

4. Experts of Technical Assistance

The following information applies to the recruitment and selection of individual technical advisors by Canadian Executing Agencies (EAs). This function is the responsibility of the EA, within a certain number of CIDA imposed requirements. Information about the selection of Executing Agencies by CIDA is attached as Appendix III-9.⁶⁷

a) Canadian Experts

More than 90% of Canadian technical personnel involved in CIDA projects are presently managed by one of the hundreds of Canadian EAs. While the recruitment and selection of suitable advisors are the responsibility of the EA, CIDA does impose a certain number of requirements to ensure that general policy goals are met. Unless their contract or agreement with CIDA stipulates otherwise, executing agencies may recruit for overseas assignments either within their existing personnel or from outside sources. Canada-based candidates for an assignment to CIDA projects are Canadian citizens or permanent residents with a contract address in Canada. CIDA encourages EAs to provide all Canada-based staff with the same basic benefits (as outlined in Part III, Section D-3 above). Consistency in the application of benefits reduces morale problems and discontent.

b) Host-Country Experts

In the past, CIDA has had strict rules requiring that all overseas staff on a CIDA project should be Canada-based. Recently, however, non-Canadians are being hired as an advisor in the exceptional case where the executing agency is unable to identify a suitable Canada-based candidate or if the engagement of a non-Canadian is justified for operational or developmental purposes. The use of local personnel for a project can be both appropriate and cost-effective. These locals work either as support personnel or experts, positions which previously have been filled by Canadians. They are hired on the basis of their familiarity with the local language and culture and their ability to perform the required tasks. While locally engaged staff may be Canadian or non-Canadian, they should be employed according to local salary scales and regulations (on the advice of the local Canadian Mission). There

⁶⁷ Service Contract Process brochure - prepared for the Canadian Exporters' Association (CEA) meeting

are often special provisions for the hiring of "foreign nationals" locally.

c) Third-Country Experts

Recently, CIDA has made much greater use of third-country personnel. If the most suitable candidate for a position is a resident of a third country (ie. neither a resident of Canada nor the country of assignment) salaries and benefits should be negotiated on an individual basis, taking into account conditions in the country of assignment and in the person's usual country of residence. Benefits must not exceed those offered to Canadians, and if the person has tax-free status, the amount of tax normally paid by a Canadian resident is deducted from the gross salary.

Contract Requirements

The provisions in an advisor's contract must be in accordance with those of the contract or agreement between CIDA and the Executing Agency. The advisors contract should outline the individuals responsibility in the context of the project and include the following basic provisions: 1. basic fee/ salary; 2. duration and period of service overseas; 3. detailed description of the advisor's mandate and duties; 4. the advisor's allowances, benefits and the mandatory requirements and regulations governing the advisor's overseas assignment; 5. provisions for the suspension or termination of the contract when deemed necessary by the EA. If the agreement between CIDA and the Executing Agency requires the advisor's participation in intercultural or language training, this requirement should also be included in the contract.

Qualifications and Recruitment of Advisors

CIDA has outlined both a description of an "Effective Advisor" and the various steps that might be included in an "Effective Selection Process" in the *Management of Overseas Personnel: Manual for Executing Agencies*. This information has been included as Appendix III-10.

E. Tender System and Conditions of Procurement of Materials and Equipment⁶⁸

Public Works and Government Services Canada (PWGSC) is the only Department that has the authority to procure for the Government of Canada. PWGSC may delegate procurement authorisation to another department, subject to the other department's contracting authority under the Treasury Board Government Contract Regulations.

i) Procurement by CIDA

Under the Treasury Board Contract Regulations CIDA has "automatic" delegations of authority to procure:

1. up to \$2,500 for goods not stocked by PWGSC;
2. goods on PWGSC standing offers⁶⁹;
3. goods for the direct support of cooperants and Executing Agencies as approved by CIDA's Corporate Management Branch;
4. emergency procurement;

and with the approval of Corporate Management Branch:

5. up to 40% or \$2 million of a project's value;
6. up to \$400,000 for offshore procurement using "untied" funds.

In addition, CIDA has received a "standing delegation"⁷⁰ of procurement authority from PWGSC and limited by the Government Contract Regulations to:

\$400,000 for competitive contracts⁷¹

\$40,000 for non-competitive contracts

Any contract exceeding these amounts requires Treasury Board approval.

When procurement for goods is performed by CIDA, it is normally done through a private tender. The tender system involves the identification (by CIDA staff or a procurement advisor under contract with CIDA) of potential suppliers who are invited to submit sealed bids/proposals. CIDA has an in-house list of goods

⁶⁸ The information in this Section is taken from: *CIDA-Financed Procurement Fact Sheet*, CIDA: April 1995.

⁶⁹ Standing offers are offers made by suppliers which CIDA can accept at any time (thereby forming a contract) until the offer is altered or withdrawn by the supplier.

⁷⁰ Without this delegation CIDA would have to either conduct all its goods procurement through PWGSC or seek a specific delegation each time a smaller requirement is to be met.

⁷¹ The limitations of competitive contracts applies where: (i) 3 or more qualified suppliers are identified and a. only 1 valid bid is received or b. the lowest valid bid is accepted; and (ii) only 2 qualified suppliers are identified but both submit valid bids and the lowest valid bid is accepted.

suppliers (no registration system exists) which is referred to when calling for a private tender.

ii) Recipient Country Procurement

CIDA may assign the procurement of goods to the Recipient Country (RC) in the Memorandum of Understanding. Such a decision would be based on a number of considerations, including:

1. the RC's demonstration of having reasonable capacity;
2. the RC's request for authority to procure directly; and
3. the potential for long-term commercial ties between the RC and Canada.

When procurement for goods is performed by the recipient country, it is normally done through a private tender. The tender system involves the identification of a list of potential suppliers, who are invited to submit sealed bids or proposals. The limitations of goods contracts that can be entered into by the RC (as of April 1995) are:

\$4 million for competitive contracts⁷² (with a \$2 million amendment level)

\$1 million for non-competitive contracts (with a \$500,000 amendment level)

Any contract exceeding these amounts requires Treasury Board approval.

iii) Procurement by PWGSC

CIDA usually procures goods through PWGSC when more than 40% of the contract is for the supply of goods, and/or when the total value of the contract exceeds \$2 million. When procurement for goods is done through PWGSC, it is usually done through a open public tender advertised on the Open Bidding System (OBS).⁷³ An exception to this is the procurement of bulk food and fertilizer under "tied" aid restrictions. In 1993-94, PWGSC contracted approximately 35% of CIDA-funded goods procurement (up from the approximately 34% in 1992-93). If purchases for commodities are eliminated (since a large proportion of commodity purchases are usually exempt from open bidding), the percentages fall to about 11% for 1993-94 (or 21% for 1992-93).

⁷² See footnote 71.

⁷³ The OBS is a nationally accessible electronic bulletin board used by the federal and provincial governments and other public sector organisations to advertise business opportunities. Under this system, there is no need to register with CIDA. Subscribers review lists of opportunities, select the ones that interest them and submit a proposal as requested.

CIDA's Responsibility for Procurement

Whether procurement is carried out in the field (by the RC) or in Canada (by CIDA), CIDA is responsible for the following:

- a. selection of procurement alternative and mode;
- b. ensuring that the appropriate approval is obtained and respected;
- c. ensuring that procurement is conducted in accordance with the procedures and practices for public procurement;
- d. monitoring the procurement process and documents;
- e. issuing CIDA Purchase Order Confirmations;
- f. interpreting the "Guidelines on Procurement", and CIDA procurement policies, etc.; and
- g. paying invoices from suppliers.

Monitoring System for Procurement

CIDA's contract officers are responsible for providing contractual advice for procurement purposes. CIDA often contracts procurement monitors who report directly to the project team. Within CIDA, procurement is monitored primarily by the gathering and analysis of statistics on contract values and disbursements.

Tied/Untied Aid

According to Government guidelines, "Tied Aid" means that goods are to be procured in Canada, while "Untied Aid" means that the goods may be procured for countries other than Canada. The various guidelines for the use of tied and untied aid are detailed below:

1. Tied aid - goods which are purchased under tied aid authority are required to be procured from Canadian suppliers with Canadian content of at least two-thirds (66.7%) of the total procurement costs, excluding all international shipping costs from the point of embarkment and excluding (1) projects of \$100,000 or less, or (2) purchases of \$100,000 or less of miscellaneous items relating to projects. Suppliers are required to complete a Canadian content form in which their costs (and profits) are allocated as Canadian or non-Canadian so that the percentage of Canadian content can be calculated.

2. Untied aid - untied aid authority is intended for local cost financing, and not to accommodate the increased procurement from other developed countries. Usually, procurement should be for goods available in the region,⁷⁴ which are not in competition with Canadian goods, and which are produced in the region or have significant local value-added component. Untied funds may be used for direct procurement from other developed countries when the goods (or services) constitute less than 10% of the project value and alternative Canadian, local or regional goods (or services) are not available. The rationale for procurement from another developed country or from a developing country from outside the region must be justified at the project approval stage. Departures from these guidelines to accommodate extenuating circumstances are subject to approval of the Area Branch Vice-President. The general untying authorities for bilateral projects are up to one-third (33.3%) for all projects and up to half (50%) for projects in sub-Saharan Africa.

⁷⁴ "region" is loosely defined as neighbouring developing countries

IV. Research Activities on Development Assistance

A. CIDA's In-House Research Activities

1. Name of Division in Charge and Staff

CIDA is not involved in any in-house research activities. The mandate of CIDA is limited to funding Canada's international development assistance and the development of related policies. Research is not part of the Agency's mandate.

2. Major Research Areas

Not applicable (see above)

B. Profile of Major Research Institutes in Canada

1. List of Canadian Institutes Undertaking Development-related Research

1. International Development Research Centre
250 Albert St. (PO Box 8500)
Ottawa, Canada, K1G 3H9
Staff: approx. 440 (340 Canada; 100 Overseas)
Budget: \$115 million
2. The North-South Institute
55 Murray St., Suite 200
Ottawa, Canada, K1N 5M3
Staff: 19
Budget: \$2 million
3. Canadian Council for International Co-operation
1 Nicholas St., Suite 300
Ottawa, Canada, K1N 7B7
Staff: 23
Budget: \$4.2 million
4. International Institute for Sustainable Development
161 Portage Ave., 6th Floor
Winnipeg, Canada, R3B 2L6
Staff: 35
Budget: \$6.2 million

2. Areas of Research/Collaboration with CIDA

International Development Research Centre (IDRC)

The IDRC was established in 1970 as a Crown Corporation, required to report to Parliament through the Minister of Foreign Affairs. Over the past 25 years, IDRC has granted over \$1.5 billion to support over 5,000 research projects in 100 countries. The projects have involved over 20,000 researchers and over 1,000 institutions. IDRC's mandate is "to initiate, encourage, support and conduct research into the problems of the developing regions of the world and into the means for applying and adapting scientific, technical and other knowledge to the economic and social advancement of those regions."⁷⁵ The IDRC is dedicated to "creating, maintaining, and enhancing research capacity in developing regions in response to needs that are determined by the people of those regions in the interest of equity and social justice."⁷⁶

IDRC's mandate was expanded following the Earth Summit (UNCED) in Rio de Janeiro in June 1992, to assume special responsibility as Canada's prime agency for working with developing countries on the implementation of Agenda 21.⁷⁷ As a result, IDRC gives priority to supporting research projects whose overall goals involve meeting the challenges of sustainable and equitable development. The six core themes for environment and development are: biodiversity; integrating policies (environmental social and economic); food systems under stress; information and communications; health and the environment; and technology and the environment.

Through funding of scientific research in Canada and the Third World, the IDRC helps communities in developing countries find solutions to social, economic, and environmental problems. Through financial support to researchers in universities, government, business and NGOs, IDRC invests in scientific knowledge and technology to help improve the quality of life. IDRC-supported projects are designed to alleviate poverty, maximize the use of local resources, and strengthen

⁷⁵ *The IDRC Act*, Section 4(1).

⁷⁶ *Empowerment through Knowledge: The Strategy of IDRC*, November 1991.

⁷⁷ Agenda 21 is the global action plan designed to help the nations of the world move closer to economic and social well being, a fair distribution of the world's resources, and a healthy environment

human and institutional capacity. About 18% of the Centre's activities involve joint cooperation between Canadian and developing country organisations. Projects are developed on the initiative of the developing country researchers, but Canadian institutions frequently contribute as partners. IDRC creates links between academic, NGO and private sector communities in Canada and abroad, providing unique opportunities for joint ventures, research partnerships, and the exchange of knowledge.

The operations of the IDRC are guided by an international 21-member Board of Governors, which includes CIDA's President. While CIDA has often provided funds to implement the results of IDRC-supported research efforts, there is no overlap in the roles of IDRC and CIDA. The complementarity between CIDA and the IDRC has enabled the two agencies to work closely on projects, with each contributing its particular strengths. They also maintain a close working relationship in other areas, such as policy development.

North-South Institute (NSI)

NSI is the only independent research institute in Canada focused on international development. An independent, non-profit, non-partisan organisation, the Institute conducts research on Canada's relations with developing countries on a wide range of related foreign policy issues; although it focuses on four main themes: human rights and democratic government, international finance and ODA, international trade, and progress for women. NSI collaborate with a wide range of Canadian and international organisations. NSI's research helps Canadians understand the problems and opportunities facing countries in the developing world. Published findings are readily available to the public, as well as government, the business community, educators and the media. CIDA provides about half of the funds that sustain the Institute.

Canadian Council for International Co-operation (CCIC)

CCIC is a national organisation that represents about 100 of Canada's leading NGOs. The Council acts as a spokes person for its members, representing their collective views on Canadian foreign policy - including foreign aid - to Government, media and the public. It maintains regular contacts with CIDA in its efforts to seek input

into government policies affecting developing countries. CIDA provides about \$4 million in funding annually to CCIC. CCIC provides information to its members to raise the awareness of Canadians about North-South issues. CCIC produces several publications annually on development-related issues (eg. Foreign policy review, organisational change, gender and development). It also publishes a newsletter on members' development activities and current affairs related to international development.

International Institute for Sustainable Development (IISD)

The IISD was established in Winnipeg in 1990 to undertake research on the concept of environmentally sustainable economic development. The IISD was incorporated as a non-profit institution and is not a Crown Corporation. The Institute's objective is to promote the integration of the principles and practices of sustainable development within and between the public, private and voluntary sectors on a national and international basis. There are four main areas of research: Business and Government, Trade and Sustainable Development, Poverty and Empowerment, and Communication and Partnership. IISD publications include a bulletin and other materials on sustainable development. CIDA provides about \$1 million of the Institute's budget, and has representation on the IISD Board.

V. Response to Newly Emerging and Key Development Issues

A. CIDA's Policy Orientation Toward Cooperation on Newly Emerging Issues

Canada's new Foreign Policy Statement, *Canada in the World*, identified the following six issues as priority areas for ODA programming:

- i. *Basic human needs*: - to support efforts to provide primary health care, basic education, family planning, nutrition, water and sanitation, and shelter. Canada will increase to 25% its commitment of ODA for basic human needs, as a means of enhancing its focus on addressing the security of the individual;
- ii. *Women in development*: - to support the full participation of women as equal partners in the sustainable development of their societies;
- iii. *Infrastructure services*: - to help developing countries deliver environmentally-sound infrastructure services (ie. rural electricity and communications), with an emphasis on poorer groups and on capacity building;
- iv. *Human rights, democracy, good governance*: - to increase respect for human rights, including children's rights; to promote democracy and better governance; and to strengthen both civil society and the security of the individual;
- v. *Private sector development*: - to promote sustained and equitable economic growth by supporting private sector development in developing countries, particularly through organisations working in the areas of micro-enterprise and small business development to promote income generation; and
- vi. *The environment*: - to help developing countries to protect their environment and to contribute to addressing global and regional environmental issues.

CIDA also introduced a new policy on Poverty Reduction to guide programming in each of the six priority areas and to serve as a framework for CIDA's efforts to make poverty reduction an overarching objective of Canadian ODA.

B. Policies, Approaches and Strategies for Key Development Issues

1. Environment

Policy

In January 1992, CIDA released its policy for Environmental Sustainability. The policy reflects CIDA's belief that the achievement of sustainable development requires the integration of environmental considerations into development activities. CIDA's policy is "to integrate environmental considerations into CIDA's decision-making and activities, and to work with its partners and developing countries at improving their capacity to promote environmentally sustainable development."

The Policy has three main components:

- i. Environmental Assessment - the full integration of environmental considerations into CIDA's decision-making process and development activities so as to ensure that CIDA projects do not cause unexpected or unacceptable damage to the environment.
- ii. Environmental programming - helping developing countries acquire the skills they need to address both local and global environmental problems.
- iii. National and international leadership - working with Canadian and international partners to better integrate environmental considerations into their activities.

To help countries achieve environmental sustainability in development, CIDA is pursuing the following objectives:

1. To increase the institutional, human resource and technological capacities of developing country governments, organisations and communities to plan and implement environmentally sustainable policies, programs and activities.
2. To strengthen the capability of developing countries to contribute to the resolution of global and regional environmental problems, while meeting their development objectives.
3. To ensure that environmental considerations are integrated into all aspects of CIDA's development activities, taking into account the views of beneficiaries

and local communities.

4. To promote and support policy dialogue, program assistance and projects that directly address environmental issues.
5. To implement design measures that minimise negative environmental impacts and enhance the environmental benefits of projects;
6. To encourage and support its partners (Canadian and international) and developing countries to develop policies, programs and projects that further the objectives of environmental sustainability.
7. To contribute to the development of knowledge and experience on environmentally sustainable forms of development in Canada and in developing countries.
8. To promote education and awareness of environmentally sustainable approaches to development among governments and the public in Canada and in developing countries.

Attention to the environment is a very important part of CIDA's work to fulfil its mandate "to support sustainable development in developing countries, in order to reduce poverty and to contribute to a more secure, equitable and prosperous world"⁷⁸ However, CIDA believes that long-term sustainable development requires the integration of five related aspects: environmental, economic, social, cultural and political sustainability. In other words, efforts to promote sustainable development should not only focus on environmental considerations, however important this aspect is recognized to be, but rather should be based on a broad approach.

(1) Approach

CIDA has identified three concepts that must be applied in its programming in order to make substantial progress towards its objectives for environmental sustainability. They are:

1. Ecological basis for development: It is necessary to recognise both the productive potential and sustainable limits of an ecosystem for development in a given area. To assess the potential/limits of an ecosystem's stability, it is necessary to have an understanding its biological diversity, carrying capacity, and assimilative capacity. Ecosystem approaches to planning and management

⁷⁸ *Canada in the World*, February 1995.

provide an important means for implementing these concepts.

2. **Economic value of the environment:** Natural resource stocks need to be treated as natural capital, and project decisions must take full account of the external environmental costs they create. Natural resources accounting approaches must be developed to recognise environmental values in economic decision-making.
3. **Factors affecting environmental degradation:** The problems of poverty, population (growth and migration) and natural resources are often inseparable. Each and all have a direct impact on environmental degradation. In addressing these complex relationships, it is necessary to better understand and act on relationships between disadvantaged groups (especially women and indigenous peoples), and the environments which support them.

The application of these three concepts in program support and project initiatives allows CIDA to meet a range of environmental objectives in development. Efforts at the international, regional, national or local level range from reactive approaches (ie. to correct past environmental damages), to responsive approaches (ie. to meet requests from partner countries/organisations to strengthen human, institutional and technological capacities), to proactive approaches (ie. to raise and support measures for policy reform, particularly in countries and sectors where CIDA has established experience and the confidence of governments).

(2) Strategies

CIDA has identified a five point strategy to enable it to meet the objectives of the policy on Environmental Sustainability. The five points are:

1. **Environmental Conservation** - the maintenance of environmental quality by protecting ecosystems and resources from degradation and destruction. It involves planning the use and management of renewable and non-renewable resources in order to ensure their long-term availability while maintaining and possibly enhancing their quality, value and diversity.
2. **Pollution Prevention** - the use of processes, practices materials, products or energy that avoid or minimise the creation of pollutants and waste, without shifting or creating risks to human health or the environment.

3. **Pollution Control and Remediation** - the use of processes, practices materials, products or energy to reduce the risk posed by urban, industrial or agricultural pollutants and waste before their release to the environment and/or to restore ecosystems that have already been damaged or degraded by human activity back to a healthy state.
4. **Capacity Development in Environmental Management** - enhancing the ability of individuals, groups, organisations, and institutions to address environmental issues by developing the technological, informational and human resources necessary to address environmental issues.
5. **Environmental Analysis and Assessments** - to integrate environmental considerations into all of CIDA's decision-making and activities.

(3) Implementation

i. Organisational Focal Point:

The responsibility for cooperation activities relating to environmental sustainability is divided between Policy Branch and the various program branches within CIDA. This division of responsibility helps to prevent longer-term policy/strategic-level activities from being displaced by the immediate operational demands of implementing projects and programs. Within CIDA's Policy Branch is an Environment and Natural Resources Division (ENRD), which is responsible for coordinating the development and implementation of the policy for environmental sustainability. Other responsibilities include the development of indicators for Environmental Sustainability in response the Results-based management approach, and professional development related to the environment in the Agency. Within the ENRD is the Environmental Assessment and Compliance Unit, which is responsible for Agency-wide environmental assessments of activities in compliance with the CEAA. In addition, the work of the Environmental Network, which is composed of a representative from each branch, is coordinated in Policy Branch. The functions of the Network are to assist the Branches in implementing the Policy through exchange of information and experience, analysis, monitoring and recommendations to senior management.

The work of the ENRD is supported by full-time environmental specialists in the

five program branches (Asia, Americas, Africa and the Middle East, Canadian Partnership, and Multilateral). The specialists in the three geographical branches are responsible for the environmental analysis during the formulation of Regional/Country Development Policy Frameworks. In addition to providing professional advice about programs and projects to project managers, a number of environmental specialists also have responsibilities to manage individual programs/projects. This dual role limits their availability and effectiveness in assisting the other managers in the branch.

Specialists in the Canadian Partnership Branch (CPB) help to ensure that environment consideration and sustainable development are built into the program/project proposals from Canadian partners for which the Agency provides responsive financial support. In the Multilateral Branch, specialists provide assistance as the Agency seeks to improve the quality of environmental programming in multilateral organisations, and as the Branch seeks to strengthen its capacity to incorporate environmental considerations into all areas of its mandate.

At present, there are sixteen positions classified as environment specialists in CIDA. It is felt that the professional capacity in the field of environment is over-stretched to meet the demands within the Agency.

ii. Activities:

Over the past five years, CIDA has spent \$232 million on bilateral projects for the environment. An additional \$250 million has gone to projects that involve the environment as a secondary objective or which include an environmental component. Despite Agency-wide budget cuts, CIDA has increased its financial support to programs and projects that help developing countries address local and global environmental challenges.

Recent cooperation activities in the geographic branches include: numerous environmental studies to support the development of R/CDPFs; the integration of environmental considerations into the planning and implementation of projects and programs; the continued implementation of on-going projects in the field of

environment; and the development and approval of new projects to help developing countries protect their environment and to contribute to global and regional environmental issues. In the Multilateral Programmes Branch, the main focus of environmental programming initiatives is related to post-UNCED activities. In addition, environmental activities include policy leverage and institutional influence. The CPB integrates environmental considerations into the activities of its Canadian partners funded under its programs, and promotes the use of various mechanisms (ie. environmental assessment) by its partners.

A more detailed description of the specific activities undertaken in recent years is included as Appendix V-1.

iii. inputs:

Inputs for environmental-related development activities consist of technical assistance, training, direct financial support, the introduction of methodologies and policy dialogue, and some equipment supply (eg. computer technology). Through the strategic disbursement of ODA funds, the application of conditionalities and/or policy dialogue, CIDA seeks to influence the development/advancement of national policies on environmental sustainability in recipient countries.

iv. application to the project cycle:

A detailed explanation of the procedures relating to the application of the CEAA to the bilateral program cycle is included as Appendix III-1.

CIDA has developed a wide-range of material to assist its personnel in making environmental activities more effective. This material includes: *Environmental Assessment at CIDA* (a general introduction to environmental assessment); *CIDA's Procedural Guide for the CEAA* (a more comprehensive and detailed guide); a poster set which illustrates the process under the CEAA, provides key definitions and regulations, and the management framework for environmental assessment; *Implementation of the CEAA* (a training guide to provide an overall overview of the CEAA, instructions for CIDA's environmental assessment forms and information about the public registry system); and electronic job aids (on-screen information and training program).

v. research and development activities:

CIDA does not have a mandate to undertake research activities or to produce publications on development-related topics such as environmental sustainability. However, CIDA is involved in *ad hoc*, goal directed research in order to build lessons learned into its policies and programs/projects. Policy-based research involves the review of past CIDA and other donor experiences, a search of existing literature and the organisation of workshops/seminars.

(4) Future Prospects

Monitoring of the implementation of the policy is done through the preparation of biennial progress reports (the most recent of these reports was released in October 1995). As part of CIDA's Policy for Performance Review, an external review of the Agency's performance in implementing its Policy for Environmental Sustainability will be initiated in 1996. It is expected that this review will be completed in 1997 and will be followed by a revision and update of the policy.

2. Women in Development and Gender Equity (WID/GE)

Policy

In July 1995, CIDA released its new policy on Women in Development and Gender Equity.⁷⁹ The policy seeks to address the imbalance that exists between women and men, in terms of participating in and benefiting from development initiatives. Hence, the goal of the policy is “to strengthen the full participation of women as equal partners in the sustainable development of their societies”.

The Policy has two main components:

1. The full and effective integration of gender considerations into all development initiatives through the use of gender analysis; and
2. The involvement of women as equal and active partners in development work by assessing the barriers to women’s full participation and designing strategies to overcome these barriers.

The objectives of the policy are:

1. To encourage, respond to, and support initiatives within and among developing countries in order to:
 - increase women’s participation as decision-makers in economic, political, social, and environmental spheres,
 - improve women’s income levels and economic conditions,
 - improve women’s access to basic health and family planning services,
 - improve women’s level of educational achievement and skills,
 - protect and promote the human rights of women.
2. To promote activities aimed at eliminating discrimination against women.
3. To encourage partners in Canada and overseas to adopt similar WID policies and initiatives.
4. To increase CIDA’s capacity to fully integrate gender considerations into its policies, programs, projects and other activities.
5. To support its Southern partners to voice their concerns on gender issues in

⁷⁹ Gender refers to the socially constructed roles and responsibilities of men and women. It includes the expectations held about the characteristics, aptitudes and likely behaviours of both women and men (ie. femininity and masculinity). These roles and expectations vary across time, economies and societies. The concept of Gender Equity focuses on both the equal treatment and equality of results for women and men. It calls for the differential treatment of groups in order to end inequality and foster autonomy. Thus specific measures for women (ie. women-specific projects) are often required.

development, and to enhance the understanding of these issues at CIDA and within Canada.

WID/GE is a broad development theme that is linked to other themes and policies (ie. sustainability, environment, etc) which underlie all development work. Gender concerns intersect all development areas because all policies, programs and projects have an impact on women. Therefore, all development initiatives require a gender analysis.⁸⁰ Although the goals and objectives of the WID/GE Policy apply to all CIDA activities, their application will vary among branches, programs and projects.

(1) Approach

CIDA has adopted a two-pronged approach to increase women's participation in development activities. The approach involves both integrative and women-specific actions. These actions should be mutually reinforcing.

1. WID-integrated approach: This approach refers to activities where the project's goal, objectives and delivery mechanisms are equally aimed at the needs, interests, and participation of women and men. A WID-integrated approach must include four elements: the completion of a gender analysis; the identification and addressing of women's issues; the adoption of proactive measures to include women as decision-makers; and measures to ensure that women are a significant proportion of direct participants and beneficiaries. An example of a WID-integrated approach is a fisheries project which targets not only the fish harvest, but also associated activities (ie. the preparation of gear and bait, fish processing and marketing, etc.) which are usually carried out by women.⁸¹

2. WID-specific approach: This approach refers to activities that target women exclusively or as the principal beneficiary target group. WID-specific initiatives which include women as the primary decision makers or managers, play an important role in meeting women's practical needs and strategic interests that are not addressed through mainstream approaches. They are also important in supporting women's organisations, which are depended upon when women are

⁸⁰ see Appendix V-2 for gender analysis guidelines.

⁸¹ CIDA's Policy on Women in Development and Gender Equity, CIDA, July 1995.

under-represented in the political decision-making process. An example of a WID-specific approach is a legal aid clinic that provides information and counselling for women, and advocate legal reform to remove inequalities.

(2) Strategy

CIDA's has identified a five point strategy for the implementation of its policy on Women in Development and Gender Equity (WID/GE). The five points are:

1. **Consultation with Women:** During the planning of a development initiative, it is essential both to consult the women who will be affected, and to seek the input of local organisations/consultants with WID-related expertise. Since gender equity is dependent on partnership with men, the understanding and support from men involved should also be encouraged.
2. **Support for Women's Organisations:** Women must have strong, articulate organisations that represent their interests in order to play an active role at all levels of society. Therefore, support for women's own organisations should be an important element in policy, program and project initiatives.
3. **Partnerships:** CIDA's development partners (both in Canada and overseas) should play a major role and take equal responsibility for achieving CIDA's WID/GE objectives.
4. **Policy Advocacy:** CIDA will actively promote its WID/GE policy and other related gender issues in consultations with its partners, as well as with recipient governments, other donors and international organisations.
5. **Capacity Building:** All institutional development programs should seek to strengthen the ability of CIDA and its partners to work with a gender perspective.

(3) Implementation System

i. Organisational Focal Point:

The responsibility for cooperation activities relating to WID/GE is divided between Policy Branch and the various program branches within CIDA. This division of responsibility helps to prevent longer-term policy/strategic-level activities from being displaced by the immediate operational demands of implementing projects and programs. In April 1994, a Women in Development and Gender Equity

(WID/GE) Division was established in CIDA's Policy Branch. The WID/GE Division assumes responsibility for coordinating the development and implementation of the WID/GE policy within the Agency. Other responsibilities include the development of gender sensitive indicators in response to the Results-based Management approach, WID/GE professional development, and the coordination of WID/GE consultant selection for CIDA. In effect, the WID/GE Division of Policy Branch puts in place a variety of WID/GE-related mechanisms for use throughout the agency. There are currently 4 people working in the WID/GE Division, including the Director, a Senior Policy Advisor, a Policy Analyst, and a secretary. During preparations for the Beijing Women's Conference, a fifth person was assigned to the division as a Coordinator. It is expected that a fifth WID/GE staff will be permanently added to Policy Branch in the near future.

CIDA also has WID/GE specialists assigned to its program branches. In the geographical branches, there are 2 WID/GE personnel for Asia, and one each for the Americas, and Africa/Middle East (a second person is expected to be added to the Af./ME Branch). These WID/GE specialists are expected to be familiar with WID/GE-related issues, networks and resources available in the geographical regional. They also provide suggestions for the Branch's formulation of Regional/Country Development Policy Frameworks (R/CDPFs). Although WID/GE specialists do not undertake the technical management of WID/GE projects, they do provide quality control advise to the project managers as necessary. Specialists are also involved in professional development of Branch personnel, including the arrangement of speakers on occasion.

The Canadian Partnership Branch also has a WID specialist, while Multilateral Branch has a WID/GE coordinator (who spends about 25% of his time on WID/GE issues). In total, there are about eleven people working full-time on WID/GE issues within the Agency.

ii. Activities:

Information about specific cooperation activities in the area of WID/GE was prepared in preparation for the Beijing Women's Conference. This information is included as Appendix V-3.

iii. Inputs:

For the most part, inputs for development activities consist of money, technical expertise, the introduction of methodologies and policy dialogue. Through the strategic disbursement of ODA funds, the application of conditionalities and/or policy dialogue, CIDA seeks to influence the development/advancement of national policies on WID/GE in recipient countries.

iv. Application to the project cycle:

- A. Planning - An understanding of gender roles and the gender division of labour must be part of all initial planning activities. Women's practical needs and strategic interests must be integrated into all project goals and objectives.
- B. Implementation - Women must be involved as equal partners in the implementation process. (Sometimes special measures will be required to facilitate women's participation).
- C. Monitoring and Evaluation - To ensure that women are able to benefit from the new policy, on-going monitoring of both short-term and long-term performance and impact of project initiatives must be undertaken.
- D. Results - Women must benefit as equally from development as men.

v. Research and development activities:

CIDA does not have a mandate to undertake research activities or to produce publications on development-related topics, including WID/GE. However, CIDA is involved in *ad hoc*, goal directed research in order to build lessons learned into its policies and programs/projects. Policy-based research involves the review of past CIDA and other donor experiences, a search of existing literature and the organisation of workshops. The WID/GE specialists in all branches are involved in formulation of CIDA's policy.

(4) Future Prospects

Since CIDA just released their WID/GE policy in July 1995, it is very unlikely that either the policy or its related strategies will change in the near future. However, CIDA does maintain a continuous dialogue within the Agency on WID/GE, and will update its policy when deemed necessary (ie. about every five years).

3. Poverty

Policy

In June 1995, CIDA introduced a new Policy on Poverty Reduction. The Policy statement reads: "Poverty reduction will be a central focus of Canada's development cooperation program. CIDA will make concerted efforts through its programs to contribute to a sustained reduction in the number of people living in poverty in developing countries, and in the extent of their deprivation." This new policy will serve as a framework for CIDA's efforts to make poverty reduction an overarching objective of Canadian ODA. The policy was in response to Canada's new foreign policy statement (February 1995), which outlined the following mandate: "The purpose of ODA is to support sustainable development in developing countries in order to reduce poverty and contribute to a more secure, equitable and prosperous world." This mandate added the important elements of poverty reduction and global security to CIDA's mission statement, which is to support sustainable development.

Poverty reduction was not listed as one of six program priorities (ie. basic human needs, WID/GE, environmental sustainability, infrastructure services, HRDGG, and private sector development) in the new foreign policy because it is considered to be the central focus of CIDA's work. In other words, all six priority areas are considered to have a direct bearing on poverty in the developing world. The new policy will provide a framework for poverty reduction and guide CIDA's programming in each of these six programming priority areas.

(1) Approach

CIDA will approach poverty reduction at both the individual/community level and at the policy/institutional level. The first approach addresses the constraints facing those living in or vulnerable to poverty. The second approach seeks to address the broader systematic causes and factors contributing to poverty. CIDA's approach will use the six identified program priority areas to reduce poverty in developing countries. This approach will entail:

- A better understanding of the country-specific and local characteristics of poverty;

- A coordinated use of project, program, institutional support and policy interventions to achieve the maximum poverty reduction impact;
- A clear view of CIDA's role and capabilities in reducing poverty.

In response to these three points, CIDA has indicated that it will undertake the following four actions to put the policy in place.

1. The adoption of an agency-wide definition on poverty reduction: "Poverty reduction means a sustained decrease in the number of poor and the extent of their deprivation. This requires that the root causes and structural factors be addressed. ... Poverty reduction focuses on improving the poor's access to, control of, and benefit from economic, social, and natural resources and decision-making." Three key aspects to reduce poverty are: development of the poor's potential through their empowerment, increasing their productive capacity through investment, and increasing their participation in society through the reduction of barriers. Poverty reduction activities should be carried out in a manner which promotes sustainability, builds self-reliance, and avoids a dependency relationship between donors and recipients. As well, it must be recognised that the scope of poverty-reduction activities can occur at community, local, sub-national, national and international levels.
2. CIDA will integrate poverty profiles and reduction strategies into country or regional development policy frameworks. CIDA will try to ensure that these strategies are complementary to those of recipient countries. CIDA will select activities which work to diminish constraints or improve opportunities for the largest number of poor based on an understanding of the specific characteristics in the country/locality. This will be done through a participatory manner that involves the local people, their organisations and governments.
3. CIDA will make its programming consistent with the goal of poverty reduction. All CIDA programs, including those which do not directly target the poor, will be assessed with respect to its impact (positive or negative) on the poor. This will require the identification of both target beneficiaries and potential losers in all CIDA initiatives, as well as an analysis of a project's distributional effects.
4. CIDA will concentrate its poverty-related interventions in areas where it has a

comparative advantage (ie. gender-related programming or in support of local NGO networks). CIDA will try to make projects, programs, institutional support and policy interventions complementary.

(2) Strategy

In its efforts to provide a central focus and coherence across the Agency in its poverty reduction efforts, CIDA has adopted the following programming strategies:

- a) Address the root causes and structural factors of poverty - CIDA will focus on improving the poor's human and productive capacities and on removing barriers to their participation in society.
- b) Adopt a multi-level strategy - CIDA will approach poverty reduction at both the individual/community level and at the policy/institutional level. The first approach addresses the constraints facing those living in or vulnerable to poverty. The second approach seeks to address the broader systematic causes and factors contributing to poverty.
- c) Undertake three types of poverty-related activities - CIDA will address poverty through: (i) Targeted poverty programs (directly working with the poor); (ii) Poverty-focused programs (benefit to poor through indirect activities); and (iii) Policy intervention (poverty-related activities at the policy level).
- d) Combine economic growth and social investments - CIDA will try to encourage economic growth which is matched with adequate social investments in order to ensure that the poor share in the benefits of a growing economy.
- e) Address basic human needs - CIDA will address priorities such as basic education (especially for girls), primary health care, nutrition and family planning, water and sanitation, and shelter as a key part of their poverty reduction efforts.
- f) Achieve food security - CIDA will take the necessary steps to ensure that food aid is consistent with, and better integrated into, overall poverty-reduction and food-security programming strategies.
- g) Promotion of participatory approaches - (i) CIDA will promote the participation of the poor both in the development process and in emerging opportunities related to economic growth, in order to empower the poor and achieve sustained poverty reduction. (ii) CIDA will contribute to the policy and programming

strategies that will address WID/gender issues as they relate to poverty. (iii) CIDA will continue to promote coordination and the harmonizing of projects and interventions among donors. (iv) CIDA will work actively in the area of capacity- and institution-building of various groups, including NGOs, government departments, administration and research bodies.

(3) Implementation System

i. Organisational Focal Point:

A Poverty Working Group (PWG) was established to formulate the Poverty Reduction policy. The Group is based in the Economic Development and Poverty Reduction (EDPR) Division of CIDA's Policy Branch. The PWG will also work to develop internal mechanisms for the policy's implementation, and will prepare periodic progress reports which will outline the achievements, implementation progress, and priority actions in relation to the new poverty reduction policy. Currently there is one full time staff person working on poverty reduction in the EDPR Division. CIDA has decided that it would not be useful to assign Poverty Reduction specialists to work in the various program branches, because this might have the effect of separating poverty reduction from the other sectoral issues. Instead, all CIDA personnel must be conscious of and responsible for poverty reduction. Such Agency-wide involvement is reflected in the make up of the Poverty Working Group (see Appendix V-4).

ii. Activities:

All CIDA's project activities seek to reduce poverty in one way or another. One example of a poverty reduction project is included in Part V, Section C (below). CIDA does not have an accumulated list of poverty reduction activities. However, the following three classifications of poverty reduction activities have been identified:

- (i) Targeted poverty reduction: activities that work directly with the poor to improve their welfare through the promotion of sustainable livelihoods and their broader participation in society (ie. providing employment/training to destitute women);
- (ii) Poverty-focused: activities that benefit the poor without working directly with them (eg. capacity building of organisation which works with the poor, institutional

changes to address the needs of the poor, research into small-scale agricultural techniques which could be employed by poor farmers, etc.);

(iii) Policy intervention: activities which affect the policy environment at both the national and international levels (eg. promotion of equitable growth-oriented policies, working to re-orient public expenditures towards social priorities, promoting and enshrining property rights which are equitable to women, stimulating a national dialogue on poverty issues, working in international fora to reduce global poverty, etc.).

iii. Inputs:

For the most part, inputs for development activities consist of technical assistance, training, direct financial support, the introduction of methodologies and policy dialogue, and some equipment supply. Through the strategic disbursement of ODA funds, the application of conditionalities and/or policy dialogue, CIDA aims both to reduce poverty directly and to influence the development/advancement of national policies on poverty reduction in recipient countries.

iv. Application to the project cycle:

At present, the application of poverty reduction analyses has not been systematically integrated into the project cycle. However, poverty reduction will be integrated into the Agency's strategic directions on a country/regional basis through the R/CDPFs.

v. Research and development activities:

CIDA does not have a mandate to undertake research activities or to produce publications on development-related topics, including Poverty Reduction. However, CIDA is involved in *ad hoc*, goal directed research in order to build lessons learned into its policies and programs/projects. Policy-based research involves the review of past CIDA and other donor experiences (ie. lessons learned) and extensive consultations with development partners.

(4) Future Prospects

Since CIDA just released their Poverty Reduction policy in June 1995, it is very unlikely that either the policy or its related strategies will change in the near future. However, a formal evaluation of the policy will be conducted within 5 years.

4. Human Rights, Democratization and Good Governance (HRDGG)

Policy

In November 1995, the *Government of Canada Policy for CIDA concerning Human Rights, Democratization and Good Governance* was released. This policy is situated within the framework of Canada's foreign policy and overall Government objectives. The policy statement reads: "With respect to the development cooperation program administered by CIDA, the Government's policy is to enhance the will and capacity of developing country societies to respect the rights of children, women and men, and to govern effectively and in a democratic manner."

Under the Government of Canada's policy, CIDA's objectives are to strengthen:

1. the role and capacity of civil society in developing countries in order to increase popular participation in decision-making;
2. democratic institutions in order to develop and sustain responsible government;
3. the capability of the public sector in order to promote an effective, honest and accountable exercise of power;
4. the capacity of organisations that protect and promote human rights in order to enhance each society's ability to address rights concerns and strengthen the security of the individual;
5. the will of leaders to respect rights, rule democratically and govern effectively.

(1) Approach

The Government has adopted a broad approach to HRDGG, as expressed in the objectives for CIDA (see above). Organisations in civil society are considered to be key vehicles for articulating popular concerns and channelling popular participation in decision- and policy-making. Canada looks to other governments to recognize their responsibility to respect rights and govern in an honest, effective and accountable manner. The approach also includes democratic processes such as elections and the rule of law, as well as responsible institutions, as well as the incorporation of decision-makers who must demonstrate political will and leadership.

Canada's approach is also a practical one, that aims to achieve results. While the fundamental principles of HRDGG are considered to be universal, the policy

recognizes that each society's approach is uniquely developed based on its culture, history, and political and economic legacy. Thus, CIDA does not aim to impose particular Canadian institutions or practises, but rather seeks to work carefully and sensitively with those people in developing countries that are best placed to achieve positive change.

Canadian ODA initiatives are most effective when part of a coherent Canadian approach, based on clear objectives, full analyses of events and trends, and the coordinated use of policy instruments. The government considers CIDA to be in a position to effectively advocate development perspectives that match with Canada's long-term interests (including political and commercial interests), without detracting from the purpose of the ODA program. CIDA will work to build more coherent and effective foreign policy on HRDGG with respect to developing countries by:

- seeking coherence with the broad international community on HRDGG issues ;
- ensuring effective policy coordination with the Department of Foreign Affairs and International Trade, and consultation with other departments (ie. Defence, Finance);
- working with other Canadian actors (ie. ICHRDD, IDRC, Export Development Corporation, etc.) to share information and program insights.

(2) Strategy

CIDA has worked with a broad range of partners through a number of initiatives in the area of HRDGG. CIDA's main strategy is to promote dialogue at a number of levels. Through dialogue, CIDA can further its understanding of the interests and positions of partner organisations and governments, while simultaneously influencing the development of its partners' approach. CIDA will promote dialogue on HRDGG by:

1. encouraging Canadian and developing country organisations in civil society to engage in dialogue amongst themselves, with their societies, governments, donor agencies, and multilateral institutions;
2. engaging in dialogue with partner organisations to reinforce the mutual understanding and priority placed on these issues in policy and programs;

3. encouraging international financial institutions and organisations to integrate the HRDGG objectives of this policy's in their work, through Canada's participation in their governing bodies, in international meetings, and through ongoing dialogue;
4. working in cooperation with other governments to build understanding, identify issues, share concerns and discuss policy options through regular contacts with developing country governments or with other donors.

CIDA's strategy is to place a strong emphasis on local participation and ownership in all stages of programming, and to increase program coordination with developing country governments and institutions, international organisations and other development agencies. CIDA programming in this area will be determined based on an analysis of the context of developing countries, the needs of partners, opportunities for action, and the capacity of Canadian partners to intervene effectively.

CIDA is sensitive to the reality that projects can occasionally have harmful, if unintended, impacts on human rights (eg. displacement of people caused by large infrastructure projects). Consequently, CIDA will seek to prevent its programs or initiatives from having any further negative impacts in the future by consulting with partners and other donors. If CIDA learns that its policy or programs result in negative impacts, it will investigate and consult with affected groups and concerned organisations with a view to resolve the problems.

(3) Implementation

i. Organisational Focal Point

In September 1992, a Human Rights and Good Governance (HRGG) Division was created in Policy Branch to guide CIDA in the area of human rights, democratization and good governance. This Division has a mandate to consult with representatives from developing countries, other developed countries, Canadians (particularly from NGOs, NGIs and the private sector) and government bodies in order to advise the Government and CIDA on how to revise and implement their policies so as to promote good governance, respect for human rights and democratization. The HRGG Division assumes responsibility for monitoring the implementation of this

policy. Other responsibilities include the development of HRDGG indicators in response to the Results-based Management approach and HRDGG professional development. There are currently 4 people working in the HRDGG Division, including the Director, a Senior Policy Advisor, a Policy Analyst, and a secretary. The Division will work to enhance CIDA's capability to plan and deliver projects and programs in HRDGG in the following ways:

- participating in various working groups within the agency;
- giving modules on CIDA's HRDGG policy and implementation techniques at relevant training courses;
- developing case studies on CIDA's activities in HRDGG;
- serving as a centre of expertise on issues relating to HRDGG within CIDA.

There are also 2 or 3 HRDGG specialists working in CIDA's program branches. These specialists act as resource persons to provide suggestions in the formulation of Regional/Country Development Policy Frameworks (R/CDPFs) and to provide quality control advice to project managers as required. Some HRDGG specialists undertake the technical management of projects.

ii. Activities:

A list of the types of interventions appears as Appendix V-5.

iii. Inputs:

For the most part, inputs for development activities consist of technical assistance, training, direct financial support, and policy dialogue. Through the strategic disbursement of ODA funds, the application of conditionalities and/or policy dialogue, CIDA seeks to influence the development/advancement of national policies/initiatives in HRDGG-related areas in recipient countries.

iv. Application to the project cycle:

There is no systematic mechanism to apply the HRDGG policy to the project cycle. Instead, the HRDGG Division plays an advocacy role to encourage project/program level personnel to design relevant CIDA projects in light of the HRDGG policy. In addition, CIDA's HRDGG-related initiatives are encouraged to be consistent with the broader approach (ie. political and commercial) that Canada takes in its relations

with a particular country.

v. Research and development activities:

CIDA does not have a mandate to undertake research activities or to produce publications on development-related topics, including HRDGG. However, CIDA is involved in *ad hoc*, goal directed research in order to build lessons learned into its policies and programs/projects. Policy-based research involves the review of past CIDA and other donor experiences, a search of existing literature and the organisation of workshops.

(4) Future Prospects

Since CIDA just released its HRDGG policy in November 1995, it is very unlikely that either the policy or its related strategies will change in the near future. However, the policy will be a formally evaluated within 5 years.

5. Education

The new foreign policy statement includes basic education as a main component of Basic Human Needs, one of the priority ODA programming areas. CIDA is in the process of developing a policy for Basic Human Needs, and expects to have a final policy in the Spring of 1996. CIDA's approach and strategy to basic education will be much clearer following the release of its new BHN Policy.

At present, CIDA does attempt to make its education-related initiatives consistent with the principles behind the final declaration of the *World Conference on Education for All by the Year 2000* at Jomtein, Thailand in 1990. The Jomtein Declaration identified preschool education, primary education, adult literacy, family life/basic health education, basic vocational education and general non-formal education as priorities for international aid over the next ten years. In addition, the Declaration identified the following target groups for priority attention by donors: indigenous people, girls and women, refugees or ethnic/linguistic minorities, disabled people, rural and remote populations, nomads and migrant workers, and street/working children. In addition, CIDA seeks consistency with the international goals for basic education identified at the 1990 World Summit for Children. Canada's commitment to increase basic education programming has been reaffirmed often.

CIDA's Basic Education initiatives can be broadly categorised under the following activities: early childhood development (ie. child care, preschool institutions, etc.); primary schooling and alternative programmes (ie. the development and upgrading of facilities and equipment, teacher training and skills upgrading, provision of learning materials, etc.); basic education for youth and adults (literacy and numeracy programs, formal and non-formal education programs providing basic skills related to health, nutrition, population and agricultural techniques, etc.); and capacity development (ie. the development of policies to improve the delivery of basic education programs, policies and programs focusing on basic education for girls and women).

There are Education Specialists in all of CIDA's program branches, as well as a Senior Education Expert in Policy Branch. There is also a Unit to support Canadian Educational Institutions (ie. universities, NGOs) in Partnership Branch.

6. Population

The new foreign policy statement includes population (ie. family planning and reproductive health care) as a main component of Basic Human Needs, one of the priority ODA programming areas. CIDA is in the process of developing a policy for Basic Human Needs (BHN), and expects to have a final policy in the Spring of 1996. However, in preparation for the UN Conference on Population and Development in Cairo, Egypt, CIDA introduced a Policy statement on Population and Sustainable Development in September 1994. While this policy statement will not change with the introduction of a new BHN Policy, population/family planning/reproductive health care will be covered within the BHN policy.

Policy

The objectives identified in CIDA's policy statement on population and sustainable development are:

- i. to promote a better understanding of the impact that population has on achieving progress toward sustainable development;
- ii. to support the development of policies and strategies that address the pressures of population on sustainable development;
- iii. to support/provide comprehensive, client-oriented reproductive health care for women, men and adolescents based on high quality family planning services with information, education and communication components;
- iv. to support development programs that emphasize health, education and income generation for women, in order to foster population levels consistent with sustainable development.

(1) Approach

CIDA is using a multi-pronged approach to achieve these objectives:

1. dialogue with its partners (in Canada and overseas, including other donors) about population dynamics, policies and programs;
2. improved integration of population considerations into CIDA's policies and programs through in-house capacity strengthening;
3. support to capacity development initiatives in developing countries;
4. support to information, education and communication programs on population

issues;

5. support to programs and activities related to reproductive health care, on the following basis:
 - that family planning (FP) is based on free and informed choice;
 - that FP programs are culturally sensitive, client-oriented and of high quality;
 - that women have access to abortion as part of a full range of safe reproductive health care services (N.B.: CIDA does not promote abortion as a FP method);
 - that human rights are respected in the provision and development of contraceptive drugs and devices;
6. the utilization of various service delivery channels (ie. public, private and voluntary sector);
7. support to population-related programming conducive to sustainable development, particularly those focusing on girls and women.

(2) Strategy

CIDA will continue to pursue coordination with other donors, both at the international and country levels. CIDA will also continue to work closely with its Canadian partners (NGOs and universities) to address the issues of population and sustainable development.

Within BHN programming, CIDA's family planning/reproductive health care initiatives can be broadly categorised under the following activities: family planning services (ie. contraceptive commodities and service delivery, capacity building for family planning-related information, education and communication, population and development issues); basic reproductive health services (ie. information and services for prenatal, normal and safe delivery and post-natal care, access to safe birth control and reproductive alternatives, reproductive health-related education and communication, adequate counselling); sexually transmitted diseases/HIV/AIDS prevention programs (ie. information, education, communication, and counselling services for STDs, including HIV/AIDS, mass-media and in-school education programs); and capacity development (ie. support for training, improvement of gender disaggregated information management and statistical systems, support for data collection and analysis, research for policy development).

(3) Implementation

i. Organisational Focal Point:

The Social Development/Basic Human Needs (SD/BHN) Division within Policy Branch is responsible for monitoring the implementation of the population and sustainable development policy statement. The SDBHN Division is also responsible for the development of population/health-related indicators in response to the Results-based Management approach and population/health professional development. Within Policy Branch, there is a Director for SD/BHN, as well as two Senior Specialists positions, one for Population and the other for Health (presently, one senior specialist is responsible for both issues).

CIDA also has specialists for population/health assigned to Asia and the Africa/Middle East branches. The Geographical branch-based specialists are expected to be familiar with population/health-related issues and networks related to their region. They also provide suggestions for the Branch's formulation of Regional/Country Development Policy Frameworks (R/CDPFs). In addition, they undertake the technical management of population/health projects and provide quality control advice to other project managers as necessary. Specialists are also involved in professional development of Branch personnel.

There is also a population/health specialist assigned to the Canadian Partnership Branch. There are no specialists in the Multilateral Program Branch, however CIDA does have a senior officer who deals with the UNFPA and other population/health related UN agencies.

ii. activities:

CIDA has provided population assistance since the early 1970s, through a wide range of activities. Even though CIDA's financial contribution to population activities are not high compared to other donors, Canada remains a primary actor with considerable influence. CIDA provides financial support to population programs through bilateral agreements, multilateral channels (such as the World Bank and the UNFPA), and international NGOs.

Canada's largest single financial contribution is to the Bangladesh Population and

Health Program (the largest population program of its kind in the world), which is coordinated by the World Bank. The majority of this program's funding is spent on fertility control measures, including the promotion of sterilization and Depo Provera and, more recently, the testing of Norplant. Between 1986 and 1996, CIDA will have spent more than \$100 million for population activities in Bangladesh. About \$28 million of this amount is in the form of contraceptive pills, which are supplied by CIDA.

Canada provides funding to the UNFPA, including \$13 million in 1992-93. Canada used to provide funds to international NGOs, such as the International Planned Parenthood Federation (IPPF). However, Canada cancelled its support to IPPF as part of the cuts announced in the 1995 Federal Budget.

iii. inputs:

With the exception of the oral pill, CIDA does not directly supply injectables or any other kind of family planning contraceptive. However, Canada does contribute to multilateral programs (such as those of the World Bank and UNFPA) which do supply injectables, sterilization, and numerous other types of contraceptives. Other inputs include: technical assistance, training, direct financial support, and policy dialogue.

iv. project cycle:

CIDA does undertake a social analysis as part of its project appraisal/design stage. This analysis focuses on the living conditions of populations and evaluates the project's contribution to improving the living conditions of local populations. Addressing population issues may be the target of a project to achieve such an improvement.

v. research:

In the late 1980s and early 1990s, CIDA provided institutional support to the Centre for Applied Research on Population and Development for research and education in population and development and for family planning management information systems in the Sahel. However, CIDA does not have a mandate to undertake research or to produce publications on development-related topics, including

population.

(4) Future Prospects

Since CIDA just released its Population policy statement in September 1994, it is very unlikely that it will change in the near future. However, population/ family planning/ reproductive health care will also be covered within the new BHN policy, scheduled to be introduced in the Spring of 1996.

7. Basic Human Needs

Canada's new Foreign Policy Statement, *Canada in the World*, identified Basic Human Needs as one of the six areas of ODA programming priority. Basic Human Needs includes the following components: primary health care, basic education (see above), family planning (see above), nutrition, water and sanitation, and shelter. CIDA is in the process of developing a policy for Basic Human Needs (BHN), and is aiming to introduce an official BHN policy in the Spring of 1996.

Canada has made a commitment to devote 25% of its ODA for basic human needs, as a means of enhancing its focus on addressing the security of the individual. CIDA's activities in the area of BHN include direct investments in basic services, as well as more indirect support to strengthen organisations and promote government policies and institutional change which help the poor. CIDA BHN programming also includes responding to emergencies through the provision of humanitarian aid and emergency food aid. Canada supported the 20/20 Initiative of the 1995 World Summit on Social Development in Copenhagen, Denmark. This Initiative will help to guide CIDA's future basic human needs programming. Within CIDA, a Task Force has been established with representatives from all branches to discuss regularly the Agency's implementation of Canada's commitments made at the Copenhagen Summit.

The Social Development/Basic Human Needs (SD/BHN) Division within Policy Branch is responsible for coordinating the development of the BHN policy. CIDA has a number of specialists in the various BHN areas (ie. education, population/health, water and sanitation, social dimensions) located both in Policy Branch and in the various program branches of the Agency.

Following the release of the official BHN policy, CIDA is expected to introduce an overall health strategy, as well as a "cross-cutting" HIV/AIDS strategy.⁴² These two strategies (ie. health, HIV/AIDS) will be mutually reinforcing. Both will fall within the BHN policy. Similarly, the Agency policy statement on population (see above) will fall within the BHN policy.

⁴² CIDA adopted an HIV/AIDS policy in 1990 to serve as a framework to support the activities of developing country governments and NGOs to control AIDS. CIDA's policy is to support the efforts of national and international agencies aimed at containing the spread of the HIV virus in the population of developing countries. This policy is presently being revised into an HIV/AIDS strategy that will cut across all programming areas.

8. Private Sector Development

Canada's new Foreign Policy Statement, *Canada in the World*, identified Private Sector Development as one of the six areas of ODA programming priority. CIDA is in the process of developing a policy for Private Sector Development, and expects to have an official PSD policy introduced in early 1996.

Private Sector Development (PSD) in developing countries is important to create a stable environment for, and to accelerate, economic growth - conditions which facilitate investments in social reform processes in developing countries. PSD is also a vehicle for the long-term reduction of poverty and self-sufficiency for the poor, through the creation of income-generating employment. The Canadian private sector and NGOs will play a significant role in CIDA's efforts to promote PSD in developing countries. CIDA realises that profits will be the primary motivation of Canadian private sector participation in such efforts.

PSD activities at the policy-level are centred in the Economic Development and Poverty Reduction (EDPR) Division of CIDA's Policy Branch. At the practical-level, the Industrial Cooperation (INC) Division of the Canadian Partnership Branch is the focal point. With approximately 30 staff, this Division is responsible for the INC program, which helps to promote joint ventures between Canadian and developing country firms. CIDA also has a number of private sector specialists assigned to the bilateral geographical branches.

CIDA's PSD efforts will be based on the following activities:

- the creation of an enabling environment that assists and encourages the growth of the private sector (ie. macro-economic policy reforms and structural adjustment);
- the promotion of the private sector through (i) the provision of funds, technologies, management and marketing expertise and access to international markets and (ii) encouraging different types of local private enterprises, including micro-enterprises, competitive industries, and financial institutions;
- building linkages between Canadian and developing country private sector firms;
- support for the adjustment of the private sector in developing countries to the post-Uruguay Round trade regime so as to facilitate their integration into the world economy.

9. Infrastructure Development

Canada's new Foreign Policy Statement, *Canada in the World*, identified Infrastructure Development as one of the six areas of ODA programming priority. CIDA is in the process of preparing a draft policy for Infrastructure Development, which it will open for external consultation in early 1996, followed by an official Infrastructure Development policy in the Spring/Summer of 1996.

The capacity to deliver efficient and equitable infrastructure services can contribute significantly to sustainable development. Infrastructure services are the output or flow of services provided by human-made physical systems which provide essential economic and social services to protect health, promote social and economic development and improve the quality of life. These services include access to clean water and sanitation, transportation services, reliable energy services, and telecommunications and information services.

To promote sustained, efficient and equitable access to infrastructure services, CIDA will work in partnership with users of the services and other stakeholders in the planning and implementation of programs and projects to support:

- the creation and reform (where necessary) of an enabling environment for the provision of these services;
- development of institutional and human capacity to design, implement, manage and maintain the provision of these services;
- means to ensure equitable distribution of these services, particularly to the poor;
- additions to, maintenance, or replacement of physical capital stock, under carefully defined circumstances.

Infrastructure development activities at the policy-level are centred in the Economic Development and Poverty Reduction Division of CIDA's Policy Branch. Within Policy Branch there are Senior Specialists for transport, energy, and telecommunications and information. CIDA also has a number of infrastructure-related specialists assigned to the bilateral geographical branches.

C. Project Profiles

Poverty Project Profile

1. Project Name: Rural Maintenance Program (RMP)

2. Project Country: Bangladesh

3. Project Team:

The Project Steering Committee (PSC) includes representatives of the Government of Bangladesh (GOB) ministries and departments participating in the RMP, including: Finance, Food, Planning Commission, Ministry of Local Government, Rural Development and Cooperatives (MLGRDC), Women's Affairs, and the Economic Relations Division of the Ministry of Finance (ERD). Canadian representatives include CIDA and CARE. In addition, the PSC will include other organisations involved in rural road maintenance. The PSC will address major policy issues, provide direction and guidance to RMP, serve as the avenue through which diverse views are received and integrated into the program decision making, and make appropriate recommendations to the Government. The PSC will review overall project performance, but will not be concerned with day-to-day operations of the project.

4. Total Phase III Budget: \$73.6 million (3 years: July 1995 - June 1998)

Canadian contribution:

Counterpart Funds	\$40.0 million
Industrial Commodities	\$8.0 million
Phase II rollover funds	\$3.4 million
CARE management	<u>\$5.2 million</u>
Canadian Total	\$56.6 million

Bangladesh contribution: \$17 million

5. Objectives of Phase III:

- i. to assist in the development of sustainable and cost-effective maintenance of farm-to-market roads through the employment of destitute women.⁸³
- ii. to provide life management skills training to destitute women working on the roads, enabling them to earn a living when they are released from the project

⁸³ destitute is defined as landless, abandoned, widowed or divorced with at least three dependents

rather than by returning to destitution.

- iii. transfer the Road Maintenance Component of the project to the Local Government Engineering Department of MLGRDC.
- iv. transfer the Income Diversification Component of the project and program coordination to a Bangladeshi entity (as yet unidentified) committed to maintaining the focus on destitute women.

6. Phase III Activities:

The RMP employs 60,000 destitute women to maintain 60,000 miles of earthen farm-to-market roads in return for wages and assistance designed to launch them out of destitution. Activities include:

- i. The women crew members are organized into groups of 15, with each group responsible for 15 miles of road. (The women are selected by lottery in an effort to avoid patronage.) Crews are trained by RMP CARE Bangladeshi workers in road maintenance techniques and given simple hand tools to use. Bangladeshi CARE supervisors (who are also women) visit the road works on a regular basis.
- ii. The women are paid by direct deposit into personal bank accounts, which introduce the women to the formal banking and credit system. About 20 percent of each women's wages is placed in a mandatory savings account, to be available for investment at the end of her contract with RMP. Women are trained in confidence-building basic savings and credit management, as well as in income generating activities and micro-enterprise management (examples include: the purchase of a cow for milk sales, a rickshaw for rental, or a small plot of land for farming).
- iii. The four-year work program concludes with several months of training before the women "graduate" and other destitute women are recruited to replace them in the road crews. Up to 60 percent of the women successfully establish small businesses which enable them to escape poverty after RMP "graduation".

7. Canada's implementation mechanism:

- a. Division in charge: The Bangladesh desk in CIDA's Asia Branch is responsible for the implementation of this project. It has hired CARE as the Canadian Executing Agency (CEA).

b. Roles/responsibilities of Overseas office:

- i. The CIDA representative at the Canadian High Commission, Dhaka, will be responsible for monitoring the monetisation of Canadian Food Aid and the Industrial Commodities assistance and the transfer of counterpart funds to the Rural Maintenance Program.
- ii. CARE will assume initial responsibility for the management and execution of the Road Maintenance Component of the Project, and full responsibility for the Income Diversification Component, according to their agreement with CIDA.

c. Staff allocation: There is one CARE staff person responsible for the project working in Canada, and two international CARE staff persons working in Bangladesh (ie. the Coordinator and the Deputy Coordinator).

8. Counterpart (C/P) implementation mechanism:

a. C/P organisations:

- i. The *Economic Relations Division of the Ministry of Finance* (ERD) is the agency responsible for the implementation of the Government of Bangladesh's obligations to Canada for the RMP.
- ii. The *Ministry of Local Government, Rural Development and Cooperatives* (MLGRDC) chairs the PSC and has overall responsibility for the program and its coordination with the different Bangladeshi ministries and agencies.
- iii. The Local Government Engineering Department (LGED) of MLGRDC is responsible for: working with CARE to gradually assume responsibility for RMC; monitoring and reviewing the achievement of the road maintenance objectives and performance; organising (with CARE and local officials) training, seminars and evaluations as necessary;
- iv. A local Bangladeshi entity (to be selected) will be responsible to assume responsibility of the Income Diversification Component and the program coordination component.

b. C/P staffing: Of the 461 Bangladeshi nationals working on the project, 26 are based in the RMP's Dhaka Headquarters and 435 are stationed in the nine field sub-offices working as supervisors of the road maintenance and trainers for the women preparing to "graduate".

c. Cost-sharing: Bangladesh (Economic Relations Division of the Ministry of

Finance) will provide personnel, facilities and other resources for Project implementation, will gradually increase its contributions to crew salaries (ie. from 10% in June 1995 to 90% by July 2000), will provide sufficient resources to manage the road maintenance activities. It will also support the gradual transfer of responsibilities for RMP from CARE to LGED and another local partner (to be selected).

9. Phase I and II Outputs:

RMP has provided meaningful, year-round employment in road maintenance to over 60,000 destitute rural women. It has improved the standard of living of road crew members and enhanced the status and acceptance of women in rural communities. Crew members have developed general employment and basic road-work skills, and accrued significant assets through a savings program.

Ripple effects: Better roads have meant that carts, rickshaws and motorised vehicles could reach previously inaccessible areas. Seed, fertiliser, agricultural extension agents, bank loan officers, and other development workers could get in and crops could get to market. In test areas, agricultural production was found to have risen by 30-40%, wages for agricultural labour grew by up to one third, and overall household incomes increased by almost 10%.

10. Factors contributing to Phase I and II Project achievements:

- it directly assists the poorest of the poor;
- it has met the women's immediate needs by providing steady employment and an adequate income;
- it has provided longer-term impact by introducing women to a non-traditional occupation, thereby changing their role in their families and improving their status in the communities.
- it provides a practical solution to the access problems caused by lack of upkeep of tertiary roads in Bangladesh.

Evaluation Indicators and criteria:

The Project's Logical Framework Analysis (attached as Appendix V-6) provides detailed information on the project's verifiable indicators and means of verification.

Women in Development Project Profile

1. Project Name: National Commission on the Role of Filipino Women (NCRFW)
Institutional Strengthening Project

2. Project Country: Philippines

3. Project Team:

CIDA hired the NCRFW to undertake the implementation of this project. The core staff of their project team consisted of 10 persons: 4 regular NCRFW personnel, 2 contractual senior training specialists, 2 contractual junior training specialists, 1 contractual project accountant, and 1 secretary. NCRFW's regular Human Resource Management Officer and other senior staff augmented the team.

4. Total Budget: \$1.84 million (4.1 years: January 1991 - March 1995)

Canadian contribution (CIDA): **\$1.53 million**

Philippines contribution:

 Government of Philippines (GOP): \$97,500

 NCRFW: \$211,000

 Philippines Total **\$308,500**

5. Objectives:

- i. to enhance the NCRFW capability to promote policy formulation, and policy and program implementation, in support of the full participation and integration of women in all aspects of national development;
- ii. to strengthen the institutional, management and program delivery capacities of the NCRFW, Focal Points⁶⁴ in key line departments and other government officers to address womens' issues in planning, implementation, monitoring and evaluation.

6. Activities:

To achieve the objectives above, the NCRFW project will support training, capacity building and informational materials production:

- i. Training focused on Focal Points in approximately 30 government institutions.

⁶⁴ Focal Point may be constituted as a committee, a women's desk, a technical working group, or a task force of varying size and membership. It should report to, and be vested with a mandate by, the highest authority of the agency. NCRFW's mandate includes the provision of training support to Focal Points and key government officials.

It involved the development and delivery of Gender Sensitive Training and Gender Analysis and Planning courses, the delivery of briefing sessions and training courses (ie. Gender-based program/project assessment) to key partners of NCRFW, and the development of specialised training packages (ie. Gender-responsive Government budgeting; Gender-based regional development planning) to ensure WID concerns are fully integrated into the overall budget and planning process.

- ii. **Capacity building** involved skills development (ie. through research, the preparation of reports and workshops/seminars on relevant subjects) for NCRFW personnel and Focal Points, and two week study visits to Canada for eight government officials in key strategic positions. Study visits were to be coordinated with Status of Women Canada, and were to review the Canadian experience in mainstreaming gender.
- iii. **Informational materials productions** was to be contracted as required to prepare print brochures, and slide and video presentation on NCRFW and the national machinery for women. Limited equipment (eg. computers, VCRs, slide projectors, etc.) was to be purchased by NCRFW in support of materials production and information dissemination.

7. **Canada's implementation mechanism:**

- a. **Division in charge:** The Philippines desk in CIDA's Asia Branch is responsible for the implementation of this project. It has hired the NCRFW as the Executing Agency.
- b. **Roles/responsibilities of Overseas office:** CIDA's Philippines Mission will provide Canadian input to the Project, and will control and monitor the disbursement of Canadian funds to NCRFW. CIDA will review and approve annual workplans and budgets, quarterly financial reports and semi-annual narrative performance reports.
- c. **Staff allocation:** CIDA will monitor the Project through the WID Coordinator in Manila and will contract and manage independent operational review and evaluation services.

8. Counterpart implementation mechanism:

a. C/P organisations:

The NCRFW was responsible for formulating the Philippine Development Plan for Women (PDPW), a companion document to the Medium Term Philippine Development Plan and the major instrument for integrating women into national development. It is now coordinating the implementation of the PDPW throughout all government institutions nationwide. As the Project's executing agency, NCRFW assumed responsibility and accountability on behalf of the GOP. It managed and administered direct Canadian inputs to the Project under the auspices of the Department of Budget and Management. The NCRFW controlled and monitored the disbursement of CIDA funds for training, capacity building, and informational materials production, as well as for GOP monitoring and evaluation, and related inflation and contingency. It also monitored the overall performance of the Project.

b. C/P staffing: The core staff of the project consisted of 10 persons: 4 regular NCRFW personnel, 2 contractual senior training specialists, 2 contractual junior training specialists, 1 contractual project accountant, and 1 secretary. NCRFW's regular Human Resource Management Officer and other senior staff augmented the team.

c. Cost-sharing: The NCRFW was to contribute personnel, facilities and other resources values at \$211,000. The GOP was to provide counterpart funds of \$97,500 for salaries of contractual project personnel. However, when the GOP proved unable to provide staff for the project, CIDA agreed to NCRFW's request to revise the budget in the amount of \$174,072 to allow staff to be hired.

9. Outputs:

i. **Training Programs:** The project has provided 139 training programs and capacity building sessions, with delivery to 5,106 participants. These programs have resulted in awareness of gender as an issue to be addressed by both women and men.

ii. **Capacity-building:** A total of 14 workshops and 3 in-house presentations were provided for the capability development of NCRFW personnel. WID Focal Points have been created in 21 line ministries and other agencies. About 100

orientation sessions and training seminars for gender sensitivity and gender responsive planning⁸⁵ have been conducted for members of the WID Focal Points, planners, trainers, and other key officials from most government departments. While there is an increased awareness amongst Focal Points of gender as an issue, there is a need for further training to explain “how to” integrate gender issues into policies, programs, and projects. By March 1995, six people have participated in two study visits to Canada.

iii. **Production of Informational Materials:** A range of informational materials have been developed by the project, including: 4 primers on Sexual Harassment, Domestic Violence, Women and Population Problems, and Women Overseas Contract Workers; 2 slides; 3 videos for use in training programs. However, evaluators had difficulty in determining the impact of these materials since most were produced late in the project’s life.

10. **Factors contributing to Project achievements:**

- the project provided support to an existing dynamic change process for mainstreaming gender by the NCRFW;
- it had the continued support of the GOP;
- there was a tremendous level of energy and commitment from the leadership of the NCRFW to ensure that gender training was provided throughout the government;
- the demand for gender training was overwhelming.

Evaluation Indicators and criteria:

The Project’s Logical Framework Analysis (attached as Appendix V-7) provides detailed information on the project’s verifiable indicators and means of verification.

⁸⁵ The course on Gender and Planning was changed to Gender Responsive Planning in the first year of the project.

VI Future Trends and Prospects on Canada's ODA

A. Public Support and Opinion Towards ODA

In March 1994, the Government launched a comprehensive public review of Canadian foreign policy. One of the purposes of this review was to ensure that the foreign policy reflected the views of the Canadian public and that the Government's commitment to democratise foreign policy making was upheld. A Special Joint Parliamentary (House of Commons and Senate) Committee was established to consult with the Canadian public on foreign policy issues, including the role of development cooperation. The Committee received more than 550 submissions from individuals and groups across the country, as well as from international sources. It issued a report in November 1994 which set out its recommendations for Canada's foreign and ODA policies. The section of the report dealing with international assistance began with the following passage:

Few subjects in the Committee's testimony penetrated as deeply into the hearts and minds of Canadians as international assistance. Throughout the hearings ... witnesses told [the Committee] in plain language and with conviction that it was important for Canada to help the poorest people in the world; for some, it was Canada's single most important task abroad.⁸⁶

More recently, CIDA (along with Foreign Affairs and International Trade, and the Department of National Defence) contracted Insight Canada Research (ICR) to investigate public attitudes toward Canada's foreign activities. ICR conducted interviews with a cross-country sample of adult Canadians between March 28 and April 17, 1995. The survey found that 82% of Canadians consider the assistance of people in poorer countries to be important, and that foreign aid ranks second (after peacekeeping) as Canada's most important contribution to the world. When forced to make a definitive decision on whether or not Canada should have a foreign aid program, Canadians responded with overwhelming support (89% said yes). A large majority of Canadians believe that ODA spending should be maintained (51%) or increased (23%). While Canadians give greatest support to aid for Basic Human Needs, other components of the aid program (ie. environment, human rights, and

⁸⁶ *Canada's Foreign Policy: Principles and Priorities for the Future*, Report of the Special Joint Committee Reviewing Canadian Foreign Policy, p. 47.

women's issues) also received support.⁸⁷

In discussions with CIDA officials, it was explained that public opinions fluctuate over time. In general, Canadians are more inclined to support natural disasters (eg. famine, earthquakes) than human-made disasters (eg. civil war). At the same time, there is a great deal of skepticism about the efficiency and effectiveness of Canada's aid programs, largely based on the media's portrayal of corruption in certain developing countries. However, when Canadians are given more information about Canada's aid program (either from CIDA or the NGO community), their support usually increases.

B. Possibility of Modifications or Changes of ODA Policy or System

Since Canada only released its new foreign policy (including a chapter on ODA) in February 1995, it is very unlikely that the ODA policy will be modified or changed in the near future. The new foreign/ODA policy came about 8 years after the previous ODA policy was issued (ie. 1987). In terms of Canada's ODA system, CIDA has been undergoing structural and management changes for the past several years, largely in response to budget constraints and increased demands by Parliament for accountability for public funds. However, it seems that the ODA budget will not be cut much further and that the organisation management of the Agency has finally stabilised in its existing state.

A broad range of consultations are held each year with CIDA's partners including development NGOs, environmental groups, business associations, universities and colleges. In *Canada in the World*, the Government pledged to work to strengthen its consultative process on development cooperation, including the introduction of annual meetings of the National Forum on Canada's International Relations which involves a broad cross-section of Canadians.

⁸⁷ *Canadian Opinions on Canadian Foreign Policy, Defence Policy and International Development Assistance 1995*, Insight Canada Research: May 1995.

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APPENDICES



CEAA proposed procedural regulation for projects outside Canada – eight guiding principles:

1. Projects outside Canada financially supported by the Government of Canada will be subject to CEAA.
2. Environmental assessment will be undertaken as early as possible in the decision-making process.
3. Responsible authorities will be given the flexibility they need to assess projects in foreign jurisdictions and in varying circumstances.
4. Assessments outside Canada will be conducted with respect for foreign sovereignty, international law, and international agreements and arrangements that Canada is party to.
5. Canada may be able to rely on the environmental procedures of foreign states and international or multilateral institutions – when they meet the basic goals and objectives of CEAA.
6. Canada will encourage other countries to develop, improve and implement their domestic capacity for environmental assessment.
7. Procedures for public participation outside Canada will be modified to respect foreign sovereignty and local conditions.
8. Records of environmental assessments for CIDA-supported projects in countries outside of Canada will be made available to the Canadian public.

ODA Priorities
CIDA Operational Definitions

Note: The project/programme examples provided with each category definition are intended to be indicative only. The primary responsibility for ensuring appropriate coding remains with project/programme managers.



01 - BASIC HUMAN NEEDS

BACKGROUND

The Foreign Policy Statement elaborates the priority of basic human needs in the following terms:

"to support efforts to provide primary health care, basic education, family planning, nutrition, water and sanitation and shelter. Canada will continue to respond to humanitarian assistance. Canada will commit 25% of its ODA to basic human needs as a means to enhancing its focus on addressing the security of the individual."

The statement of the basic human needs priority includes eight categories (primary health care, basic education, family planning, nutrition, nutrition - emergency, water and sanitation, shelter, and integrated basic human needs). Detailed descriptions have been provided of various programming activities (e.g. prevention and control of diseases, basic curative care, capacity development, etc.) which should be coded under each category. The activities listed under each category are indicative, not exclusive.

CATEGORIES

0101 - Primary health care

- ❖ Prevention and control of diseases: immunization against major infectious diseases; prevention and control of endemic diseases including the Expanded Program on Immunization (EPI), diarrheal diseases, AIDS, malaria and other major programmes.
- ❖ Basic curative care: treatment of common diseases and injuries; provision of essential drugs; intervention and medical assistance in cases of disasters and emergencies.
- ❖ Health education: access to information, education and training for local populations about prevailing health problems, including methods of identification, prevention and control; school health programs to treat worm infections and micronutrient deficiencies and to provide health education.
- ❖ Health personnel development: training of staff at all levels for primary health care interventions including training nurses, auxiliaries, managers and other cadres (e.g. traditional birth attendants); support for training facilities and training materials (excludes medical training for tertiary level services).
- ❖ Capacity development: strengthening of services in rural and urban areas, with a focus on increasing access to, and quality of, care; strengthening of district-level hospitals and health service management; strengthening of institutions delivering primary health care, and; developing coordinated policies to improve the delivery of primary health care programs.

- ❖ Note: a broader definition of primary health care would include most elements of family planning and reproductive health care as well as those of nutrition, water and sanitation (see below).

0102 – Basic education

- ❖ Early childhood development: child care: stimulation and initial learning through family and community-based programmes and pre-school institutions; education for children in difficult circumstances.
- ❖ Primary schooling and alternative programmes: infrastructure development and upgrading of facilities and equipment; curriculum development; teacher training and skills upgrading; provision of learning materials; evaluation of learning achievements; school feeding programs.
- ❖ Basic education for youth and adults: literacy and numeracy programmes adapted for different sectors; *formal and non-formal education programmes providing basic technical skills related to health, nutrition, population and agricultural techniques; education programmes through the use of traditional and modern media, and other forms of communication.*
- ❖ Capacity development: improved management at system and institutional levels; development of coordinated policies to improve the delivery of basic education programs. Policies and programs removing barriers to, and favoring access of, girl children and women to basic education.

0103 – Family planning and reproductive health care

- ❖ Family planning services: client centered family planning programs. contraceptive commodities and service delivery; capacity building for information, education and communication regarding family planning, population and development issues.
- ❖ Basic Reproductive Health Services: information and routine services for prenatal, normal and safe delivery and post-natal care; access to safe birth control and reproductive alternatives; education and communication about reproductive health, including reproductive tract infections, human sexuality and responsible parenthood, and against harmful practices; adequate counseling; diagnosis of, and treatment for, infections related to pregnancy and delivery complications.
- ❖ Sexually Transmitted Diseases/HIV/AIDS Prevention Programs: information, education, communication, referrals and counseling services for sexually transmitted diseases, including HIV/AIDS; mass media and in-school education programs.
- ❖ Capacity development: national capacity development through support for training; improvement of gender disaggregated information management and statistical systems; support for demographic as well as programme-related data collection and analysis; research for policy development.

0104 - Nutrition

- ❖ Household food security: activities to improve access to food at the household and community levels, including home gardening, training with a gender perspective of agricultural extensionists and training of food producers; food security for landless and urban and peri urban poor households; support to improve food production and fish harvest, storage facilities, and *basic food crop* research.
- ❖ Micronutrient malnutrition: determination of micronutrient deficiencies; provision of vitamin A, iodine, iron and other micronutrients through supplementation, fortification, and dietary change, especially for children and pregnant women; promotion of breast feeding; feeding practices and improved child nutrition.
- ❖ Capacity development: training on nutritional issues directed at all household members; community participation and empowerment as well as community based information systems of nutritional status; collection and processing of gender disaggregated information on nutritional status at the local and national levels; improved national nutrition policies and strategies; development of long term food security policies.

0105 - Nutrition - emergency

- ❖ Direct feeding programmes: provision of food and associated management support for feeding programmes; provision of food aid on an emergency or humanitarian basis.

0106 - Water and sanitation

- ❖ Potable water supply: provision of water supply through low-cost technologies, including handpumps, wells, boreholes, gravity-fed systems and rainwater collection, storage tanks in rural and peri urban areas. Provision of potable water in cases of disasters and emergencies.
- ❖ Water treatment: low-cost systems for the prevention or elimination of contamination of water supplies; installation of pumps; chlorination and filtering; slow sand or low-cost filtration plants for water treatment; rural or peri urban water supply treatment.
- ❖ Sanitation: low-cost on site sanitation, including gray and sanitary waste water disposal, latrines and others. Water borne sanitation, including small bore sewerage, conventional sewerage and septic tanks. Liquid wastes treatment and resource recovery, including: conventional treatment, waste stabilization ponds, resource recovery (e.g. biogas, aquaculture, composting). Please note that this category includes only low-cost sanitation, generally at the household level. Larger undertakings should be coded under either Infrastructure Services (0304) or Environment (0603) (Please refer to these categories for coding details).
- ❖ Health concerns: control of transmission routes, drainage and spraying of breeding grounds; improved control of diseases and infections caused by *unsanitary* conditions; safe storage of water. Hygiene education related to water borne diseases.

- ❖ Capacity development: training on maintenance and repair of low-cost water and sanitation; promotion of community participation, social mobilization and gender balanced approaches; support for institutional and capacity building in the area of water supply. Development of coordinated policies and partnership to improve the delivery of safe water and sanitation programs.

0107 – Shelter

- ❖ Access to housing: construction and rehabilitation of low-cost housing, including access to building materials, and related infrastructure; improving security of tenure and meeting needs of the poorest; providing financial access to low-cost housing through credit schemes; emergency shelter assistance in cases of natural or man-made disasters.
- ❖ Community participation: promoting civil-society participation in defining and responding to housing priorities; improvement of, and support for, the participation of women in housing programs; training for community groups; support to formal and informal business sectors in low-cost housing construction and rehabilitation.
- ❖ Capacity development: support for the development and management of housing programs; promotion of the use of appropriate low-cost techniques and building materials; training of builders, construction workers, and administrators; policies and programs that help improve supply of housing (e.g. price controls); policies to address land and property tenure in rural and urban areas.

0199 – Integrated basic human needs

A category of integrated projects is needed both for programming as well as coding and counting purposes for projects that cannot be disaggregated by sub-area of activity or are designed to strengthen the community to address basic human needs. This category covers projects of the following types: humanitarian and emergency assistance, activities related to basic human security (e.g. demining), community development, micro-realization, emergency funds to alleviate the negative impact of structural adjustment programs, counterpart funds targeting basic human needs, strengthening the institutional capacity to improve the delivery of basic social services, public sector reforms to redesign social policies in the area of basic human needs. Projects in this category are of a broad nature, and should include activities which can be disaggregated and coded under other categories as described above.

02 – WOMEN IN DEVELOPMENT

BACKGROUND

In its statement on Canadian foreign policy, *Canada and the World*, the government re-affirmed its commitment to Women in Development by making it the second of the six ODA program priorities. Canada's ODA will, " support the full participation of women as equal partners in the sustainable development of their societies."

The Women in Development priority is governed by CIDA's Policy on Women in Development and Gender Equity (WID & GE). The WID & GE Policy moves beyond equal access for women to a more comprehensive role based on gender equity. It seeks to strengthen women's ability to be both participants and decision makers in the development process.

CATEGORIES

For CIDA, WID and GE is a cross-cutting issue which is integral to all Agency policy development and programming. Gender analysis forms a basis for determining programming choices. There are two categories recognised under priority 2: WID-integrated and WID-specific. Depending on the country or regional context (e.g. the status of women, cultural appropriateness and entry points for CIDA such as congruence with other Programming Priorities) decisions will be made about WID-integrated and WID-specific programming. For example, where women are seriously under-represented in decision making, it may be important to target support to women's initiatives to make their voices heard.

The following activities under the two categories WID-integrated and WID-specific are indicative of the range of possible programming options.

0201 – WID-integrated

This category includes all activities which support the achievement of gender differentiated results in programs and projects.

A program or project should be coded under the category WID-integrated when the following criteria have been met:

1. A gender analysis has been done. Gender analysis examines the roles, needs, work, interests and the relative position of both women and men in a specific social context and can identify constraints and opportunities for WID and GE.
2. Women's issues have been identified and addressed.

3. Proactive measures (e.g. workplans, training, allocation of human and financial resources) have been taken to include women as participants and decision makers.
4. Preventive or compensatory measures have been established if there is an indication that women will be disadvantaged by the project or program.
5. Women are a significant proportion of direct participants and beneficiaries.

For the purposes of coding and counting, WID-integrated projects will be coded under at least two categories: WID-integrated and another priority. The weight given to WID would depend: i) on the proportion of women as planners, implementers, trainees or beneficiaries; and/or ii) the most immediate or direct results planned for the program or project.

This category includes activities such as:

- ❖ An economic policy reform project in which gender needs and interests are incorporated into the policy process and the different impacts of that policy on both women and men are assessed and addressed;
- ❖ An institutional strengthening program which supports an institution's ability to develop and carry out gender-sensitive policies and programs and examines the role of women within the organisation itself;
- ❖ Scholarship programs in which the barriers to women's participation have been identified and addressed by specific means in the project design;
- ❖ Local initiative funds which include within the selection process the requirement for gender analysis of proposals and gender differentiated results;
- ❖ Formal credit programs in which the factors which restrict women's access to credit have been assessed and mechanisms have been built into the project to overcome problems associated with collateral requirements, transaction costs, and repayment schedules;
- ❖ Agricultural extension programs which are based on the recognition of women's and men's roles and in which substantial numbers of woman extension agents have been hired and trained or male technicians have received training in extending technical information to women;
- ❖ Fisheries projects which not only target the fish harvest, but also associated activities (e.g. preparation of fishing gear and bait, and fish landing, processing and marketing, which traditionally are usually carried out by women);
- ❖ Water and sanitation projects in which women are included in the community water councils, influence the community design and receive technical training in water pump maintenance;
- ❖ Sustained income projects which enable women to participate despite their traditionally more domestic location and subordinate position;

- ❖ Health and family planning programs which are designed with women to meet community needs for quality care;
- ❖ Community development activities which contribute to building women's self esteem and increase their ability to take charge of their own lives and to take collective action to solve problems (empowerment).

0202 – WID-specific

Gender analysis at the program level may reveal the need for more focused attention on WID and GE. For the purposes of coding and counting, a project with the goal of strengthening gender equity, where women are the sole or principal beneficiary target group, will be coded under the category WID-specific. In this case measures will have been put in place to include women as primary decision makers or managers and initiatives will have been designed to meet women's practical needs and strategic interests. WID-specific projects will often be used when such needs or interests cannot be met through WID-integrated programs alone.

This sub-category includes activities such as:

- ❖ Collaboration on policy analysis and program design in areas such as statistics and indicators on women, the prevention of family violence, and the international trade in domestic workers;
- ❖ Establishment of Gender Funds whose main objectives are to strengthen women's organizations and institutions to improve their capacity to advocate, lobby and participate in policy-making;
- ❖ Introduction of improved technologies and provision of supporting services for women entrepreneurs;
- ❖ Credit programs designed to reach women in the informal economy (e.g. solidarity group credit);
- ❖ Institutional support to the government offices of women's affairs (e.g. technical expertise, gender training, management planning, research, professional development for staff and the development of linkages with Canadian organizations);
- ❖ In elections, support to poll watches and campaigns to sensitize political parties as well as governmental and non-governmental institutions to include women's issues on their agendas;
- ❖ Education and training programs to assist girls and women to enter non-traditional occupations;
- ❖ Client-centred health and family planning programs that identify and seek to overcome the obstacles that impede women's access to reproductive healthcare services.

03 – INFRASTRUCTURE SERVICES

BACKGROUND

The government statement on Canadian foreign policy, *Canada in the World*, defined infrastructure services as a program priority for Canadian ODA in order, " to help developing countries to deliver environmentally sound infrastructure services, with an emphasis on poorer groups and capacity building."

The capacity to deliver efficient and equitable infrastructure services results in important developmental benefits. These include contributions to poverty reduction, social development, gender equity, environmental sustainability and the development of local private sectors and active civil societies. Increasing economic productivity, physical mobility and communications – all fundamental to the improvement of the human condition – are critically dependent on access to infrastructure services. Infrastructure services are the output or flow of services provided by physical infrastructure which protect health, promote social and economic development and improve the quality of life. These services include, among others, access to clean water and sanitation, good roads and reliable electricity, telephone and information services.

To promote sustained, efficient and equitable access to infrastructure services, it will be necessary to work in partnership with users of the services and other stakeholders in the planning and implementation of programs and projects to support:

1. the creation and reform, where necessary, of an enabling environment for provision of these services;
2. development of institutional and human capacity to design, implement, manage and maintain the provision of these services;
3. means to ensure equitable distribution of these services, particularly to the poor;
4. additions to, maintenance, or replacement of physical capital stock, under carefully defined circumstances.

CATEGORIES

Infrastructure consists of human-made physical systems which provide essential economic and social services. Infrastructure services will stem from the following principal groupings:

0301 – Energy services

- ❖ **Primary energy supply:** Primary sources of energy can include oil and gas, coal, rivers, geothermal sources, wind, the sun, waves, differences in temperature at different levels of the ocean, uranium, biomass, etc...:
- ❖ **Transformation to secondary forms of energy:** Secondary forms include electricity, steam, hot water, microwaves, charcoal, etc., and the associated power stations, sour gas plants and refineries:
- ❖ **Distribution of primary and/or secondary energy to consumers:** Distribution of energy includes electrical transmission and distribution lines and associated substations, oil and gas pipelines and pumping stations, bottled gas delivery facilities:
- ❖ **Rational consumption and equitable distribution of energy:** Rational consumption includes issues such as energy efficiency, demand side management. Equitable consumption includes issues such as rural electrification, commercializing of bottled gas.

0302 – Telecommunications and information services

- ❖ **Telecommunications infrastructure and its attendant services – transmission systems, switching systems, management systems, maintenance systems, operating entities; telephone and data transmission services including standard telephones, cellular telephones, data transmission and various value-added services provided by operating entities.** Note that in some cases it may be necessary to split-code telecommunications programming under two or more priorities. Physical hardware and its attendant services (maintenance, management, etc) would be coded under Infrastructure Services (0302), while the actual service provided (eg. distance education or tele-health) would be coded under other priorities as appropriate.
- ❖ **Mass media – public information services via radio and television, especially community-based and – oriented radio and television systems:**
- ❖ **Informatics – computer-based systems for the generation, use, manipulation and storage of data of various kinds.**

0303 – Transportation services

- ❖ **Roads:**
- ❖ **Railways:**
- ❖ **Urban transport:**
- ❖ **Ports and waterways:**
- ❖ **Airports.**

0304 – Water, sanitation and irrigation infrastructure services

- ❖ Systems for the supply of drinking water including dams, reservoirs and storage, treatment plants, conveyance and distribution systems, and water quality monitoring;
- ❖ Groundwater systems development, including pumping, storage, distribution, and contamination control;
- ❖ Drainage such as field drainage for reduction of salinity and control of waterlogging of agricultural land including subsurface drainage, surface drainage pumping and related control systems;
- ❖ Flood and erosion control, such as building of dykes, bank protection, hydraulic structures, pumping stations, flood warning and flood management systems;
- ❖ Irrigation, including reservoirs, dams and canals, conveyance and distribution systems and associated hydraulic structures, pumping stations, facilities and controls to supply water for agriculture;
- ❖ Sewerage systems including collection and disposal, and storm drainage, but excluding low-cost on-site sanitation which will be coded under Basic Human Needs (0106) (N.B. Sewage treatment systems are to be coded under Environment (0603));
- ❖ Engineering services for feasibility studies, design, construction, rehabilitation, O&M management including institutional strengthening, economic and organizational reforms related to the above mentioned infrastructure services.

04 – HUMAN RIGHTS, DEMOCRACY, GOOD GOVERNANCE

BACKGROUND

The government statement on Canadian foreign policy, *Canada in the World*, identified human rights, democracy, good governance as a program priority for Canadian ODA with the goal, "to increase respect for human rights, including children's rights; to promote democracy and better governance; and to strengthen both civil society and the security of the individual."

Human rights are founded on the inherent dignity of the human person. As the Universal Declaration of Human Rights states, "All human beings are born free and equal in dignity and rights." Democratization builds the effective participation of individuals in decision-making and the exercise of power in society, both through the formal processes of democracy, and through the organizations of civil society that voice popular concerns. Good governance is the effective, honest, equitable, and accountable exercise of power by governments.

CATEGORIES

There are five categories of activity recognized under the Human Rights, Democracy, and Good Governance priority.

0401 – The protection and promotion of human rights

This category includes all activities designed to improve the capacity of organizations, institutions and processes that protect and promote human rights, so that developing countries are better able to address rights issues. This includes activities that:

- ❖ Enable disadvantaged groups such as women, street children, aboriginal peoples, and people with disabilities to advance their rights through the legal system (e.g. by providing legal aid, legal advice, and legal education);
- ❖ Improve the functioning of the judicial system (e.g. by training judges, providing access to documentation);
- ❖ Help establish or strengthen national human rights institutions, such as human rights commissions, ombuds, and police complaint commissions;
- ❖ Build awareness and understanding of human rights norms and institutions on the part of groups such as public officials, defense and security officials, lawyers, community leaders and NGO staff.

0402 – Democratic institutions and practices

This category includes all activities designed to strengthen democratic institutions and practices in order to develop and sustain responsible government. This includes activities that:

- ❖ Build public awareness of government roles and structures, and participation in electoral processes;
- ❖ Strengthen the functioning of elected bodies, such as legislatures, provincial and municipal councils, and supporting institutions;
- ❖ Build stronger electoral institutions, such as elections commissions and chief electoral officers;
- ❖ Build independent capacity to monitor elections, or provide Canadian expertise for monitoring initiatives.

0403 – Public sector competence

This category includes all activities designed to increase the competence of the public sector in order to promote the effective, honest and accountable exercise of power by governments. This includes activities that:

- ❖ Further the reform and restructuring of the public service;
- ❖ Build the management capacity of senior public servants;
- ❖ Strengthen the functioning of central agencies in the public service, such as ministries of finance, planning and treasury boards;
- ❖ Build institutions or procedures for financial accountability, such as audit institutions and legislative committees that scrutinize public accounts.

0404 – Civil-society's policy role

This category includes all activities designed to build the role and capacity of civil society in developing countries in order to increase popular participation in decision-making in society. This includes activities that:

- ❖ Build the policy and advocacy role of organizations in civil society, such as NGOs, community organizations, independent trade unions and churches;
- ❖ Build capacity for independent non-governmental social, economic and political analysis;
- ❖ Strengthen organizations that give voice to the concerns of women, children, and other marginalized groups in society.

0405 – Political will of governments

This category includes all activities designed to build the political will of governments to respect rights, rule democratically and govern effectively. This includes activities that:

- ❖ Support governments and non-governmental groups in countries undergoing democratic transitions, including such activities as reconstruction, resettlement and reconciliation;
- ❖ Promote dialogue between governments and organizations in civil society;
- ❖ Assist institutional reform with respect to the public service and the legal system.

05 – PRIVATE SECTOR DEVELOPMENT

BACKGROUND

Private sector development is one of six programming priorities identified for Canadian ODA in the government statement on Canadian foreign policy, *Canada in the World*. Canadian ODA will, "promote sustained and equitable economic growth by supporting private sector development in developing countries."

Private sector development in developing countries can be a potent instrument for reducing poverty by helping to generate sustainable development. Jobs and incomes created by private enterprises contribute to economic growth. With equitable growth, development benefits can be distributed widely and can help people living in and threatened by poverty to achieve sustained livelihoods. The Canadian private sector and non-profit organisations can play a significant role in CIDA's efforts to promote private sector development in developing countries.

CATEGORIES

The private sector in developing countries is defined as the for-profit commercial sector in these countries. State enterprises can be included in this definition if they are operated on a commercial basis.

Canadian ODA will support private sector development in developing countries in order to promote sustained and equitable economic growth. It will be necessary to work in partnership with both developing country and Canadian governmental and non-governmental organizations, especially the private sector, as well as multilateral institutions. The categories within the private sector development priority are as follows:

0501 – Private sector enabling environment

This category includes initiatives to establish the enabling environment necessary for the development of the private sector, such as:

- ❖ the development and implementation of policies designed to improve the investment and business environment such as, procedural, regulatory, legal, sectoral, economic and financial reforms:
- ❖ restructuring the public sector to encourage the sound management of public resources, including, where appropriate, privatisation, the enhancement of government regulatory capacity, and strengthening of procurement and contracting functions to encourage the involvement of the private sector in traditional public sector functions such as infrastructure and the provision of social services:

- ❖ building capacity in public institutions including development financial institutions that play a key role in private sector development.

0502 – Capacity, skills and productivity enhancement

Promoting the growth of domestic entrepreneurship through capacity and skills development, for example:

- ❖ industrial training;
- ❖ management training and managerial resource development;
- ❖ improving credit availability;
- ❖ technology transfer supporting the creation of new industries or modernisation of existing ones.

0503 – Canadian and developing countries private sector linkages

Building linkages between the Canadian private sector and those of our developing country partners, where the opportunity exists for the generation of demonstrable and significant long-term benefits through mutual co-operation, including through:

- ❖ technology transfers supporting the creation of new industries or modernisation of existing ones;
- ❖ technical assistance;
- ❖ joint ventures between Canadian and developing country firms.

0504 – Local enterprises

Generation of sustained income for the poor through the establishment of local enterprises, including through:

- ❖ the establishment of micro-enterprises, co-operatives, and small businesses;
- ❖ the provision of credit;
- ❖ initiatives addressing the employment and entrepreneurship needs of poor women.

0505 – Economic integration

The adjustment of the private sector in developing countries to the post-Uruguay Round trade regime to facilitate integration into the world economy.

Canadian partners in CIDA's efforts to support private sector development in developing countries will include the Canadian private sector, NGOs, academic institutions, and other government departments and agencies.

06 – ENVIRONMENT

BACKGROUND

The Government's foreign policy statement, *Canada in the World*, states that support to environment will be one of the six priorities of Canada's provision of ODA. The goal in this respect will be, "To help developing countries to protect their environment and to contribute to addressing global and regional environmental issues".

CIDA's Policy for Environmental Sustainability, approved in January 1992, set out CIDA's operational objectives and commitments related to environmental sustainability. The main thrusts of the policy are to: help developing countries improve their capacity to deal with local and global environmental concerns; integrate environmental considerations into CIDA's decision-making and activities; and to work with our Canadian and international partners to help them integrate environmental considerations into their activities.

CATEGORIES

Below are five categories to facilitate coding and counting of projects falling under Priority 6. The lists of activities under each category are intended to be indicative, not exclusive.

0601 – Environmental conservation

This category includes activities specifically designed for the conservation of the environment, and which result in concrete environmental benefits on the ground. Environment conservation is the maintenance of environmental quality by protecting ecosystems and resources from degradation and destruction. It involves planning the use and management of renewable and non-renewable natural resources so as to ensure their long-term availability while maintaining and possibly enhancing their quality, value and diversity. Conservation is about using sustainably, not only setting aside, natural resources. Activities in this category include:

- ❖ Biodiversity conservation;
- ❖ Ecosystem preservation;
- ❖ Improvement and promotion of the integrated management and sustainable use of natural resources in order to ensure their conservation, and directing the benefits of their use to local populations;
- ❖ Environmentally sound measures to combat desertification.

0602 – Pollution prevention

This category includes activities planned specifically for the purpose of preventing pollution. Pollution prevention is the use of processes, practices, materials, products or energy that avoid or minimise the creation of pollutants and waste, without shifting or creating risks to human health or the environment. These include:

- ❖ Energy conservation, including energy efficiency and alternative technologies;
- ❖ Industrial pollution prevention and clean production processes and technology;
- ❖ Waste reduction and on-site recycling/reuse programs.

0603 – Pollution control and remediation

This category includes activities aimed at controlling urban, industrial and agricultural pollution, or rehabilitating polluted areas. Pollution control is the use of processes, practices, materials, products or energy to reduce the risk posed by pollutants and waste before their release to the environment. Remediation is the use of processes, practices, materials, products and energy to restore to a healthy state ecosystems that have been damaged or degraded by human activity. These include:

- ❖ Water pollution control, including groundwater, land-based sources of marine pollution, transboundary pollution;
- ❖ Wastewater treatment, excluding low cost and low technology domestic systems (which are to be coded under Basic Human Needs (0106)) and waste collection and disposal (which are to be coded under Infrastructure Services (0304));
- ❖ Solid waste management and disposal, excluding low cost and low technology domestic systems which are to be coded under the Basic Human Needs (0106);
- ❖ Management of toxic and hazardous waste;
- ❖ Air pollution control;
- ❖ Agricultural pollution control;
- ❖ Soil decontamination;
- ❖ Response to human-induced environmental emergencies.

0604 – Capacity development in environmental management

This category includes activities that specifically aim at enhancing the ability of individuals, groups, organizations and institutions to address environmental issues. It includes activities whose objectives are to strengthen institutions concerned with the environment or to enhance the technological, informational and human resources needed to address environmental issues. **Do not code under this category projects which can be assigned to developing capacity specifically for environmental conservation, pollution prevention, or pollution control and remediation as described above.** Activities in this category are of a broader nature and include:

- ❖ Environmental education, awareness and training;
- ❖ Environmental research and information;
- ❖ Environmental management systems, including audit and reporting;
- ❖ Environmental policy, law and legislation development and enforcement;
- ❖ Development and promotion of economic instruments to support environmental conservation, protection and enhancement.

0605 – Environmental analysis and assessments

This last category pertains to the second thrust of CIDA's Policy for Environmental Sustainability, which is to integrate environmental considerations into all of CIDA's decision-making and activities. The activities related to this category include:

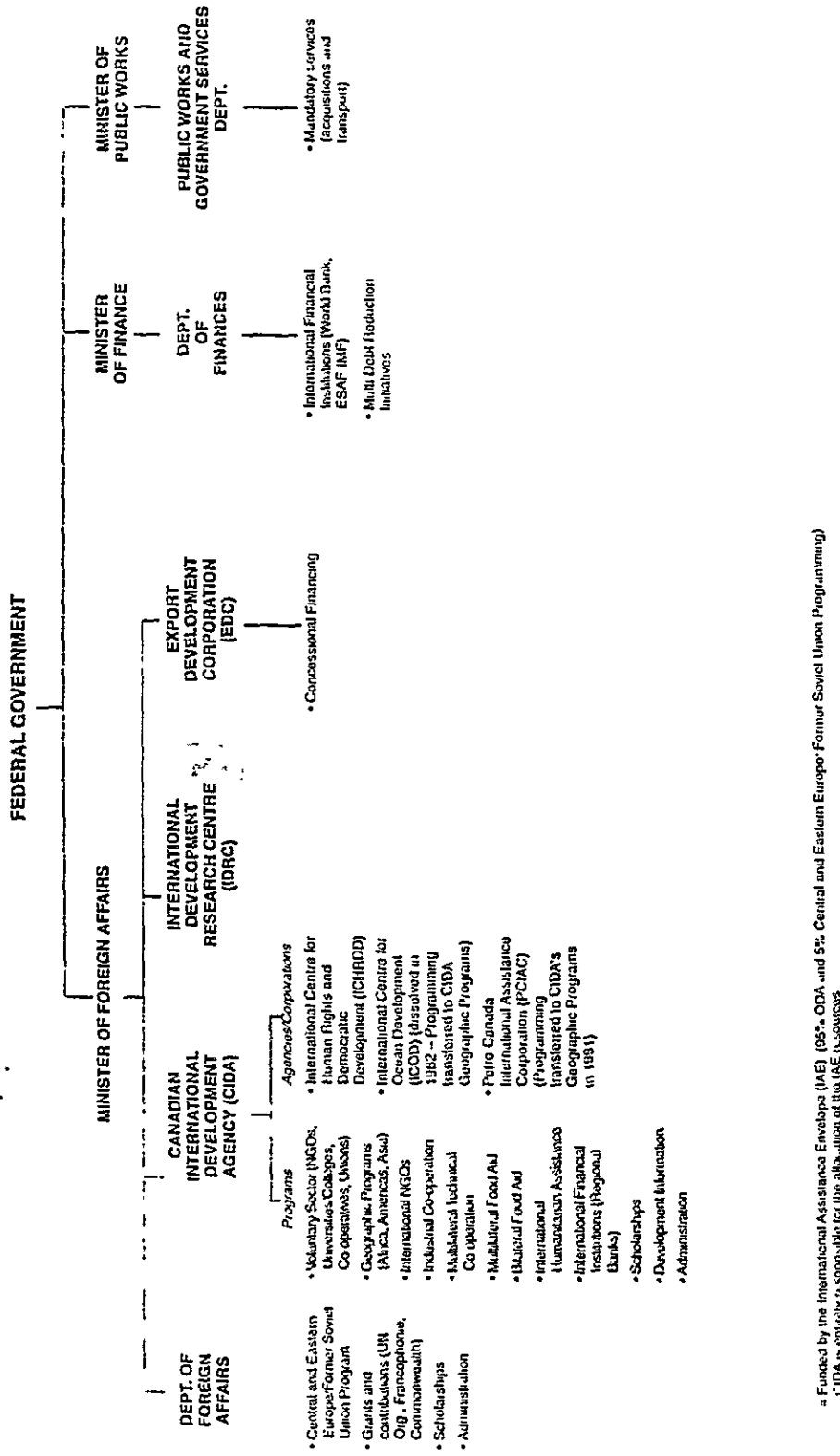
- ❖ The development of environmental profiles (for CDPF/RDPF);
- ❖ The development of environmental strategies;
- ❖ Environmental analysis and/or impact assessment.

0999 – OTHER PROGRAMMING

Programs and projects instituted prior to the creation of the priorities may not always fit under one of the 6 priorities. It is essential that CIDA code these activities accurately and not attempt to force fit them under one of the other priorities. The "Other" category has been created for this purpose.

Where necessary some new initiatives may have to be undertaken that are similarly not aligned with the 6 priorities, and these too must be properly coded for the coding system to retain its integrity.

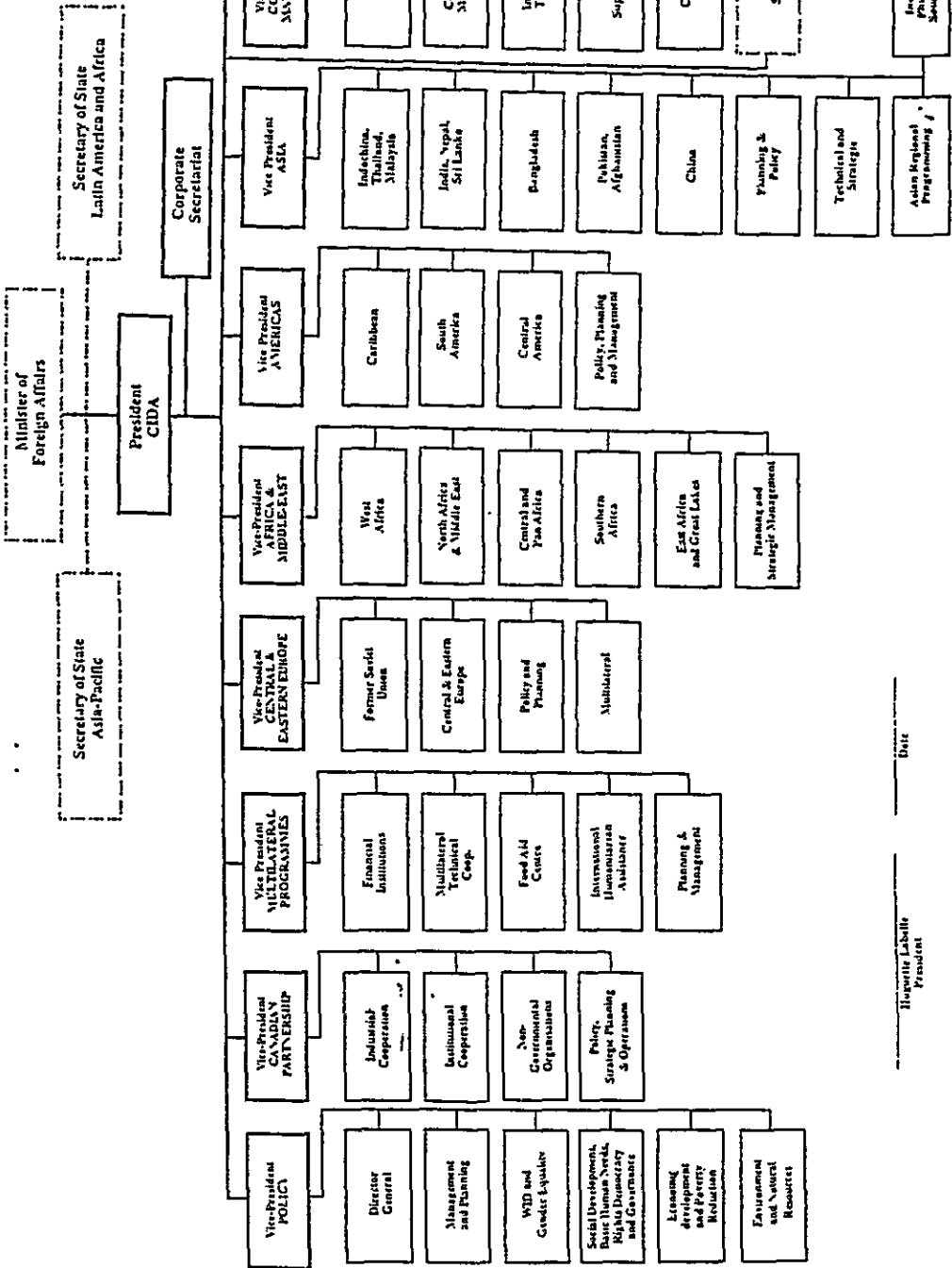
Organisation Chart 1. ODA-related organisation of Canadian Government



* Funded by the International Assistance Envelope (IAE) (95% ODA and 5% Central and Eastern Europe/Former Soviet Union Programming)
 † ODA is entirely responsible for the allocation of the IAE resources

Unbudgeted items reported as ODA
 - Provincial Governments Spending
 - Imputed Student Costs
 - Imputed Interest Costs
 - Green Plan Activities

Appendix II-1



Date: _____
 Signature: _____
 President

GUIDE FOR DETERMINING ROLE OF FIELD OPERATIONS

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
1.0 POLICY ADVICE ON REGION/COUNTRY (ALL ODA PROGRAMS)				*to be considered during design of field operations	
1.1 Develop corporate strategic direction	P				
1.2 Develop region/country knowledge	C	P	C		Field inputs to HQ
1.3 Develop Cdn stakeholder knowledge	P				In conformity with Agency policy (Partnership Branch is Agency lead)
1.4 Develop region/country policy framework	P	C			Field inputs to HQ
1.5 Economic, Social, Environmental and Cultural analysis of country/region	C	P	C		Field inputs for updates to CDPF
1.6 Approve country policy	P				
1.7 Policy dialogue with Recipient Country	C	P	C		Field delivers policy positions developed by relevant CIDA Branch

Codes : P - principal responsibility C - contributory role J - Joint role

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
1.8 Strategy & brief for Consultative Group Meetings	P	C	C		Field provide inputs to HQ
1.9 Attend Consultative Group Meetings	P	C			Field participation in CG to be decided by HQ
1.10 Thematic/sectoral issues and policies development (WID, social development, population, etc..)	P	C	C		Field inputs to HQ
1.11 Advise to the Head of Post on Canadian ODA policies and programs	C	P			
1.12 Field coordination of ODA policies and programs with other Foreign Policy objectives and programs		P			
2.0 INTELLIGENCE GATHERING AND REPRESENTATIONAL (ALL ODA PROGRAMS)					
2.1 Represent and promote Canadian ODA policies, objectives and programs in the recipient country	C	P			

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
2.2 Establish a network of contacts for on-going dialogue with local government officials, representatives of the civil society, and of other donors and international agencies <u>on evolving development situation in the country</u>		P	C		Field reports to HQ on intelligence gathered on country developmental situation as it relates to CIDA programming
2.3 Coordinate locally with other donors and contributors <u>on overall development assistance programming and implementation</u>		P	C		Field reports to HQ on developmental programming and implementation by other donors and contributors as it relates to CIDA
2.4 Draft aid agreements	P	C	C		
2.5 Negotiate aid agreements		P			
2.6 Sign/terminate aid agreements		P			Agreements are signed by the Head of Post
2.7 Prepare communication material on Canadian ODA programs in the country		P	C		

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
3.0 FIELD PROGRAM SUPPORT - GEOGRAPHIC PROGRAMS.					
3.1 Elicit/receive bilateral project requests	C	P	C		Field will be guided by the Country Development Policy Framework (CDPF). Copy of requests sent to HQ.
3.2 Decision to retain/reject project requests	P	C	C		Field will input its recommendations to HQ
3.3 Economic and Social analysis on program/project proposals (sustainability, risks, expected results, funding levels, local implementor's capacity)	C	C	P		Field will action when decision taken to retain project proposal
3.4 Assessment of capacity and potential of local institutions and local international agencies offices for the implementation of CIDA bilateral programming objectives (for local offices of Canadian NGOs see comment)		J	J		Field will action when decision taken to retain project proposal. When contemplating the use of local offices of Cdn NGOs, field should seek advice from Partnership Br.

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
3.5 Support pre-feasibility or feasibility study		C	P		As requested from HQ
3.6 Determining needs re: planning/design and delivery instrument	P	C	C		
3.7 Design/approve concept paper (former PIM)	P	C	C		For the local initiatives line of business, the field assumes delegated authority
3.8 Support to the recipient country in the programming and implementation of Canadian Development Assistance		C	P		When compatible with CDPF and in line with the field workplan, done through short-term contracted local resources.
3.9 Identify and obtain local contracted resources		C	P		In accordance with workplan requirements and approved budgets

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
3.10 Drafting PAM & Management Plan	P	C	C		Field provides inputs to HQ for PAM and Management Plans; for local initiatives projects, field drafts PAM and management plans.
3.11 Approve PAM & Management Plan	P				PAMs & Management Plan for local initiatives projects are approved in the field
3.12 Select executing agents	P	C			Executing agents for locally funded projects are selected by the field
3.13 Inform the recipient country of results of executing agent selection		P			
3.14 Contract management	P	C	C		Contracts for locally funded projects will be managed by the field

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
3.15 Manage & implement projects	P	C	C		Canada Fund, Counterpart Funds, PSU are managed from the field. All other projects are managed from HQ.
3.16 Monitor the evolving sustainability and risks aspects in the delivery of program objectives and results		C	P		Field will report to HQ periodically
3.17 Monitor the Recipient country compliance with CIDA program/projects conditionality elements and its adherence to program/projects commitments		P	C		Field will report to HQ, particularly in preparation for project milestone reviews
3.18 Monitor the progress, difficulties and continued relevance in the program/projects delivery		P	C		Field will report to HQ, particularly in preparation for project milestone reviews
3.19 Liaising with the recipient country on program delivery and problem-solving requiring an official Government of Canada intervention	C	P			As required

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
3.20 Performance assessments of executing agents for project milestones reviews	C	P	C		HQ will request specifically
3.21 Project milestone reviews	P	C	C		Field to input in preparation for milestone reviews of all projects
3.22 Project termination including preparation of final project report	P	C	C		Field should input into all project termination reports
3.23 Analysis of project results and "lessons learned"	P	C	C		Field to input specific country-based lessons learned
3.24 Final project evaluation	P	C			Field should be associated to the final evaluation of all projects.
4.0 FIELD PROGRAM SUPPORT - POLICY BRANCH					
4.1 Review, input, feedback from the Post on new policy/strategy drafts concerning Aid Review, themes and sectors	C	P			Policy Branch will issue specific requests to the field

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
4.2 Information gathering in the region on effects of CIDA policies/strategies	C	P	C		Policy Branch will issue specific requests to the field
4.3 Intelligence gathering in the region on other donors' policies	C	P	C		Policy Branch will issue specific requests to the Field
4.4 Representation or participation on behalf of CIDA at an international conference held locally or nearby	C	P			Policy Branch will request and provide instructions on declarations and subsequent reporting, as required.
5.0 FIELD PROGRAM SUPPORT: MULTILATERAL PROGRAMS,					
5.1 Advise on humanitarian, emergency or food assistance and on other Multilateral institutions' project and program proposals (suitability, risks, funding levels, capacity of implementing agency).	C	P	C		Requests for advise and proposals will come from Multilateral Branch;

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
5.2 Contribute to the assessment of host government's implementing capacity (planning, management of counterpart funds, coordination, emergency response)	C	P	C		On request from Multilateral Branch
5.3 Liaise with other donors on on-going emergency assistance, food aid, multilateral and IFIs projects, participate in donor coordination meetings		P	C		Field to report periodically, for projects which receive direct Canadian funding
5.4 Advise on most appropriate Canadian food aid commodities for the country	C	P	C		Field to input to MFA
5.5 Assessing the capacity and monitoring the performance of the local offices of U.N. agencies, IFIs and other multilateral agencies in implementing Canadian financed emergency, humanitarian and food aid assistance	P	C	C		Field to input to Multilateral Branch

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
5.6 Assessing the capacity and monitoring the performance of NGOs funded through MPB (emergency situations, food aid and humanitarian assistance).	P	C	C		Field to input to HQ
5.7 Represent Canada as required, either in country or in international fora nearby. In the case of some IFIs, to represent Canada on their Executive Boards	C	P			As requested from Multilateral Branch
5.8 Evaluation of Emergency, Humanitarian Assistance and/or Food Aid	P	C	C		As requested from Multilateral Branch
5.9 Input into the policy development of multilateral institutions	P	C			Field to communicate to Multilateral Branch views and comments in preparation for development of Canadian positions
5.10 Coordination with geographic programs	P	C			Field to report on complementarity of various ODA programs in the country

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
6.0 FIELD PROGRAM SUPPORT: CANADIAN PARTNERSHIP PROGRAMS.					
6.1 NGO/ICDS/INGO Projects/					
6.1.1 Consider request	P	C	C		
6.1.2 Advise on development/policy aspects		J	J		Field will respond to requests from CPB
6.1.3 Allocate resources	P				
6.1.4 Implement					The NGO implements
6.1.5 On-going intelligence on performance	P	C	C		
6.1.6 Final evaluation	P	C	C		
6.1.7 Advice on local evaluation capacity for NGO projects	C	C	P		Canadian Partnership Br. will request
6.2 Business Cooperation					
6.2.1 Consider request	P	C	C		
6.2.2 Advise on policy development aspects		P	C		Field will respond to requests from CPB
6.2.3 Allocate funds	P				

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINE OF BUSINESS IMPLICATED	COMMENTS
6.2.4 Exchange letters with Canadian firm	P				
6.2.5 Implement					The firm implements
6.2.6 On-going intelligence on performance	P	C	C		
6.2.7 Final evaluation	P	C	C		
7.0 FIELD PROGRAM SUPPORT - COMMON SERVICES/					
7.1 Manage in-country inter-cultural training (ICOP)	J	J	C		
7.2 Implement in-country inter-cultural training (ICOP)			P		
7.3 Coordinate WID policy in the field		P	C		WID advisor in PSU.
7.4 Advise country and Desk on WID		P	C		
7.5 Manage special WID funds		P	C		

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
7.6 Logistical/administrative support to ODA projects and participants			P		On a cost recovery basis.
7.7 Briefing on ODA aspects for Canadian VIP visits to the country	P	C	C		
7.8 Logistics for Canadian VIP visitors to ODA projects/programs in the country		C	P		
7.9 Accompany VIP visitors		P			
7.10 Communication material on Canadian VIP visits	P	C	C		
7.11 Management of F.E.s and related financial reporting		P	C		
8.0 FIELD OPERATIONS MANAGEMENT AND ADMINISTRATION					
8.1 Design and Approve Field operations structure	P	C			
8.2 Plan and manage field operations workplan and activities		P	C		
8.3 Manage/monitor PSU		P			

FIELD AID MANAGEMENT FUNCTIONS	HQ	AID SECTION	PSU	LINES OF BUSINESS IMPLICATED	COMMENTS
8.4 Allocate communications and travel for CIDA LES/LEP budgets		P			
8.5 Management support to Post		P			Post Management Committee, Housing Committee, etc...
8.6 Management of Aid Section Personnel		P			
8.7 Accountability for assessing continued relevance of PSUs and its evaluation	P	C			

Appendix II-3

6.1 Policy Advice, Intelligence Gathering and Representational Functions:

- to represent and promote Canadian ODA policies, objectives and programs in the country;
- to advise the Canadian Head of Post on ODA policies and CIDA objectives and programs;
- to establish an on-going dialogue with local government officials, representatives of the civil society, donors and international agencies with the aim of intelligence gathering on the evolving development situation within the country, or resolving a problem associated with a Canadian project or program at a level requiring official Government of Canada intervention;
- to input into the development and updating of CIDA's country knowledge base for policy and programming frameworks and in themes/sectors related to the priorities of the Geographic and Program Branches;
- to coordinate locally with other donors and contributors for intelligence gathering on overall development assistance programming and implementation in the country;
- to contribute to the identification and development of programming options and projects, including their analysis, particularly with regards to sustainability, risk and expected results, and to advise on appropriate program delivery instruments;
- to negotiate agreements related to Canadian ODA programs (MOUs, international or regional agreements, umbrella ODA agreements, etc.);
- to assume, within Embassies, added responsibilities related to the support of other foreign policy objectives (trade, political, consular, immigration) and to the management of the Post. These duties can take between ten and thirty percent of a field representative's time.

6.2 Field Program Support Functions:

- to contribute to the assessment of the capacity and potential of local institutions (public and private sectors, academic, NGOs) and of international agencies in the recipient country relevant to any of CIDA Branches' policy and programming objectives;
- to provide economic and social analysis of the country/region and on project and program proposals (suitability, risks, expected results, funding levels, implementor's capacity);

- to support the recipient country's capacity for programming and implementing Canadian development assistance;
- to manage the delivery of "local initiatives" program business lines (i.e. Canada Fund, Counterpart Fund, PSUs, "micro-realisation", remnants of decentralized projects, etc.);
- to monitor:
 - the evolving status of sustainability and risk in the delivery of program objectives and results,
 - host country compliance with CIDA program conditionalities and its adherence to program/project commitments, and
 - the progress, difficulties and continued relevance in program and project delivery;
- to provide rationalized and cost-effective administrative and logistical support to Canadian ODA programs and projects overall.
- to manage or support, as required, the evaluation of local offices of multilateral institutions and of local partnership organizations.

Appendix II-4

List of CIDA Missions Abroad by Region

(Including Satellite Offices)

<u>Africa</u>	<u>Other Countries of Responsibility</u>
The Canadian Embassy P.C. Box 225, Gare Alger Algiers, Algeria	
Bureau de l'Ambassade du Canada B.P. 548 Ouagadougou, BURKINA FASO	
The Canadian Embassy P.O. Box 572 Yaoundé, Cameroon	Central African Republic, Chad
The Canadian Embassy C.P. 4104 Abidjan 01, Côte d'Ivoire	
The Canadian Embassy P.O. Box 2646 Garden City, Cairo, EGYPT	
The Canadian Embassy P.O. Box 1130 Addis Ababa, ETHIOPIA	Djibouti, Eritrea, Sudan
The Canadian High Commission P.O. Box 1639 Accra, GHANA	Benin, Togo
Office of the Canadian Embassy P.O. Box 99 Conakry, Guinea	
The Canadian Embassy P.C. Box 815403 Amman Jordan	
The Canadian High Commission P.O. Box 30481 Nairobi, Kenya	Burundi, Comoros, Somalia, Uganda
Office of the Canadian Embassy P.O. Box 198 Bamako, Mali	

Africa

The Canadian Embassy
C.P. 709
Rabat-Agdal, Morocco

Office of the Canadian Embassy
P.O. Box 1578
Maputo, Mozambique

Office of the Canadian Embassy
P.O. Box 362
Niamey, Niger

Office of the Canadian Embassy
P.O. Box 1177
Kigali, Rwanda

The Canadian Embassy
P.O. Box 3373
Dakar, Senegal

The Canadian Embassy
P.O. Box 26006
Arcadia, Pretoria 0007
South Africa

The Canadian High Commission
38 Mirambo Street
P.O. Box 1022
Dar-es-Salaam, TANZANIA

The Canadian Embassy
C.P. 31 Belvédère
Tunis, Tunisia

The Canadian Embassy
P.O. Box 8341
Kinshasa, Zaire

The Canadian High Commission
5199 United Nations Av.
P.O. Box 31313
Lusaka, ZAMBIA

The Canadian High Commission
P.O. Box 1430
Harare, ZIMBABWE

Other Countries of Responsibility

Cape Verde, Gambia,
Guinea-Bissau, Mauritania

Lesotho, Swaziland

Madagascar, Mauritius,
Seychelles

Libya

Angola, Botswana, Mozambique

Latin America / Caribbean

The Canadian Embassy
2828 Tagle
1425 Buenos Aires, ARGENTINA

CCO/Consulate of Canada
Avenida 20 de Octubre 2475
Plaza Avaroa, Sopocach
La Paz, BOLIVIA

The Canadian Embassy
Caixa Postal 07-0961
70359 Brasilia D.F., BRAZIL .

The Canadian High Commission
P.O. Box 404
Bridgetown, Barbados

The Canadian Embassy
Apartado Aereo 53531
Bogota 2, Colombia

The Canadian Embassy
Apartado Postal 10303
San José, Costa Rica

The Canadian Embassy
P.O. Box 400
Guatemala, C.A.

The Canadian High Commission
P.O. Box 10880
Georgetown, GUYANA

The Canadian Embassy
C.P. 826
Port-au-Prince, HAITI

Consulate of Canada
Apartado Postal 3552
Tegucigalpa, HONDURAS

P.O. Box 1500
30-36 Knutsford Boulevard
Kingston 10, JAMAICA

The Canadian Embassy
Casilla 18-1126 Correo Miraflores
Lima, Perú

Other Countries of Responsibility

Antigua & Barbuda, Dominica
Grenada, St. Kitts & Nevis,
St. Lucia, St. Vincent/Grenadines

Ecuador

El Salvador, Honduras,
Panama, Nicaragua

Suriname

El Salvador

Bahamas, Belize

Asia

The Canadian High Commission
G.P.O. Box 569
Dhaka, Bangladesh

The Canadian Embassy
19 Dongzhimenwai Dajie
Chaoyang District
Beijing 100600, CHINA

The Canadian High Commission
7/9 Shantipath, Chanakyapuri
P.O. Box 5207
New Delhi, INDIA

The Canadian Embassy
4th Floor
Wisma Metropolitan I
Jalan Jenderal
Sudirman Kav. 29
P.O. Box 1051/JKT
Jakarta 12920, INDONESIA

The Canadian High Commission
P.O. Box 10990
50732 Kuala Lumpur, Malaysia

Canadian Cooperation Office
Kathmandu, NEPAL
C/O the Canadian High Commission
New Delhi, India

The Canadian High Commission
G.P.P. Box 1042
Islamabad, Pakistan

The Canadian Embassy
9th Floor, Allied Bank Centre
6754 Ayala Avenue
Makati, Metro Manila
PHILIPPINES

The Canadian High Commission
Robinson Road P.O. Box 845
Singapore 9016, Singapore

The Canadian High Commission
P.O. Box 1006
Colombo, Sri Lanka

The Canadian Embassy
P.O. Box 2090
Bangkok 10500 Thailand

Office of the Canadian Embassy
39 Nguyen Dinh Chieu St.
Hanoi, Viet Nam

Other Countries of Responsibility

Burma

Mongolia

Brunei

Laos

Canadian Missions to International Organizations

Permanent Mission of Canada to the
Food and Agriculture Organization
Via Zara 30
00198 Rome, Italy

Permanent Mission of Canada
to the United Nations
866 United Nations Plaza
Suite 250
New York, N.Y.
U.S.A. 10017

Permanent Mission of Canada .
1, rue du Pré-de-la Bichette
1202 Geneva, Switzerland

The Permanent Delegation of Canada
to the Organization for Economic
Co-operation and Development
15 bis, rue de Franqueville
75116 Paris, France



Appendix II-5

Table F

Assistance Disbursements to Non-Governmental Organizations (NGOs) and Institutions (NGIs)¹ (CIDA funds plus others) (\$ million)

CIDA Contributions to Canadian NGOs and NGIs	1991-92	1992-93	1993-94
A. Food Aid NGO2	23.49	28.00	15.11
B. NGOs	126.71	117.68	126.45
of which:			
African Association of Public Administration and Management (AAPAM)	0.31	0.14	0.02
Alberta Institute for Petroleum Industry Development			1.04
Association of Canadian Community Colleges (ACCC)	7.29	9.28	7.08
Association of Universities and Colleges of Canada (AUCC)	1.52	0.86	0.80
Brock University	0.21	0.12	0.22
British Columbia Teachers' Federation	0.07	0.38	
Canada World Youth	6.68	8.59	6.17
Canadian Bureau for International Education (CBIE)	0.54	0.70	0.61
Canadian Comprehensive Auditing Foundation Fellowship	0.25	0.43	0.40
Canadian Cooperative Association (CCA)	6.19	5.43	4.27
Canadian Crossroads International	2.52	1.53	1.88
Canadian Executive Service Organization (CESO)	3.53	2.55	4.40
Canadian Human Rights Foundation	0.01	0.13	0.35
Canadian Labour Congress	1.14	1.21	1.23
Canadian Nurses Association	0.42	0.40	0.40
Canadian Public Health Association (CPHA)	3.73	3.66	6.68
Canadian Society for Civil Engineering (CSCE)		0.09	0.36
Canadian Society for International Health	0.07	0.31	0.33
Canadian Teachers' Federation	2.13	1.39	1.73
Capitlan College	0.45	0.42	0.49
CESEP de Rivière-du-Loup	0.24	0.30	0.42
Centrale de l'enseignement du Québec	0.52	0.35	0.42
Centre canadien d'études et de coopération internationale (CECI)	10.96	7.08	10.34
Cooley International Institute	1.13	0.97	0.68
CUSO	19.02	19.35	13.12
Dalhousie University	1.27	1.04	0.65
École polytechnique de Montréal (EPM)	0.13	0.38	0.18
Institut national de la recherche scientifique	1.05	1.07	0.96
Institute on Governance	0.10	0.16	0.32
International Aviation Management Training Institute	2.42	2.29	0.39
International Institute for Sustainable Development	1.00	1.00	1.00
International Livestock Management Schools	0.82	0.06	
Inter-Press Services	0.10	0.33	0.35
Laval University	1.20	1.13	0.90
Lester B. Pearson College	1.08	1.12	1.00
MacDonald College Québec	0.95	0.85	0.90
Manitoba Council for International Cooperation	0.50	0.50	0.47
Manitoba Institute of Management (MIM)	0.47	0.36	0.08
McGill University	1.37	1.44	1.09
McMaster University	0.54	0.74	0.53
Memorial University of Newfoundland	0.25	0.98	0.62
North-South Institute	1.09	1.20	1.18
Peace Institute of Canada	0.35	0.42	0.34
Ontario Teachers' Federation	0.10	0.71	0.84
Organisation canadienne pour la solidarité et le développement	8.15	4.25	6.51

Table F (cont'd)

**Assistance Disbursements to Non-Governmental Organizations
(NGOs) and Institutions (NGIs)¹
(CIDA funds plus others)**

(\$ million)

	1991-92	1992-93	1993-94
Organization for Cooperation in Overseas Development	1.21	0.81	0.50
Queen's University	1.61	1.35	1.45
Service universitaire canadien outremer	0.26	0.43	0.43
Simon Fraser University	0.04	0.20	0.33
Société de coopération pour le développement international	2.20	3.01	3.55
Société de développement international Desjardins Inc. (SDID) (formerly Confédération des caisses populaires Desjardins)	5.53	4.47	6.63
Technical University of Nova Scotia	0.68	1.10	0.77
Trent University	0.48	0.30	0.52
Université de Sherbrooke	0.54	1.22	0.89
Université du Québec à Montréal	0.46	0.84	0.88
Université du Québec à Trois-Rivières	0.14	0.46	0.37
University Concordia	0.01	0.37	0.38
University of Alberta	0.65	0.97	0.81
University of British Columbia	1.63	1.35	1.39
University of Calgary	1.98	1.66	1.67
University of Guelph	0.48	0.64	0.83
University of Manitoba	0.49	0.47	0.55
University of Montréal	2.24	1.42	1.86
University of Ottawa	0.77	0.94	0.55
University of Regina	0.63	0.66	0.38
University of Saskatchewan	0.44	0.27	0.64
University of Toronto	0.49	0.27	0.50
University of Victoria	0.17	0.38	0.41
University of Western Ontario	0.25	0.26	0.33
University of Winnipeg	0.41	0.18	0.07
World University Service of Canada	6.79	5.28	4.76
York University	1.35	1.75	1.20
C. NGOs	137.85	119.70	125.96
of which:			
Adventist Development and Relief Agency Canada	0.98	0.64	0.98
Africa Inland Mission	0.34	0.26	0.38
Aga Khan Foundation of Canada	2.39	2.39	2.29
Agricultural Institute of Canada	0.48	0.40	0.42
Anglican Church of Canada	2.18	1.02	1.23
Asia-Pacific Foundation of Canada (APF)	0.43	0.10	0.09
Assistance médicale internationale	0.25		
Association mandate des artisans radio type communautaire	0.11	0.33	0.19
Association québécoise des organismes de coopération internationale	0.85	1.08	0.70
Calmeadow Charitable Foundations	0.24	0.43	0.84
Camrose International Institute	1.60	1.03	0.99
Canadian Catholic Organization for Development and Peace	9.74	8.92	
Canadian Consortium of Management Schools	0.73	0.48	0.49
Canadian Council for International Cooperation (CCIC)	22.07	23.41	6.17
Canadian Council of Churches	1.08	0.33	0.33
Canadian Environmental Network	0.54	1.08	1.35
Canadian Home Economics Association	0.44	0.47	0.59
Canadian Jesuit Mission	0.30	0.14	0.20
Canadian Organization for Development through Education	4.84	3.71	4.43
Canadian Organization for Rehabilitation through Training	1.02	0.04	0.05
Canadian Red Cross Society	0.59	0.60	0.67

Table F (cont'd)

Assistance Disbursements to Non-Governmental Organizations (NGOs) and Institutions (NGIs)¹ (CIDA funds plus others)
(S million)

	1991-92	1992-93	1993-94
Canadian Rotary Committee on International Development	0.55	0.80	0.70
CARE Canada	3.53	3.52	2.44
Carrefour de solidarité internationale	0.55	0.69	0.51
Centre Info Document Mozambique Afrique Australe	0.27	0.28	0.39
Centre international GP	0.73		1.18
Centre missionnaire Cblat	0.63	0.63	0.73
Christian Children's Fund of Canada	0.23	0.38	0.11
Christian Reformed World Relief Committee (CRWRC)	1.25	1.25	1.20
Club 2/3 Inc.	1.44	1.43	1.08
Codesvelopment Canada	0.31	0.19	0.16
Collaboration Santé internationale	0.53	0.63	0.25
Development Education Co-ordinating Council of Alberta	0.72	0.74	0.67
Eastern and Southern African Management Institute (ESAMI)	0.19	0.52	
Federation of Canadian Municipalities	3.19	3.09	2.74
Fondation Crudem Canada-Haïti	0.40	0.20	0.40
Fondation Jules et Paul-Emile Légar	4.60	1.85	4.95
Foster Parents Plan of Canada	4.50	4.00	3.50
Gestion Nord-Sud Incorporée	0.32	0.27	0.14
Groupe Action nord-sud	0.39	0.10	x
Groupe d'appui et de développement institutionnel	1.20	1.55	1.43
Hope International	0.53	1.69	1.41
Horizons of Friendship	0.94	0.88	0.87
Institute of Public Administration of Canada	0.05	0.31	0.82
Inter-Church Fund for International Development	1.30	1.35	1.85
International Child Care of Canada	0.17	0.30	0.27
International Defence and Aid Fund for Southern Africa	0.50		
Inter Pares	1.23	0.95	0.73
Jeunesse du Monde	0.35	0.40	0.35
Lutheran World Federation (Formerly Canadian Lutheran World Relief)	2.41	2.40	2.30
MATCH International Centre (MIC)	0.49	0.47	0.51
Mennonite Brethren Mission and Service	0.48	0.45	0.36
Mennonite Central Committee of Canada	3.33	3.31	3.34
Mennonite Economic Development Association (MEDA)	0.88	0.77	0.65
Ontario Council For International Cooperation	0.19	1.07	3.52
Operation Eyesight Universal (OEU)	1.73	1.53	1.32
OXFAM-Canada	2.56	1.33	2.23
OXFAM-Québec	1.01	0.43	0.90
Plenty Canada	0.44	0.36	0.34
Presbyterian Church in Canada	0.49	0.49	0.39
Prodevs F.I.C. Incorporated	0.84	0.95	0.83
Pueblo Canada Incorporated	0.52	0.35	0.32
Salvation Army	0.29	0.50	0.40
Saskatchewan Agriculture	0.40		
Saskatchewan Council for International Co-operation	0.50	0.56	0.66
Save a Family Plan	0.55	0.53	0.25
Save the Children Canada	1.52	2.27	2.21
Save the Children Fund of British Columbia	0.42	0.28	0.23
Séjours aux îles	0.51	0.45	0.43
Society of International Missionary of Canada (SIM)	0.45	0.45	0.45
SOPAR-Limbour	0.49	0.51	0.52
South As a Partnership (SAP)	3.19	3.40	2.95

Table F (cont'd)

Assistance Disbursements to Non-Governmental Organizations (NGOs) and Institutions (NGIs)¹ (CIDA funds plus others)

(\$ million)

	1991-92	1992-93	1993-94
UNICEF Canada ²	11.06	3.11	4.60
Canadian Service Committee of Canada (USC)	2.02	1.02	1.60
United Church of Canada	1.32	0.95	1.06
World Relief Canada	0.50	0.50	0.50
World Vision of Canada	1.19	1.22	1.10
Wycliffe Bible Translators of Canada Inc.	0.53	0.25	0.30
Young Men's Christian Association Canada (YMCA)	1.48	1.11	1.14
Sub-total: CIDA Funds	287.45	265.39	268.52
G. Provincial Governments' Contributions to NGOs and NGIs	35.45	35.18	21.09
Sub-total: Assistance to Canadian NGOs and NGIs	322.90	300.56	289.62
Assistance to International NGOs (International Private Organizations)	33.03	37.09	21.86
of which:			
Centre for African Studies	0.44	0.47	0.29
Consejo de Educacion de Adultos de America Latina	0.39	0.38	0.38
Disabled Peoples International (DPI)	0.63	0.53	0.49
Environment Liaison Centre	0.37	0.18	0.32
Foundation for International Training (FIT)	4.03	3.52	6.08
Institute for African Economic and Social Development	0.45	0.43	0.50
International Centre For Diarrhoeal Disease Research	0.79	1.05	0.55
International Committee of the Red Cross ³	1.40	1.40	1.50
International Council for Adult Education	0.81	0.57	0.71
International Council for Control of Iodine Deficiency	0.38	0.13	0.13
International Federation Institute Advanced Study	0.30	0.43	0.48
International Ocean Institute	0.45	0.55	0.03
International Planned Parenthood Federation	6.15	10.47	7.95
Organisation Universitaire Inter-Américaine (OUI)	0.21	0.20	0.01
Pan-African Institute for Development	0.93	1.22	1.10
Population Council	0.51	0.64	0.69
Third World Academy of Sciences	0.38	0.03	0.11
World Council of Indigenous Peoples	0.47	0.36	0.38
Sub-total: Assistance to International NGOs	33.03	37.09	21.86
Total Assistance to Non-Governmental Organizations	355.93	337.66	311.48

50

² For 1991-92, disbursements for the Canadian UNICEF Committee could not be separated from disbursements for UNICEF in Table E.

¹ Only those NGOs and NGIs receiving more than \$300,000 in any given year are listed. The figures primarily represent contributions through the NGO, ICDS, INGO, Public Participation and Professional and Membership Associations Program (formerly, Management For Change). See notes below on other CIDA funding sources.

² Includes the contributions to the Canadian Foodgrains Bank (formerly the Mennonite Central Committee Food Bank) and the NGO skim milk powder program (see Table K).

³ These contributions were made through the International Humanitarian Assistance Program and the Food Aid Coordination and Evaluation Centre.

⁴ Less than \$5,000.

9. Canadian Environmental Assessment Act

9.1 Purpose

This chapter describes the procedures relating to the application of the Canadian Environmental Assessment Act (CEAA) to bilateral project management. For further information, consult the "CIDA Procedural Guide to the CEAA" and the CIDA "Procedural Guide to the Public Registries."

The environmental assessment procedures described in this chapter are related to the project planning and execution stages common to most projects, namely:

- Identification
- Feasibility and Design
- Project Approval
- Implementation, Monitoring and Control
- Termination

Note:

PMs are urged to consult with Environment Specialists in their Branch for assistance in implementing the CEAA.

Because requirements for an environmental assessment under the CEAA differ depending on the management of the project and the level of CIDA's knowledge regarding essential project details at the time of disbursement, Chapter 9 is divided into two main sections:

- Essential Details of Proposed Project are Specified Prior to Disbursement (Section 9.4)
- Essential Details of Proposed Project are Not Specified Prior to Disbursement (Section 9.5)

9.2 Introduction

On January 19, 1995, the Canadian Environmental Assessment Act replaced Canada's previous environmental review process (i.e. the Environmental Assessment and Review Process - EARP) which had been applied in the federal government since 1984. The CEAA sets forth new requirements and procedures for environmental assessment of federal projects.

The types of projects which require an environmental assessment are determined by regulation (i.e. CIDA has no authority to exempt itself from assessing certain types of projects as it did to some extent under the old environmental assessment process).

Under the CEAA, a "project" is defined as, in relation to a physical work, any proposed construction, operation, modification, decommissioning, abandonment, or any other

undertaking in relation to that physical work, or any proposed physical activity, not relating to a physical work, which is listed in the Inclusion List regulation. All "projects", as defined in the CEAA, are subject to an environmental assessment unless excluded.

The assessment process under the CEAA introduces other important changes in areas such as: 1) definition of "project"; 2) definition of "environmental effect"; 3) introduction of comprehensive study and mediation as new environmental assessment tracks that a proposed project might follow; 4) requirements to keep an ongoing record of all documents related to the environmental assessment in a public registry; 5) the requirement to consider the need for a follow-up program; and 6) mandatory public involvement into the environmental assessment at certain points.

9.3 Projects Subject to the CEAA

For all "projects", as defined in the CEAA, CIDA shall determine which environmental assessment track the proposed project will follow: screening; comprehensive study; panel review; or mediation. The majority of CIDA's proposed projects are expected to be assessed through an environmental assessment screening.

Key CEAA regulations of relevance to CIDA are: the Exclusion List Regulation and the Comprehensive Study List Regulation. These regulations identify specific types of "projects" which are, respectively: 1) exempt from the CEAA, or 2) subject to comprehensive study under the CEAA due to their potentially significant adverse environmental effects. In addition to these regulations, the Inclusion List Regulation identifies specific "physical activities" which, based on their potentially adverse environmental impact, also require an environmental assessment.

To ensure compliance with the CEAA, CIDA shall conduct an environmental assessment of "projects", as defined in the CEAA, prior to releasing funds which would enable proposed projects to be carried out in whole or in part.

Note: –

Not all CIDA projects are subject to the CEAA because they are not defined as "projects" according to the Act.

9.4 Essential Details of Proposed Project are Specified Prior to Disbursement

9.4.1 Identification Stage

One of the principles of the CEAA is to apply an environmental assessment at the earliest possible stage of project planning. This approach promotes the early identification of potentially adverse environmental impacts and reduces the likelihood of incurring additional project costs for environmental remediation.

At the Concept Paper (CP) stage, the PM, in consultation with a Branch Environment Specialist, must undertake the two following tasks for all proposed projects:

- **Complete the environmental assessment field in the Concept Paper cover sheet, specifically:**
"Is an environmental assessment required under the CEAA? Yes No
Unknown at CP stage"

In most cases, the lack of essential project details at the identification stage will prevent the PM from making a determination as to whether or not the CEAA applies to the proposed project. In this event, a determination on the application of the CEAA is made at the Feasibility and Design stage of the proposed project prior to the PAD. However, if the essential details of the proposed project are sufficiently identifiable at the Concept Paper stage to make a determination as to whether or not the CEAA applies, the appropriate field must be selected in the Concept Paper cover sheet. See section 9.4.3 for information on determining whether or not the CEAA applies to a proposed project.

If the PM determines, in consultation with a Branch Environment Specialist, that an environmental assessment under the CEAA is not required, no further action is required under the CEAA. However, if appropriate, it is recommended that the objectives of CIDA's Policy for Environmental Sustainability be incorporated into the proposed project.

If an environmental assessment under the CEAA is required, appropriate action is taken during the Feasibility and Design stage of the proposed project, as described in section 9.4.4.

- **Complete the Preliminary Environmental Assessment Form (form 1519-1), if appropriate**

The Preliminary Environmental Assessment form (1519-1) is designed to assist PMs and Environment Specialists to determine whether or not the CEAA applies to a proposed project. It will normally be completed at the Feasibility and Design stage (prior to the PAD) because, in most cases, the lack of essential project details at the Concept Paper stage will prevent PMs from making a determination regarding the application of the CEAA. However, if the essential details of the proposed project are sufficiently identifiable at the Concept Paper stage to make a determination as to whether or not the CEAA applies, the Preliminary Environmental Assessment form (1519-1) must be completed.

For instructions on completing the environmental assessment forms see "CIDA's Procedural Guide to the CEAA."

If an environmental assessment is required under the CEAA, a copy of the Preliminary Environmental Assessment form (1519-1) must be forwarded to the Public Registries Co-ordinator, Environmental Assessment and Compliance Unit, Policy Branch. If an environmental assessment is not required under the CEAA, CIDA form 1519-1 is included only in the PAD.

9.4.2 Feasibility and Design Stage

An integral component of the Feasibility and Design phase is the preparation of background documentation required prior to approval. A determination of whether or not the CEAA applies to CIDA's proposed project, and the required actions subsequent to such a determination, will in most cases be conducted at the Feasibility and Design Stage. Consequently, the Preliminary Environmental Assessment form (1519-1) will in most cases be completed during this stage as will the other screening forms outlined below.

The following sub-sections outline the procedures to:

- determine whether CEAA applies
- identify the EA track
- conduct the environmental assessment
- register the project in a Public Registry

For detailed information, consult the "CIDA Procedural Guide to the CEAA" and CIDA "Procedural Guide to the Public Registries."

9.4.3 Does the CEAA apply to the Proposed Project?

The CEAA applies whenever CIDA provides financial assistance to a "project", as defined under the CEAA, by way of an authorization of payment, guarantee of a loan, or any other form of financial assistance which enables the project to be carried out in whole or in part.

- Is the proposed project, funded in whole or in part by CIDA, defined as a "project" according to the CEAA?

Under the CEAA, a "project" is defined as, in relation to a physical work, any proposed construction, operation, modification, decommissioning, abandonment, or any other undertaking in relation to that physical work, or any proposed physical activity, not relating to a physical work, which is listed in the Inclusion List Regulation. Note: all "projects", as defined in the CEAA, are subject to an environmental assessment unless excluded.

To illustrate, the construction of a well is considered a "project" according to the CEAA because it is an undertaking (i.e. construction) in relation to a physical work (i.e. a well). Moreover, a proposed project which involves the dredging of a stream, even though it is not in relation to a fixed physical work, is also considered a "project" according to the

CEAA because it is listed in the Inclusion List Regulation. Table A presents other examples of "projects" as defined under the CEAA.

TABLE A

Example of proposed project funded, in whole or in part, by CIDA	Undertaking?						In Relation to a Physical Work?	Listed in the Inclusion List regulation?	Is the proposed project defined as a "project" according to the CEAA?
	Construction	Operation	Modification	Decommissioning	Abandonment	Other undertaking			
Construction of a bridge	✓						Yes (bridge)	---	Yes
Decommissioning of a nuclear facility				✓			Yes (nuclear facility)	---	Yes
Dredging a stream to: a) build a fish ladder b) clean a riverbed	✓						Yes (fish ladder) No	--- Yes (sec. 36)	Yes Yes
Transportation of dangerous goods						✓	No	No	No
Aerial pesticide spraying						✓	No	No	No
Training engineers to construct a specific pipeline						✓	Yes (specific pipeline)	---	Yes
Training engineers on general pipeline construction						✓	No	---	No
Supply of a turbine for the operation of a hydro dam		✓					Yes (hydro dam)	---	Yes
Construction of grain silo as component of Food Aid Programme	✓						Yes (grain silo)	---	Yes
Abandonment (or disposal) of more than 10 kg of uranium					✓		No	Yes (sec. 21)	Yes
Modification of fish habitat improvement structure involving heavy machinery			✓				Yes	---	Yes

If the proposed project is not defined as a "project" according to the CEAA, an environmental assessment is not required under the CEAA process. However, if appropriate, it is recommended that an environmental analysis according to CIDA's Policy for Environmental Sustainability be incorporated into the proposed project.