productivity and income. As the first director of the institute, the author played a significant role in building up the institution to achieve the level of international recognition, and set the stage for linking socioeconomic research with technical research to enhance productivity.

PART 4

MONITORING AND EVALUATION FOR DEVELOPMENT

The author served as a senior/director-level professional in the then Post-Evaluation Office (PEO) of ADB for over 12 years. He was responsible, among others, for preparing evaluation reports, including impact studies, formulating concept papers, organizing seminar-workshops, and presenting technical papers on monitoring and evaluation at regional and in-country seminar-workshops, and internally to ADB staff of operational divisions.

The papers in this part provide first an overview of basic monitoring and evaluation concepts and practices in simple terms for the benefit of DMC officials who participated in various training programs on monitoring and evaluation. ADB's postevaluation system and practices as outlined in the next paper provides a perspective of the systems, processes, and methodological issues relevant to evaluation. Over the years, PEO expanded and was renamed initially as Operations Evaluation Office (OEO), and subsequently as Operations Evaluation Department (OED), and Independent Evaluation Department (IED), respectively.

The concept papers are from the author's previous international assignment with FAO/UNDP, when he was project development and project evaluation specialist and chief technical advisor of the Agrarian Reform Project, Expanded Assistance to the Agrarian Reform Programme of the Philippines. As part of this assignment, central and provincial level officials of the Ministry of Agrarian Reform (MAR) and other line ministries associated with the program

had to be trained in basic monitoring and evaluation concepts and practices for management of agrarian reform projects. The notes used for this purpose were expanded and modified to suit the needs of other DMC officials who participated in various ADB sponsored seminar-workshops.

The then PEO's contribution to evaluation capacity development (ECD) in selected DMCs is extensively discussed next, specifically, ADB's role in strengthening postevaluation systems and feedback in member countries, and the importance of performance evaluation and feedback systems for planning and management of development projects. A documented case study identifies the progress made and shortcomings observed in strengthening capabilities in postevaluation and feedback mechanisms and how they could be remedied. Each paper is preceded by a brief introduction to help readers understand the content and context. It is significant that the fundamental values, concepts, and practices of evaluation remain valid even today, and the pioneering role initiated in the 1990s to improve ECD has been rewarding for subsequent ECD interventions. In view of the nature of the subjects presented and the types of audiences addressed some repetitions became unavoidable.

The implementation of the ECD programs demanded considerable innovative strategies as this was being implemented for the first time by PEO. Over the last 2 decades, the need and dimensions of training have increased substantially due to the strengthened emphasis on infrastructure, private sector operations, and sustainable development through increased investments in food security, social sectors, and infrastructure. The need to increase climate resilience, involve beneficiaries in urban planning and disaster management, strengthen governance and regional cooperation, and promote women's empowerment have all contributed to ECD being managed differently now. Greater focus is attached to improving DMC capabilities in both evaluation and project completion reporting.

About the Author

COLANDAVELU NARAYANASUWAMI (Nam)

entered the Ceylon Civil Service in 1960. He held various senior positions in the public sector, including those of director, Agrarian Research and Training Institute; and additional permanent secretary, Ministry of Plantation Industries, until 1977. He joined the Food and Agriculture Organization (FAO) of the United Nations in 1978 and served as senior project development and project evaluation specialist, and chief technical adviser of the 'Expanded Assistance to the Agrarian Reform Programme' in Manila, Philippines until early 1983. In April that year, he joined the Asian Development Bank (ADB) in Manila, Philippines, as evaluation specialist and served with distinction in senior capacities for over 12 years. At the time of his retirement from ADB in 1996, he held a director-level position at the then Post-Evaluation Office. He continued his professional interest in development management as an independent consultant thereafter for over 22 years. During this period, he undertook several complex multidisciplinary assignments in the Asia and Pacific region for ADB, the United Nations Development Programme, Australian Agency for International Development, and the World Bank.



In his professional career spanning over 55 years and four phases—Ceylon Civil Service, FAO, ADB, and as independent consultant—he remained dedicated to the cause of development management, and has written and published several papers and articles on varied subjects ranging from governance, institution building, capacity development, agrarian reform and rural development, to project management with emphasis on monitoring and evaluation of development projects and programs. In this book he shares his experiences in development management in over 20 countries. His passion had been to spread the message that human resources and institutions matter as much as economics and technology in the pursuit of development.

Colandavelu Narayanasuwami holds a bachelor's degree from the University of Ceylon, Peradeniya. He obtained a Post Graduate Diploma in Development Administration from the London School of Economics and Political Science, London in 1970. His overwhelming interest and experience in development management resulted in more direct acquisition of academic credentials in this field from the University of Chicago in 1991. He has served as a resource person in international conferences and seminars on project management, project monitoring, and project evaluation.

"I thoroughly enjoyed reading this lucidly written, analytical and scholarly book—the product of a well-grounded development practitioner—and commend it highly to development practitioners, specially our young and next generation, who will grapple with the issues Nam has thoughtfully and eloquently presented in this book. What I found particularly fascinating is that even though some of the papers are decades old, they are still relevant and capable of providing fresh perspectives. By providing an introductory context for each paper, and postscripts as necessary, Nam has made each paper in this book come alive as if it is a freshly minted piece."

— RAJAT M. NAG

Distinguished Fellow, National Council of Applied Economic Research, New Delhi
Distinguished Fellow, Emerging Markets Forum, Washington D.C.
Former Managing Director General, Asian Development Bank

*"The book on **Managing Development: People, Policies and Institutions** is a compilation of work which spans five decades by its author Colandavelu Narayanasuwami, a well-known international civil servant and development professional. The book captures the hands-on experience of the author in four areas of contemporary development interest: Governance, Institution Building, Agrarian Reform and Rural Development, and Monitoring and Evaluation. I am sure the book will be well received by a wide audience and would be particularly useful to development practitioners and policy makers in Asia."*

— NIHAL AMERASINGHE, PhD

former Director General of the Asian Development Bank, and
Distinguished Fellow in Development Management, Asian Institute of Management "

"The author has painstakingly placed on record a vast store house of systematic information and knowledge on the mode and manner of managing development with special reference to developing countries. The book is not dogmatic and theoretical but practical, lucid and down to earth as it is largely based on empirical knowledge and research studies. I commend this book as a compulsory reader to all Development Administrators and Managers in the developing countries."

— K.H.J. WIJAYADASA BA (Hons) (Ceylon)

Post Graduate Diploma in Economic Development (Oxford)
Secretary to the Prime Minister of Sri Lanka 1984–1988
Secretary to the President of Sri Lanka 1989–1994

This book incorporates the extensive knowledge and experience the author has imbibed over a period of over 40 years in subjects of contemporary relevance, more specifically in the areas of governance, institution building, agriculture and rural development, and monitoring and evaluation which are playing a crucial role in development management in many developing countries today. The thoughts, insights and critical analyses are invaluable not only to those engaged in development management but also to those engaged in other fields of management, as many of the criteria vital to the success of development projects are equally applicable to success in other fields of management.

— SHIVA PASUPATI LL.B (Ceylon)

Post Graduate Diploma in International Law (Cambridge), President's
Counsel, Attorney General of Sri Lanka (1975 to 1988)

