

# CANADA'S ODA SYSTEM

MARCH 1994

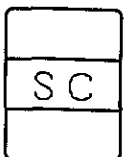
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JAPAN INTERNATIONAL COOPERATION AGENCY  
CANADA OFFICE



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## Answers about Canada's ODA System

### **I. General Outline of Canadian ODA**

#### **A. Philosophy and policy**

**1. Legal Framework:** The Minister of Foreign Affairs<sup>1</sup> -assisted by the Secretary of State (Latin America and Africa) and the Secretary of State (Asia-Pacific)- maintains overall responsibility for Canadian foreign policy, including official development assistance (ODA). The Canadian International Development Agency (CIDA) is the federal agency responsible for the management of about 78% of Canada's ODA budget. The authority of the Minister of Foreign Affairs and of CIDA for the International Development Assistance Program and related purposes is found in the *Department of External Affairs Act*, in the *Appropriations Acts* (released annually) and in the *International Development (Financial Institutions) Assistance Act* (1980). The Minister of Finance is responsible for Canada's aid relations with the World Bank and the International Monetary Fund (IMF) as well as for Canada's international debt policy.

The new *Canadian Environmental Assessment Act* -CEAA (to come into force in 1994), makes environmental assessments mandatory for all federally-funded projects. A special procedural regulation for ODA is being developed that will provide CIDA with the legal mechanism required to apply the CEAA environmental assessment process to all development activities, even those implemented outside Canada.

**2. Philosophy, Goals and Objectives:** In 1988, Canada adopted a new development strategy, *Sharing Our Future*, which effected a major policy renewal and operational reorganization of ODA. This document included an ODA Charter which contains the following principles to provide general guidance for the ODA program:

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<sup>1</sup> The newly elected government (October 1993) introduced the title of "Foreign Affairs" to replace the former title of "External Affairs". For the sake of simplicity, this report uses only the new title.

- a) The primary purpose of Canadian ODA is to help the world's poorest countries and people.
- b) Canadian ODA aims to strengthen the human and institutional capacity of developing countries to solve their own problems in harmony with their natural environment.
- c) In setting objectives for the aid program, development priorities must prevail before other foreign policy interests (ie. political, economic or commercial).
- d) Partnership is the key to fostering and strengthening the links between Canadian citizens and institutions and those in developing countries.

In addition to these principles, six development priorities have been identified for the ODA program:

- i) poverty alleviation;
- ii) sound economic management that is sensitive to the social and economic effects on the people which it is designed to assist;
- iii) increased participation of women in development;
- iv) environmentally sound and ecologically sustainable development;
- v) food security; and
- vi) energy availability.

According to the 1988 strategy Canada's ODA was to remain at 0.5% of GNP until 1991-92, at which time gradual increases would bring it to 0.6% in 1995 and 0.7% (the internationally recognized level) by 2000. Following a number of significant budget cuts the goal of ODA reaching 0.7% of GNP by 2000 has become impossible, although Canada remains committed to reaching this level eventually. The new strategy also saw Canada commit itself to providing 0.15% of GNP as ODA to the least-developed countries and to allocating 2% of the ODA budget for humanitarian assistance. Canada has been successful in meeting both these commitments since 1988.

**3. Policy:** The new government elected in October 1993 has announced that Canada will begin the process of reviewing its foreign policy in March 1994. Canada's relations with developing countries (including ODA programs) will be an important and central part of this review. The joint House of Commons-Senate committee conducting the review will issue a report in the fall, which will be responded to by the government by February 1995. Until this review is completed, *Sharing Our Future* (1988) will continue to be Canada's foreign policy on ODA.

In the Foreign Policy Framework issued by the Department of Foreign Affairs and International Trade (FAIT)<sup>2</sup> in 1991, Canada affirmed its determination to promote human rights, basic democratic principles, good public management and sound economic policies in partner countries, and maintained its commitment to poverty alleviation and humanitarian assistance policies. In addition to those good governance considerations just mentioned, the priority a country gives to basic social programs and their maintenance of an appropriate defence budget will be strongly considered during the allocation of development assistance resources.

Canada has also adopted official policies in the following areas:

*Environment:*

In January 1992, CIDA released its policy for Environmental Sustainability. The goals of the policy are 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.

In 1991, CIDA announced that it was adopting a new mission: "to support sustainable development in developing countries". CIDA has come to the conclusion that for development to be sustainable over the long run, a host of objectives -

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<sup>2</sup> FAIT is run jointly by the Minister of Foreign Affairs and the Minister of International Trade. Only the Minister of Foreign Affairs has responsibility for Canada's ODA program.



environmental, economic, political, social and cultural- must be addressed in a holistic process. 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. The main characteristics of sustainable development are: a long term perspective, a respect for diversity/pluralism, the use of an integrated approach, a necessity for equity and justice, and a reliance on participatory approaches. Hence, there are five elements to the concept of sustainable development: environmental, economic, political, social and cultural sustainabilities.

*Women In Development:*

In 1984, CIDA approved a Women in Development (WID) Policy Framework. The overall goal of the policy was to ensure that the full range of CIDA's development activities would contribute substantively to increasing women's active participation in the development process. *Sharing Our Future* (1988) identified the increased participation of women as a development priority. In June 1991, the President's Committee concluded that the equal participation of women in the development process is fundamental to the achievement of sustainable development. In 1992, CIDA revised its 1984 WID Policy, taking into consideration past experiences, new analytical insights arising from the gender and development approach, and increased understanding of the links between the participation and status of women and sustainable development.

CIDA's new WID policy commits the Agency to increasing women's participation as decision makers in economic, political and social spheres as well as improving their economic conditions, basic health, education and human rights. CIDA promotes activities aimed at eliminating discrimination against women and encourages partners in Canada and overseas to adopt similar WID initiatives. Gender considerations are

being integrated into CIDA's policies, programs, projects and other activities.

*Acquired Immune Deficiency Syndrome (AIDS):*

CIDA adopted an AIDS policy in 1990 to serve as a framework to support the activities of governmental and non-governmental agencies in developing countries to control AIDS. It also provides for continued financial support of activities by the World Health Organization's (WHO) Global Programme on 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. In 1992-93, the issue of AIDS was addressed in the Country Policy Frameworks of those countries facing major obstacles to achieving sustainable development because of the epidemic.

Policies on Human Rights and Democratic Development and on Economic Sustainability are currently being prepared by CIDA and are scheduled to be finalized sometime in 1994.

**4. Criteria of Recipient Governments:** As explained in *Sharing Our Future*, Canada's aid strategy has made it possible for all developing countries to receive Canadian ODA channelled through multilateral organizations or institutions. In addition, all independent developing countries (as defined by the OECD-DAC), except for a small excluded list, are now eligible for all forms of Canadian ODA. Exclusions to ODA eligibility can still be made for political, human rights or economic reasons. Voluntary and business sectors and Canadian institutions are allowed to determine aid eligibility independently, although public funds are not available for countries on the excluded list. The 1988 approach to aid eligibility also included the following objectives:

- an attempt to direct 45% of ODA to Africa, 39% to Asia, and 16% to the Americas

- efforts to allocate 50% of ODA to Africa and the least developed countries of Asia and the Americas
- a focus of 75% of bilateral aid on 30 countries or regional groupings
- the allotment of 65% of ODA to Commonwealth and Francophone developing countries and small island states

For eligible countries, the Cabinet establishes confidential five-year bilateral planning figures based on its consideration of the following criteria: the country's needs; its commitment and capacity to manage aid effectively; the quality (or commitment to improve) its economic and social policies; Canada's political and economic relations with the country; the country's human rights record; and its commitment to public involvement in the development process. The top ten recipients of Canadian ODA in 1992 collectively received 25.15 % of bilateral ODA. They were:

**Table 1: Top Recipients of Canadian ODA (1992)**

<u>Country</u>	<u>\$US millions</u>		
1. Bangladesh	108.87	6. Tanzania	31.74
2. China	62.35	7. Peru	30.78
3. Ghana	38.68	8. Mozambique	28.61
4. Egypt	34.92	9. Philippines	28.42
5. Indonesia	33.61	10. Zimbabwe	<u>27.20</u>
		<b>Cumulative Total</b>	<b>425.18</b>

(source: Aid Review, 1992 to the OECD-DAC<sup>3</sup>)

A 'Country Policy Framework' is produced for each ODA recipient country detailing the context surrounding the policies of developing countries and their economic, political, social, cultural and environmental needs and aspirations. As these documents are not publicly available, the regional Branches issue reports on Canadian activities by country ("CIDA Programs in Asia") or by region ("Canadian

<sup>3</sup> The Development Assistance Committee of the Organization for Economic Development.

Development Assistance in Latin America and the Caribbean", and "Regional Profiles in Africa") to meet public requests for information.

## **B. ODA budget**

After growing at an annual average rate of 7.4% between 1985-89, it has been estimated that \$4.4 billion<sup>4</sup> (about \$800 million a year) was cut from the aid program during the period of 1988-93 as a result of the government's efforts to reduce the federal deficit. In terms of GNP, aid has dropped from 0.49% of GNP in 1988 to 0.42% in 1993. The biggest cuts came in December 1992, when the Minister of Finance announced that grants and contributions for international aid would be reduced by 10% or \$50 million in 1992-93 and \$292 million in 1993-94. Certain priority areas were exempt from these cuts, including support for UNICEF activities and aid for famine relief. The 1994 federal budget reduced foreign aid by an additional 2%, freezing aid at \$2.6 billion (or 0.41% of GNP) through 1996-97. These reductions can be seen in Table 2 displaying the budget estimates for CIDA.

**1. Allocation by Sector:** In 1991, Canada introduced the concept of the International Assistance Envelope (IAE). The IAE includes both funding for ODA to developing countries and the establishment of a reserve fund to meet the assistance needs of those countries, particularly in the former Soviet bloc, which do not qualify for official development aid. Since 1988, ODA has been divided into two equal parts: i) a Partnership Program that funds the efforts of Canada's national and international partners; and ii) a National Initiatives program which provides funds for bilateral assistance and other contributions to government sponsored development projects.

The IAE Budget estimates (calculated annually according to the Government's Budget Plan) for each of the past three years (excluding allocations to the non-ODA Reserve

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<sup>4</sup> Unless otherwise indicated, all monetary figures are in \$ Canadian.

Fund) were as follows:

**Table 2: International Assistance Envelope Breakdown by Source (\$millions)**

	<u>1991-92</u>	<u>1992-93</u>	<u>1993-94</u>
<b>Partnership Program:</b>			
International Financial Institutions:			
CIDA	107	229	161
Department of Finance	230	265	264
Voluntary Sector Support (CIDA)	277	260	235
International NGOs (CIDA)	23	23	21
Industrial Cooperation (CIDA)	75	75	72
IDRC	123	115	115
ICOD	13	13	-
ICHRDD(CIDA)	4	5	5
Multilateral Technical Cooperation (CIDA)	164	153	147
Multilateral Food Aid (CIDA)	158	151	140
<u>Grants and Contributions (Foreign Affairs)</u>	<u>47</u>	<u>46</u>	<u>54</u>
Sub-total (Partnership Program)	1,221	1,335	1,214
<b>National Initiatives:</b>			
Bilateral Food Aid (CIDA)	213	191	166
Scholarships:			
CIDA	12	11	11
Foreign Affairs	9	11	10
PCIAC	51	-	-
International Humanitarian Assistance (CIDA)	67	67	78
Development Information (CIDA)	10	7	5
Geographic Programs (CIDA)	977	983	938
<u>Supply and Services Canada Service Fee</u>	<u>0</u>	<u>2</u>	<u>2</u>
Sub-total (National Initiatives)	1,339	1,272	1,210
<b>Administrative:</b>			
CIDA	114	113	113
Foreign Affairs	76	73	55
<b>Gross ODA</b>	<b>2,750</b>	<b>2,793</b>	<b>2,592</b>
<u>less: Past Year's Loans Repayment</u>	<u>57</u>	<u>60</u>	<u>60</u>
<b>Net ODA</b>	<b>2,693</b>	<b>2,733</b>	<b>2,532</b>

(source: CIDA Estimates 1993-94, 1992-93)

**2. Proportion of Grant Aid:** In February 1986, Canada announced that the ODA program would immediately become 100% concessional and converted more than \$200 million in existing low-interest loans to grant status. Since then, all new disbursements of Canadian ODA to developing countries have been provided on a grant basis. The total grant element of Canadian ODA in 1991-92 was about 98.7% (compared to 96.9% in 1990-91 and 97% in 1989-90), although it was 100% to the least developed countries. Canada's bilateral disbursements of ODA for the past three years were as follows:

**Table 3: Bilateral ODA Disbursement by Source (\$ millions)**

<u>Program</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>
<b>Government-to-Government:</b>			
Africa	496.11	542.09	538.73
Americas	160.87	181.66	178.22
Asia (including Europe and Oceania)	367.79	382.12	406.88
<u>Other</u>	<u>1.51</u>	<u>0.58</u>	<u>1.49</u>
Sub-total (Governmental)	1,026.29	1,106.45	1,125.32
<b>Other Channels:</b>			
Canadian NGOs	303.28	307.93	322.90
International NGOs	24.75	26.17	33.03
Humanitarian Aid	42.56	90.84	91.15
IDRC	110.55	101.35	111.09
PCIAC	47.90	38.44	-
ICOD	6.52	8.51	12.73
Scholarships	19.82	20.92	22.47
Imputed Student Costs	84.28	92.94	109.59
Industrial Cooperation	58.92	62.31	67.25
Other	2.00	10.09	16.72
<u>Administration</u>	<u>210.53</u>	<u>197.19</u>	<u>205.99</u>
<u>Sub-total (Other)</u>	<u>911.10</u>	<u>956.67</u>	<u>992.91</u>
<b>Total Bilateral</b>	<b>1,937.40</b>	<b>2,063.12</b>	<b>2,118.24</b>

(source: CIDA Annual Report, 1991-92)

On a sectoral basis, the percentage of bilateral ODA distribution for each of the past three years were as follows:

**Table 4: Bilateral ODA Disbursement by Sector (percent)**

<u>Sector</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>
Agriculture	16.1	15.8	15.9
Human Resource Development	22.2	27.5	30.1
Energy	10.9	7.3	4.6
Health/Population	12.2	9.8	10.5
Communication/Transport	5.9	4.9	5.7
Industry	5.8	6.0	5.2
Economic/Financial Support	24.5	26.3	26.9
<u>Other</u>	<u>2.4</u>	<u>2.4</u>	<u>1.1</u>
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

(Source: CIDA Annual Reports, 1989-90, 1990-91, 1991-92)

**3. Proportion of Technical Cooperation:** Under the Canadian ODA system, all bilateral ODA takes the form of grant aid. For their own purposes, CIDA does not distinguish between grant aid and technical cooperation. However, for the purpose of providing information for the OECD-DAC Report, a division between grant aid and technical cooperation is made. Although Canada's report to the OECD-DAC does not identify how this division is made, it is presumed that all programs and projects involving human resource development are included under the heading of technical cooperation. The following table displays the geographic distribution of Canadian technical cooperation by sector for 1992, and the proportion of technical cooperation to bilateral grants:

**Table 5: Geographic Distribution of Technical Cooperation by Sector, 1992 (\$US million)**

	<u>Africa</u>	<u>America</u>	<u>Asia</u>	<u>Unspecified<sup>†</sup></u>	<u>Total</u>
<b>Social services &amp; infrastructure:</b>					
Education	21.64	5.41	22.19	80.88	130.13
Health	13.25	1.66	2.49	1.69	19.09
Water/Sanitation/Sewage	4.60	1.69	2.76	0.12	9.17
Other	51.42	16.30	51.67	106.44	225.83
<b>Economic services &amp; infrastructure:</b>					
Energy	15.50	7.64	15.32	0.13	38.59
Transport/Communication	10.98	3.15	4.81	0.82	19.76
Other	1.12	0.50	1.11	-	2.73
<b>Production Sectors:</b>					
Agriculture	20.68	11.80	16.09	0.97	49.54
Industry, Mining & Construction	8.33	6.31	7.80	0.56	23.00
<u>Other and Multi-sector</u>	<u>7.48</u>	<u>8.14</u>	<u>18.01</u>	<u>2.69</u>	<u>36.33</u>
<b>Total Technical Coop:</b>	<b>155.01</b>	<b>62.61</b>	<b>142.26</b>	<b>194.30</b>	<b>554.17</b>
<b><u>Total Bilateral Grants:</u></b>	<b><u>524.68</u></b>	<b><u>198.20</u></b>	<b><u>377.67</u></b>	<b><u>624.16</u></b>	<b><u>1724.70</u></b>
Technical Coop. as a % of Bilateral Grants:	(29.5)	(31.6)	(37.7)	(31.1)	(32.1)

(source: Aid Review 1992 to OECD-DAC)

<sup>†</sup> includes Oceania and Europe

**4. Proportion of ODA Loans:** While all bilateral ODA has been disbursed on a grant basis since 1988, some aid is used in parallel with the Export Development Corporation (EDC) credits. ODA supports these credits to the extent that exports meet development needs clearly defined by recipient countries. In 1992, 1991 and 1990 the amount of direct CIDA contributions reported as concessional credits were (\$US millions) 25.74, 42.74 and 47.75 respectively. In addition to assistance funds, Canada uses public funds from the Consolidated Revenue Fund (Section 31 of the *Export Development Corporation Act -1988*) to offset matching offers of mixed credit from



other donor countries. These funds are provided on concessional terms in association with EDC credits and are reported as ODA, provided they are consistent with the development criteria of the OECD-DAC. These constitute the only non-grant segment of Canadian ODA. In 1992, 1991 and 1990 disbursements were (\$US millions) 30.95, 78.53 and 76.85 (or approximately 1.3, 3.1 and 3.0% of the ODA budget respectively).

**5. Allocation to International Organizations:** Canada's ODA contributions to international organizations over the past three years were as follows:

**Table 6: Contributions to International Organizations (\$ millions)**

<u>Organization</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>
<b>CIDA Funds:</b>			
UNDP	66.00	66.50	64.50
UNICEF	15.68	18.75	17.40
UNFPA	11.75	13.15	13.40
UNHCR	7.50	8.41	8.50
IFAD	13.69	13.15	0.33
Commonwealth	19.49	19.06	21.27
Francophone	3.16	3.25	6.46
World Food Program	173.57	182.10	209.42
<u>Other</u>	<u>44.61</u>	<u>49.26</u>	<u>57.02</u>
Sub-total (CIDA)	357.45	373.63	398.30
<b>Foreign Affairs and other Funds:</b>			
WHO	8.28	8.26	8.97
FAO	3.64	3.54	4.09
UN	3.27	3.78	4.09
UNIDO	2.55	3.12	3.04
ACCT	8.04	7.09	7.14
<u>Other</u>	<u>15.94</u>	<u>12.89</u>	<u>25.98</u>
<u>Sub-total (other)</u>	<u>41.72</u>	<u>38.68</u>	<u>53.31</u>
<b>Total Canada</b>	<b>399.17</b>	<b>412.30</b>	<b>451.62</b>

(Source: CIDA Annual Report, 1991-92)

Contributions to International Financial Institutions (IFIs) during the same period were as follows:

**Table 7: Contributions to International Financial Institutions (\$ millions)**

<u>Institution</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>
<b>Department of Finance Funds:</b>			
World Bank:			
IDA	200.56	276.09	316.21
IFC	5.74	-	-
IBRD	17.42	18.23	19.20
<u>IMF</u>	<u>42.78</u>	<u>25.80</u>	<u>37.65</u>
sub-total (Finance)	266.50	320.12	373.06
<b>CIDA Funds:</b>			
AfDB	130.15	129.06	114.80
AsDB	102.13	84.73	88.59
CDB	5.07	5.95	11.26
IDB	7.87	14.54	19.76
<u>Other</u>	<u>1.58</u>	<u>5.52</u>	<u>6.25</u>
<u>sub-total (CIDA)</u>	<u>246.80</u>	<u>239.80</u>	<u>240.66</u>
<b>Total Canada</b>	<b>513.30</b>	<b>559.92</b>	<b>613.72</b>

(source: CIDA Annual Report, 1991-92)

### **C. National institutional framework**

**1. Organizational Chart:** CIDA is the federal agency responsible for the management of most (ie. between 75 and 80%) of Canada's ODA budget. It is responsible for policy making<sup>5</sup> and the implementation of projects / programs. The Minister of Foreign Affairs is assisted by the Secretary of State (Latin America and Africa) and the Secretary of State (Asia-Pacific) in order to monitor Canada's development assistance program. Other government Departments (note: Departments are the equivalent of a Ministry in Japan) and a Parliamentary committee have responsibilities for various components of Canadian ODA activities, including:

<sup>5</sup> However, the Minister of Foreign Affairs must give his/her approval to all CIDA policy.

*House of Commons Standing Committee on Foreign Affairs and International Trade (SCFAIT):*

- had responsibility in 1988 for undertaking an independent study of ODA policies and programs, which formed the basis of the government issued document *Sharing Our Future*

*Department of Finance :*

- support to the World Bank and the International Monetary Fund (IMF)

*Department of Foreign Affairs and International Trade (FAIT):*

- funding for the International Development Research Centre (IDRC),
- funds for overseas administrative functions relating to ODA, and various grants/contributions to international organizations and some scholarships considered to be ODA in nature;
- a (non-ODA) reserve to meet pressing aid demands, particularly for Eastern Europe and former Soviet Union

*Supply and Services Canada :*

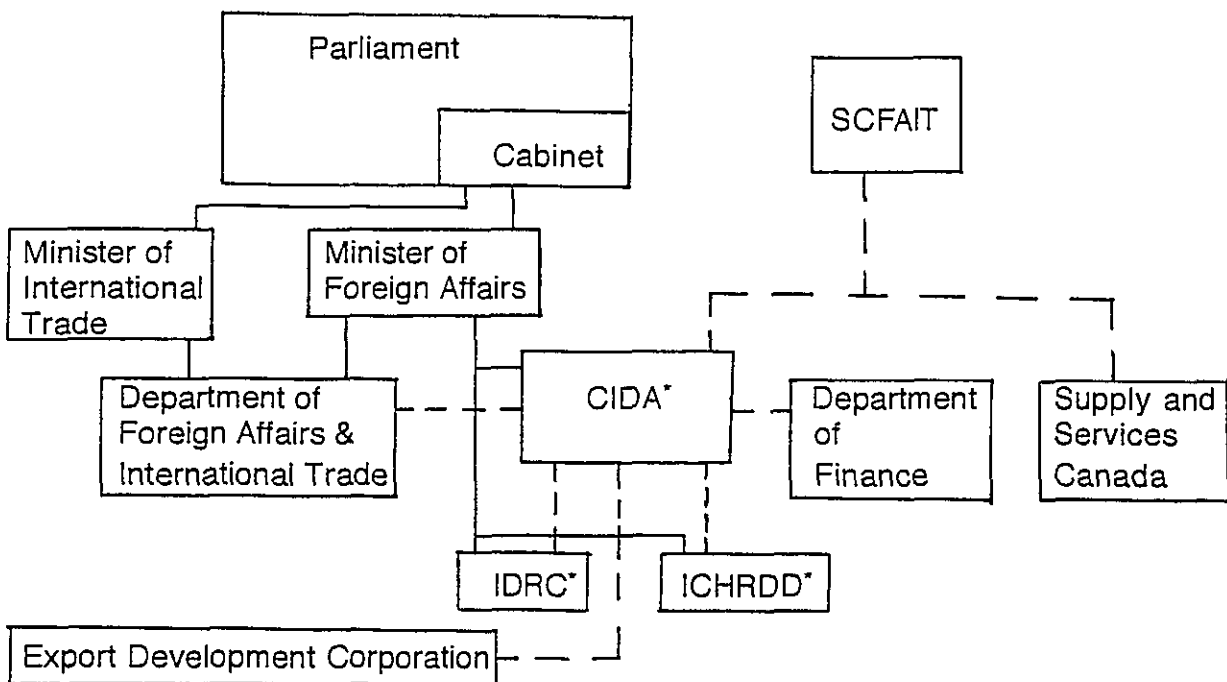
- for funding related to mandatory services such as acquisitions (negotiating and administering contracts), traffic management (contracting for the movement of personnel and material) and major crown projects (the provision of dedicated contracting services in support of large acquisitions).

*Crown corporations*

- such as the International Development Research Centre (IDRC), International Centre for Human Rights and Democratic Development (ICHRDD) and the Export Development Corporation (all working under the auspices of FAIT) have specific roles to play in Canada's development process.

While there is no official organizational chart of Canada's institutional framework for ODA, the following chart has been constructed (by JICA-Canada Office) in an attempt to display how CIDA fits into the structure of authority and cooperation that comprise the Canadian ODA program. By no means does this chart adequately reveal the complexity of project / program implementation.

**Chart 1: Canada's National Institutional Framework for ODA**



————— represents official responsibility

- - - - - represents both formal & informal cooperation

\* Please note: CIDA, IDRC, and ICHRDD all identify and implement projects/programs independently from the Department of Foreign Affairs and International Trade.

## 2. Functional Roles of Component Agencies with CIDA:

CIDA makes considerable efforts to coordinate aid with the other government Departments that receive ODA funds, including Foreign Affairs and International Trade (FAIT), and Finance. CIDA also works closely with technical departments which despite having no ODA budget allocations play an advisory role in the ODA program. These technical departments (and their areas of activity) include Environment (environmental policy), Agriculture (food aid), and Elections Canada (democratic development).

Canada has an extensive and functioning process of interdepartmental

consultations on economic cooperation issues. CIDA has a voice in most government decision-making in areas of policy that have a bearing on development cooperation and the effectiveness of aid. In 1988, Canada's aid strategy was based upon a comprehensive study of Canada's ODA program by SCFAIT and the numerous consultations that CIDA undertook with its development partners.

CIDA has played a major role in defining Canada's international foreign policy on the environment. It is one of three departments charged with the administration of the Green Plan International Partnership initiative announced at the UNCED Conference in Brazil in 1992. CIDA's responsibility under this initiative is to administer Canada's participation in the Global Environment Facility.

CIDA reviews IMF documents and provides input to the Department of Finance for inclusion to the Canadian Executive Director at the Fund. CIDA's input in this process is relatively recent and has a limited (though growing) impact. CIDA is represented on Canadian delegations to the Interim and Development Committee meetings. CIDA is included in Canada's interdepartmental consultative process for preparing instructions for Paris Club meetings. CIDA has representation on the Board of Directors of the Export Development Corporation and the IDRC, and CIDA officials maintain close working relationships with both of these institutions. CIDA is taking more active interest in trade policies, particularly with respect to the linkages between trade and development and environmental issues. The Interdepartmental Committee on Economic Relations with Developing Countries, chaired by FAIT, coordinates issues such as Canada's positions on aid, debt, trade and the environment. CIDA's President is a member of the Committee.

### **3. Focus on Technical Cooperation:**

CIDA is the sole Canadian agency responsible for technical cooperation, therefore all details are included in Section II below.

## II. CIDA's Institutional Framework and Implementation System

### A. Institutional framework

**1. Details of Organization:** CIDA was established on September 12, 1968 by Order-in-Council P.C. 1968-1760 to replace the External Aid Office as the agency through which Canada directs ODA to developing countries. Despite being referred to as an agency, CIDA was designated as a "Department" for the purposes of the *Financial Administration Act* (FAA) of 1968. The FAA is the source of authority of the Treasury Board, which approves all grants and contributions used to fund CIDA projects. Lacking any specific enabling legislation that sets out its mandate and accountability for ODA, CIDA acts under the auspices of the Minister of Foreign Affairs and is guided by the ODA Charter set out in *Sharing Our Future*. CIDA's only basis in law lies in the Appropriations Acts released annually via the government Estimates documents. These Estimates are the means by which Parliament grants expenditure authority to government departments and agencies. This authority is specified in terms of maximum expenditures for separate expenditure categories, known as votes. The "vote wording" which appears in the Estimates, provides the legislative authority for the content of CIDA's expenditures.

The CIDA program has two objectives. First, to facilitate the efforts of the people of developing countries to achieve self-sustainable economic and social development in accordance with their needs and environment, by cooperating with them in development activities. And second, to provide humanitarian assistance which contributes to Canada's political and economic interests abroad in promoting social justice, international stability and long-term economic relationships, for the benefit of the global community.

**2. Details of Activities:** The CIDA program is composed of three activities which are managed by 12 branches<sup>6</sup> (see Appendix A for CIDA's Organizational Chart). These three activities are the Partnership Program, the National Initiatives Program and Corporate Services. The resources associated with the first two activities are comprised of development assistance and direct administration costs. The resources accumulated under Corporate Services are indirect administration or general overhead. Details of the three types of activities are outlined below:

i) The CIDA *Partnership Program* supports activities by international and Canadian partner agencies (NGOs, development banks, etc.) and includes: contributions to International Financial Institutions; support for the voluntary sector, including International NGOs; the Industrial Cooperation program (to encourage links between Canadian businesses and their counterparts in developing countries); funding for the International Centre for Human Rights and Democratic Development (ICHRDD); multilateral technical cooperation (via grants) with U.N. agencies, the Commonwealth, la Francophonie, and other international agencies; and multilateral food aid to the World Food Programme.

ii) The *National Initiatives Program* directs funds for bilateral assistance (ie. mainly on a government-to-government basis) and includes: Bilateral Food Aid; Scholarships Program; International Humanitarian Assistance; Development Information to improve Canadian awareness; and bilateral Geographic Programs managed by the three area Branches of CIDA (Americas, Asia, and Africa and the Middle East).

iii) *Corporate Services* provides policy direction, coordination and common support services to CIDA. This comprises operating expenditures which cannot be easily associated with specific programs.

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<sup>6</sup> While the President's Office, Corporate Affairs and the Corporate Secretariat do not function in the same manner as the other Branches, this report categorizes them as Branches for the sake of simplicity.

CIDA directs ODA funds through three types of programs:

i) *Bilateral Aid*: ...is a direct transfer of goods, funds, services and knowledge for joint projects and programs agreed to by Canada and the recipient government in a wide range of sectors. It also includes the sending of Canadian cooperants and advisors to developing countries and the receipt of Third World students and trainees for training in Canada.

ii) *Multilateral Aid*: ...is the indirect provision of financial assistance, technical cooperation, humanitarian assistance and food aid to developing countries through one of 85 international agencies (mostly United Nations) and financial institutions. Canada's contributions to UN agencies/programs are mostly grants pledged on an annual basis.

iii) *Voluntary Sector Programs, Scholarships and Business Cooperation*: CIDA matches donations to over 400 private voluntary agencies and also contributes to the budgets of non-governmental institutions. CIDA's Canadian Partnership Branch (CPB) provides funding and support to Canadian and International NGOs working at the community level, for basic development. It also promotes links between Canadian NGOs (universities, colleges, unions, cooperatives and professional associations) and their counterparts in developing countries so as to encourage joint activities, and provides financing to organizations sending cooperants abroad. Furthermore, the CPB co-finances awareness activities carried out by Canadian NGOs, NGOs and community groups to educate and increase the awareness of Canadians about development cooperation. The CPB also helps Canadian companies to establish and maintain contacts with companies in developing countries and provides financing for starter and viability studies to investigate joint ventures in developing countries.



### 3. Functions and Structures:

#### a) Headquarters

An organizational chart of CIDA's Administrative structure appears as Appendix A.

As of 18 February 1994, the number of CIDA staff working at the Ottawa Headquarters totalled 1,099. Of these, 988 were permanent employees (ie. indeterminate), with the remaining 111 working on a short-term contract basis (ie. determinate). These figures do not include CIDA staff serving in the field. The following table displays the breakdown of CIDA's in-house staff by branch:

**Table 8: CIDA's Ottawa-based Staff**

<u>Branch<sup>7</sup></u>	<u>Indeterminate</u>	<u>Determinate</u>	<u>Total</u>
President	6	0	6
Corporate Affairs	15	2	17
Corporate Secretariat	2	0	2
Policy	63	13	76
Multilateral	44	6	50
Canadian Partnership	139	12	151
Americas	80	14	94
Africa and Middle East	178	15	193
Asia	108	10	118
Corporate management	221	16	237
Personnel and Administration	105	12	117
<u>Communications</u>	<u>27</u>	<u>11</u>	<u>38</u>
<b>CIDA Total</b>	<b>988</b>	<b>111</b>	<b>1099</b>

(source: Personnel Management Information System (CIDA), February ,1994)

<sup>7</sup> While the President's Office, Corporate Affairs and the Corporate Secretariat do not function in the same manner as the other Branches, this report categorizes them as Branches for the sake of simplicity.

**b) Overseas Offices**

i) Administrative structure and staff allocation: In addition, to the Ottawa-based staff, CIDA has 122 employees posted in the field. The following 2 tables display the number of overseas staff by Branch of origin and by region of placement:

**Table 9:  
Overseas Staff By Branch of Origin**

<u>Branch of Origin</u>	<u>No. of Staff</u>
President	1
Corporate Affairs	0
Corporate Secretariat	3
Policy	3
Multilateral	9
Canadian Partnership	12
Americas	28
Africa and Middle East	35
Asia	24
Corporate management	7
Personnel and Administration	0
<u>Communications</u>	<u>0</u>
<b>CIDA Total</b>	<b>122</b>

**Table 10:  
Overseas Staff By Region**

<u>Location of Placement</u>	<u>No. of Staff</u>
Africa & Middle East	51
Asia	36
Americas	31
<u>Multi-lateral</u>	<u>4</u>
<b>Total</b>	<b>122</b>

(source: Personnel Management Information System, CIDA, February ,1994)

CIDA'S overseas personnel serve within the administrative structure listed on the next page. The number and position(s) of CIDA staff will depend on the size and importance of the diplomatic office. For example, in Zimbabwe there are 9 CIDA staff, including the High Commissioner, 2 Counsellor (Development), 4 First Secretary (Development) and one each of a Second and Third Secretary (Development), while in Malaysia, there is just one CIDA staff, a Counsellor (Development).

## CIDA's Overseas Administrative Structure

Ambassador  
High Commissioner  
Counsellor (Development)  
First Secretary (Development)  
Second Secretary (Development)  
Third Secretary (Development)  
Attaché

ii) Official legal status and list of addresses: CIDA's Missions overseas do not have any official legal status. Each is based in one of Canada's diplomatic offices (ie. a High Commission or an Embassy). The list of CIDA missions abroad (including those for International Organizations) is included as Appendix B.

### **4. Implementation Policies and Statistical Data:**

**a) Priority Sectors and Countries** Most priority sectors and countries for CIDA project/program implementation have already been identified in the answers of Section I, Part A. The only one not yet mentioned is CIDA's strategy for African Development. In 1992-92, CIDA prepared a Strategic Plan entitled Africa 21: A Vision of Africa for the 21st Century. The Plan sets out a long-term vision of Africa on the path to sustainable development. In general, programming in Africa will focus more on identifying opportunities to support regional integration whether through regional cooperation activities or through regional approaches to such problems as food security, environmental degradation or structural adjustment.

**b) Data** Already detailed above.

## **B. Decision-making Process for Implementation**

### **1. Procedural roles and functions:**

#### **Headquarters and Overseas Offices**

In *Sharing Our Future* the decentralization of program delivery to the field level was identified as a key to improving the quality of Canada's development activities. In 1988, CIDA adopted a five-year plan for implementing decentralization. By December 1990, 21 developing country programs had been decentralized. Under decentralization, the head of the CIDA Mission became the chief executive of the aid program in the country and was given responsibility for Foreign Affairs and aid personnel in the field. Hence, CIDA staff no longer reported to headquarters in Ottawa, but instead to the Head of Mission.

In 1991, a CIDA review of decentralization concluded that despite its operational success, the labour-intensive and high-cost nature of decentralization made it inappropriate for Canada's current economic situation. CIDA has undertaken a major streamlining of decentralization to reduce the costs of decentralization (by \$34 million in 1991-92) without compromising the intended benefits. In the short-term there has been a reduction in the number of ODA personnel serving in decentralized posts abroad (53 out of 66 positions were to be repatriated by September 1993). Other options for management of field operations are being studied in order to define how to best structure personnel to provide maximum benefits from a representational and program delivery perspective within a revised budgetary framework.

The responsibility for approving the allocation of funds for CIDA programs/ projects and cost increases depends on the total dollar value. The existing framework (under review) for decision making is outlined in the following chart:

## Chart 2: Decision-Making for Project / Cost Increase Approval

<u>Responsibility</u>	<u>Total Value of Project</u>	<u>Value of Cost Increases<sup>1</sup></u>	<u>Canada Fund<sup>2</sup></u>
Treasury Board (Ottawa)	over \$15 million	over 20% of original value	over \$100,000
Minister of Foreign Affairs (Ottawa)	up to \$15 million	up to 20% of original value	up to \$100,000
CIDA President, or Senior / Area Vice President (Ottawa)	up to \$5 million	20% of original value (up to a maximum of \$5 million)	up to \$60,000
Head of Decentralized Mission (Overseas)	up to \$5 million	20% of original value (up to a maximum of \$3 million) <sup>3</sup>	up to \$60,000
Program Director (Ottawa) or Development Program Director (Overseas)	up to \$500,000	20% of original value (up to a maximum of \$500,000)	

<sup>1</sup> For projects with an original value over \$15 million and approved by the Treasury Board

<sup>2</sup> The Canada Fund is distributed by Overseas Missions to finance small-scale, self-help projects implemented by local NGOs

<sup>3</sup> For projects with an original value over \$5 million and approved by the Minister of Foreign Affairs

## 2. Implementation Systems:

a) **Grants (including technical cooperation components)** - Once a project becomes operational an **Executing Agency** (EA) is selected (on the recommendation of CIDA's Consultant Selection Committee) to undertake the project implementation. The EA chosen by CIDA is responsible for conducting all project activities. In order to keep CIDA informed, the EA must prepare three types of reports: the inception report (within the first 3 months), the project progress and financial reports (issued quarterly), and the annual work plans. The inception report details the EA's implementation plan, including a summary of the project context, an implementation schedule by activity, and a project disbursement plan. The project

progress and financial reports provide comparisons between the progress achieved and progress planned, the variances from the planned schedule and budget, and a list of problems encountered and actions taken or recommended. The annual work plan includes: a summary of achievements and major areas of concern; the status of project implementation; and planned activities for the year to come. These reports must provide enough information to enable CIDA to assess the success of the EA to achieve the project purpose and outputs within the estimated parameters of time and budget and to take appropriate action if necessary. CIDA's Project Team Leader is responsible for the monitoring and control of the project as stipulated in the original Management Plan. (For details on the use of consultants by CIDA in other stages of the project cycle, see Section III, Part B, pp. 39-42)

**b) Loans** - CIDA does not have a loan program

## **C. Cooperation and Coordination with Other Organizations**

### **1. Cooperation and Coordination**

**a) Related Agencies** The following Crown Agencies have historically maintained close relations (both official and informal) with CIDA:

#### *International Development Research Centre (IDRC)*

The IDRC was established in 1970 as a Crown Corporation and is required to report to Parliament through the Minister of Foreign Affairs. Through funding of scientific research in the Third World and Canada, the IDRC helps communities in

developing countries find solutions to social, economic, and environmental problems. By providing financial support to researchers in universities, government, business and NGOs, the IDRC invests in scientific knowledge and technology to help improve the quality of life in areas of human health, economic and social well-being, food and nutrition, the environment and natural resources, and information and communications. IDRC-supported projects are designed to alleviate poverty, maximize the use of local resources, and strengthen human and institutional capacity.

At the United Nations Conference on Environment and Development (UNCED) in June 1992, Canada's Prime Minister announced that the IDRC's mandate would be expanded and strengthened to assume special responsibility as Canada's primary agency to work with developing countries on the implementation of Agenda 21. 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. IDRC gives priority to supporting research projects whose overall goals involve meeting the challenges of sustainable and equitable development.

The operations of the IDRC are guided by an international 21-member Board of Governors on which CIDA is represented. There are many similarities and much cooperation (including joint projects: Francophone Africa, 1991; the Sahel Region, 1992; and South Africa, 1993) between the two aid organizations.

#### *International Centre for Human Rights and Democratic Development (ICHRDD)*

The ICHRDD was established by special federal legislation in 1988 as an independent corporation. It has an independent Board of Directors (on which CIDA's President sits) and reports to Parliament through the Minister of Foreign Affairs. The majority of its funding is provided through the Main Estimates of CIDA. The ICHRDD

began operations in 1990 with a mandate to support cooperation between Canada and other countries in the promotion, development and strengthening of institutions and practices that give effect to rights and freedoms enshrined in the International Bill of Human Rights and to promote democratic development.

*International Centre for Ocean Development (ICOD)*

ICOD was established as a federal Crown Corporation in 1985 with a mandate to initiate, encourage and support cooperation between Canada and developing countries in the field of Ocean Resource Development. As recently as September 1990, CIDA approved a regional ocean and fisheries project in the Caribbean with ICOD. In February 1992, the government decided to eliminate the ICOD and transfer to CIDA all approved projects and any further ODA related to ICOD's mandate. CIDA has divided the former ICOD projects into four categories for merger with existing CIDA Branches: South Pacific, Caribbean, Africa/Indian Ocean, and Human Resource Development.

*Petro-Canada International Assistance Corporation (PCIAC)*

In February 1991, the government announced its intention to eliminate the PCIAC and to transfer responsibility for the implementation of its approved projects to CIDA. The obligations of PCIAC have been fully integrated into CIDA's programs and are being implemented through the geographic branches.

**b) Affiliated Agencies** CIDA does not have any affiliated agencies



## **2. Involvement with NGOs / NGIs:**

**a) NGOs / NGIs involved with CIDA** CIDA's Canadian Partnership Program provides financial support for the programs / projects of fund-raising NGOs and for non-governmental institutions (NGIs) such as universities, colleges, cooperatives, professional associations, municipalities, unions and volunteer-sending organizations. For a list of Canadian NGOs and NGIs involved with CIDA see Appendix C.

**b) NGO's role in project implementation** CIDA relies on partner organizations or executing agencies for all aspects of implementation of its bilateral program and for varying but increasing amounts of other management functions (planning, control, evaluation). CIDA provides grants and contributions on a cost-sharing basis (in dollars or in kind) to Canadian organizations to support their programs and projects as developed and managed by them:

The 'responsive' NGO funding program, through which CIDA provides matching grants to supplement privately raised money, provides a good basis for a partnership between CIDA and NGOs. NGOs offer a comparative advantage over other CIDA channels for addressing certain aspects of the CIDA strategy (eg. poverty alleviation, grass roots level development, etc.). In terms of efficiency, the delivery cost of the program is low and in terms of overall results, the program is achieving its objectives. This program encourages joint ventures and partnerships between Canadian and recipient country NGOs to undertake projects that address genuine needs.

CIDA's Institutional Cooperation and Development Services (ICDS) Program provides policy input, management support and direct funding assistance in support of the development initiatives of Canadian NGIs. Financial support is limited to activities

which are consistent with CIDA's goal of sustainable development. The ICDS program serves as a catalyst to enhance existing partnerships between Canadian and developing country institutions.

CIDA's NGO Division also supports new and innovative initiatives in those areas which match the focus on sustainable development, especially with respect to the environment. Because of the recent budget cuts, the NGO Division has established new funding criteria, based on an NGO's fund-raising ability, management capability and professionalism.

Funds in support of NGO programs are also provided through bilateral channels, and in 1991 CIDA contracts to NGOs from the regional desks was roughly equal to the amount provided by the NGO division.

**3. Involvement of Local Governments:** Provincial governments provide contributions to institutional cooperation and matching grants to assist the work of NGOs. Contributions from provincial governments to NGOs for 1989-90, 1990-91 and 1991-92 were \$35.51, 33.19 and 35.45 million respectively.

The Federation of Canadian Municipalities (FCM) opened its International Office in 1987 with the financial support of CIDA. By early 1993, nearly 60 Canadian municipalities and associations (in 7 provinces and 2 territories) had established partnerships in 21 African countries, China and with 22 municipalities globally from Grenada to India. Through FCM's international programs, municipal leaders, senior administrators and technical experts in transportation, sanitation, human resource development and other municipal services participate in technical exchanges and training and research opportunities. The Canadian government has indicated that the empowerment of local governments is a development priority. FCM views itself as the

Canadian Institution best suited to facilitate this objective. CIDA provides 55% of the funding for FCM's international programs (\$9.9 million until March 1996, plus an additional \$7 million for a five year project in China).

#### **4. Forms (and Benefits) of Joint Cooperation with Other Foreign Donors:**

CIDA has adopted an integrated approach to its country programming, an approach embodied within the Country Policy Framework (CPF). The new CPFs increase coordination within the agency as well as with recipient countries, NGOs, the private sector, and bilateral and multilateral donors. Canada focuses its coordination efforts on the following issues:

a) *Economic* - consultative groups, Paris Club meetings and support groups are all fora which are used to discuss debt, structural adjustment, monetary flow and other issues. Discussions with the World Bank and IMF staff are also proving to be a vital mechanism of dialogue. CIDA also views OECD-DAC deliberations as an indispensable forum for donor countries.

b) *Social* - Coordination on issues like WID, equity and economic reform, and child protection and development occurs through Canada's participation in numerous international conferences and in consultations with multilateral agencies.

c) *Other* - new areas of coordination include AIDS, drug problems, and environmental degradation. These problems place great pressure on the ODA's extremely limited resources. Other issues such as human rights, democratic development, good governance, and excessive military spending will be given even greater attention in the near future, thereby requiring further coordination with other bilateral and multilateral bodies.

CIDA's involvement in multilateral and bilateral cooperation and the benefits of such cooperation are explained below:

*Multilateral Cooperation:*

Canada, through its active participation in several international networks, can influence the future policy framework, particularly in the Bretton Woods institutions and the UN system, through pressing for meaningful reform of policies, governance and coordination. Canada participates fully in the ongoing debate on global development issues in an effort to promote discussion and build consensus. With membership on the governing bodies of those institutions to which it provides funds, Canada oversees their policies, programs and management and carries out institutional appraisals and evaluations to assess their effectiveness, efficiency and accountability.

Canada realizes that in many circumstances, policy dialogue with recipient countries and the development impact of aid programs can be enhanced through effective donor coordination. Canada is an active member of local aid consortium in countries such as Bangladesh, Ghana, Zambia, Guyana, and participates in Consultative Group Meetings organized by the World Bank. Canada supports multilateral mechanisms for enhancing coordination among donors such as the Special Program of Assistance for Africa. Canada has been particularly active in pressing for greater consultation/coordination between the World Bank/IMF and bilateral donors in the development of Policy Framework Papers and other policy-oriented documents, recognizing that policy coordination is as important if not more important than operational coordination.

Canada has been involved in a number of joint projects and programs with various multilateral agencies, especially, UNICEF, UNDP, the World Bank and the regional development banks.

*Bilateral Cooperation:*

In 1991, CIDA was actively involved with several development agencies in conducting joint evaluations for the purpose of sharing expertise, resources and experiences and as a means of increasing the quality and impact of evaluations. Japan and Canada cooperated in a joint evaluation of two development projects in Thailand (one supported by CIDA and the other by the Overseas Economic Cooperation Fund -OECF). CIDA also participated in the OECD-DAC sponsored assessment of the implementation of the WID principles among OECD-DAC member countries, and coordinated the review of WID as a cross-sectoral issue through evaluation results to be completed in 1994.

Canada was involved in a collective effort with Australia, Denmark and Switzerland to evaluate the relevance, efficiency and overall effectiveness of UNICEF as an aid organization. As well, Canada was involved with Norway and the Netherlands in an evaluation of the World Food Program. Despite the large investment in staff time required for these evaluations, the process was considered worthwhile because of the dual opportunity to examine more thoroughly the performance of the multilateral institutions and to gain insight into different evaluation systems, approaches and philosophies. The joint evaluations represent an increased recognition that greater multi-donor cooperation in the field of evaluation will be needed to achieve the common goal of sustainable development.

In September 1992, CIDA and JICA established a personnel exchange program in order to promote Canada-Japan cooperation on ODA. One staff member from each of the agencies is presently on assignment with the counterpart agency. CIDA and JICA are also involved in a joint evaluation program. Three members of JICA have observed and participated in CIDA's evaluation of its gender strategy in

Bangladesh. In the fall of 1994, a CIDA team will observe and participate in JICA's evaluation of a technical cooperation project in Indonesia.

CIDA's efforts to establish and maintain joint cooperation with other foreign donors reveal that such cooperation is considered to bring significant benefits. The increase of donor coordination is a definite priority for CIDA in the future.

### **III. Technical Assistance**

**A. Implementation Record:** For the most part there is no way to distinguish between grant aid and technical cooperation as part of Canadian ODA. In its report to the OECD-DAC for 1992, CIDA included the following information about its human resource development projects under the heading of technical cooperation:

In 1992, there were 1,673 active human resource development projects funded through Canadian ODA, including both free-standing technical cooperation and investment-related technical cooperation projects. CIDA has grouped these human resource development projects into two categories:

*Student and Trainees:* In 1992, Canadian ODA funded 22,494 student and trainees (an increase from 21,256 in 1991 and 15,572 in 1990). Of these, 20% were degree-seeking students and the remaining 80% were short-term trainees (a major change from the inverse proportion of five years ago). The majority (83%) of degree-seeking students were trained in Canada, with the remaining trained in their country of origin (7%) or in a third country (10%). The opposite was true for short-term trainees: 18% were trained in Canada, 73% in their country of origin and 9% in a third country.

Disbursements for students and trainees increased slightly from \$88,535,850 in 1990 to \$88,914,328 in 1991 (figures for 1992 were unavailable). Of these disbursements 82% were for students and trainees in Canada, 10% for those in a third country and 8% for those in their country of origin.

The increase in number of persons trained reflects the continuing interest in the program on the part of Canadian training institutions and Canada's development agencies, official and non-governmental, as well as increased use of relevant, effective local training opportunities. Of the degree students, 71% were studying at the graduate level in 1992, compared to 82% in 1991, and 66% in 1990. Short-term training is expanding rapidly in response to increasingly varied requirements for training at all levels, and in a wider number of fields. Emphasis is placed on management training and on the development of institutional linkages.

Canada continued to make progress towards its goal of an average female participation rate of 50% across all ODA human resource development projects with an increase from 30% in 1990 to 37% in 1992.

*Canadian Technical Cooperation Personnel Overseas:* In 1992, there were 7,054 technical cooperation personnel employed overseas in various capacities through the Canadian ODA program (compared to 6,426 in 1991 and 5,994 in 1990). Nearly all Canadian ODA personnel serving in developing countries are recruited and managed by Canadian firms, universities or NGOs. The number of women working overseas has increased from 1612 in 1990 to 1,684 in 1991 to 1,718 in 1992.

In recognition of the increased number of well-trained nationals available in most developing countries, CIDA has begun to use more local personnel in Canadian Embassies and Consulates abroad. 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. There were 274 such locally engaged personnel in 1992 (the first year in which such figures were available), of which 29% were women.

As has been the trend over the past few years, the number of short-term technical cooperation personnel has increased (4,868 or 69% in 1992 versus 4,026 or 63% in 1991 and 3,486 or 58% in 1990) compared to long-term personnel (2,186 in 1992 versus 2,400 in 1991 and 2,508 in 1990). Technical cooperation personnel specializing in Human Resource Development are posted in over 90 countries (with about one third located in 11 countries). Approximately half of them are concentrated in the following three sectors: education, agriculture, and institutional support and management.

## **B. Project Cycle<sup>9</sup> :**

The project management cycle in CIDA groups the major activities of a bilateral project or programme into five distinct stages comprising of identification, planning, approval, implementation and evaluation / termination. The cycle is managed by the Project Team Leader (PTL) accountable and under the direction of the Country Program Director (CPD) in Ottawa or the Canadian Development Program Director (CDPD) stationed Overseas. The framework is intended to allow for flexible application in response to the particular circumstances of an independent project and to make it possible for many project planning activities to be completed simultaneously, so as to reduce the total project life cycle.

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<sup>9</sup> A flow chart of CIDA's Bilateral Project Management Cycle appears as Appendix D.



## **1. Preliminary Stage**

1. *Project Identification:* The purpose of this stage is to determine whether a request for aid is acceptable to CIDA, and warrants further analysis and planning. The stage begins when a request has been received from a recipient country or a project idea has been conceived in CIDA (usually by a geographic branch). Following a preliminary screening of the project to determine its consistency with CIDA's country program framework and overall development objectives (ie. sustainability, WID, etc.), a Project Team Leader (PTL) is nominated by the CPD (Ottawa) or CDPD (Overseas). The PTL is usually based in Ottawa (unless he/she works in a decentralized post) and is responsible for the set up and management of the Project Team (which is usually based in Ottawa). Next, a Principal Resource Officer (PRO), who is a specialist in the main sector of the project / program, is requested from CIDA's Professional Services Branch. Together the PTL and PRO determine and select the required experts. Each Branch has a Financial Management Advisor who is available to all project teams. A contract officer from Corporate Management Branch can also be utilized. Either CIDA staff or a consultant under contract will complete a pre-feasibility study to establish the first draft of the Logical Framework Analysis, which identifies the preliminary goals, objectives, inputs, cost estimates, etc. of the project. Projects with a value up to \$5 million require the preparation of a Project Identification Memorandum (PIM), which addresses all major policy and implementation issues, and establishes the project's goals and broad parameters. The identification stage ends with a decision in principle to proceed with the full development of the project. CIDA Geographic Branch Vice President's approve all projects with a value up to \$5 million. For projects with a value of over \$5 million, approval from the Project Review Committee (PRC) is needed.

2. *Project Planning*: The purpose of this stage is to determine the overall feasibility of a project (based on the activity's contribution to sustainable development) and to prepare a detailed program design. Following the approval of the PIM, a detailed appraisal of project / program feasibility is conducted. It includes a cost-benefit analysis, identification of the target group, and gender and environmental impact assessments. Once the project option has been selected, an operational design for the project (known as the Plan of Operation) is prepared. The design must include an identification of the major activities of the project and a corresponding Work Breakdown Structure (WBS). The WBS defines the management structure, lists the roles and responsibilities of participants, and quantifies the costs and resources required. The project team leader is responsible for the management of the appraisal process. The project team must decide which appraisal functions will be performed directly by CIDA staff and which will be assigned to contracted consultants. Where contracted resources are used, the Principal Resource Officer (PRO) must be involved in their selection and supervision.

It is current practice at CIDA to contract out the 'technical' aspects of the project feasibility and design work to a consultant. However, the non-'technical' aspects of the design, including the management strategy, contract plan, procurement plan, monitoring and control plan or the evaluation plan, are usually completed by the CIDA project team. Together, the work of the contractors and the CIDA team form the Management Plan.

3. *Project Approval* : The purpose of this stage is to obtain approval for the project from the relevant authorities. It involves the preparation by the project team of two documents: the Project Approval Memorandum (PAM), and a Memorandum of Understanding (MOU). The PAM provides essential information for the approving

authority and, once approved, provides the formal authority to allocate funds for the project. The contents of the PAM should be based on and consistent with the information contained in the Management Plan. The appropriate Canadian authority to give approval for the PAM is determined by the cost of the project (see Chart 2, p. 28). The MOU is prepared by the PTL in consultation with the project team and CIDA Legal Services. It is used to create a mutual understanding of the project with the recipient government. The MOU is negotiated and signed by Representatives of Canada and the recipient country. Following the approval of these two documents, the project becomes "operational" and is ready to be implemented.

## **2. Implementation Stage**

*4. Project Implementation:* A project becomes operational when approval of funds has been obtained from the appropriate authority and an agreement has been signed with the recipient government. The first major activity for CIDA during this stage is the selection of an Executing Agency (EA). This process involves each of the PTL (contract negotiation and administration), the PRO and a Consultant Selection Committee (proposal request and evaluation), and the CPD, CDPD or CIDA Vice President (contract approval). Once selected, the EA becomes responsible for conducting project activities and for the preparation of an inception report (within the first 3 months) and regularly scheduled project reports. These reports must enable CIDA to assess the success of the EA to achieve the project purpose and outputs within the estimated parameters of time and budget and to take appropriate action if necessary. The PTL has responsibility for the management of the monitoring and control plan as stipulated in the Management Plan. If the project is to be monitored by a consultant, the PTL administers the necessary contracts and analyzes all monitoring reports. The PTL also has responsibility for the administration of all financial

components of the project.

### **3. Final Stage**

5. *Evaluation / Termination:* The purpose of the termination stage is to ensure that lessons learned are recorded and analyzed and that the project is closed in an orderly fashion. The post-project evaluation is usually contracted out to a consultant. After conducting the necessary field work, the consultant prepares a detailed report that includes an assessment of project achievements, a summary of operational and developmental lessons derived from the project, and recommendations for the future. The report and recommendations are analyzed by the PTL, who initiates any necessary follow-up action. Finally, the PTL must ensure that contracts and agreements are terminated, any remaining funds are liquidated, and that a project termination report is prepared.

### **C. Management and Monitoring Methods for Implementation:**

Project Management by Activity (PMBA) is used by CIDA as an approach to facilitate and improve project management at each stage of the process and allow control during project implementation without becoming involved in daily operations. PMBA forms a natural extension to the Logical Framework Analysis approach because it focuses the planning, organizing, monitoring and controlling of a project on the achievement of outputs, as they contribute to the realization of a project's purpose and long-term goal. The fundamental principle behind this approach is that a project can only be manageable if it is defined in terms of result-oriented work packages that can be identified, costed, scheduled, organized, implemented, monitored and controlled. Completion of these activities will lead to the achievement of the overall project purpose and outputs. The Work Breakdown Structure (which lists the roles and

responsibilities of all project participants) forms the cornerstone of the PMBA design.

The PMBA approach to project management enables project teams to focus their project management efforts at a macro-level through the delegation of responsibilities for detailed implementation of the project to executing agencies. In addition, it allows the project team to increase control of project implementation in a way that relates achievement of project purpose and outputs to costs incurred.

Detailed reports prepared by the Executing Agency (EA) are the main instruments that allow CIDA to assess the success of the EA to achieve the project purpose and outputs within the estimated parameters of time and budget, or to take corrective measures when necessary. The three types of reports that the EA prepares are the inception report (within the first 3 months), the project progress and financial reports (issued quarterly), and the annual work plans. The inception report details the EA's implementation plan, including a summary of the project context, an implementation schedule by activity, and a project disbursement plan. The project progress and financial reports provide comparisons between the progress achieved and progress planned, the variances from the planned schedule and budget, and a list of problems encountered and actions taken or recommended. The annual work plan includes: a summary of achievements and major areas of concern; the status of project implementation; and planned activities for the year to come. The Project Team Leader has responsibility for the management of the monitoring and control plan as stipulated in the Management Plan. If the monitoring of the project is to be completed by a consultant, the PTL must analyze all monitoring reports. The post-project evaluation is usually contracted out to a consultant, who prepares a detailed report with recommendations for the future. The report and recommendations are analyzed by the PTL, who initiates any necessary follow-up action.

## **D. ODA Experts and Staff:**

### **1. Training and Recruiting**

**a) Training** While all experts and staff are expected to have sufficient technical abilities to perform their duties prior to their recruitment, CIDA does make other types of training available/mandatory. CIDA offers in-house training courses that any of its Canadian-based staff may attend. Various types of non-technical training is mandatory for all personnel (whether from CIDA or an executing agency) that is travelling overseas. As well, awareness training about special development issues is provided for CIDA partners. The following Departments and Institutions provide these various types of training:

*Personnel and Training Department (CIDA)* This CIDA Department provides a range of courses for CIDA's Ottawa-based staff, including: development studies (ie. sustainable development), management studies (ie. human resources, finance, etc.) and general courses such as macro-economics, gender, population studies, etc.

*The Briefing Centre (CPC)* As most executing agencies have neither sufficient resources nor the expertise to adequately prepare advisors for their assignments or to provide support services in the field, CIDA's Briefing Centre has established a number of programs for these purposes. The Briefing Centre also provides training for CIDA staff and for trainees and students of developing countries who come to Canada. The Centre's main objective is to improve the productivity between development partners in Canada and abroad at both the professional and social levels. Training is adapted to the needs of each individual, reflecting both the nature of the assignment and the country of posting, and is offered on a continuous basis: pre-departure briefing, in-country orientation, and post-return debriefing. All costs of the training program are borne by the Briefing Centre.

i) Pre-departure training: is offered either directly from the CPC, through one of eight firms specializing in training, or from the executing agency itself (with the prior approval of the CPC). The pre-departure briefing focuses on cross-cultural communication, cultural adaptation, values and the exchange of skills and knowledge. The specific objectives of this training have been included as Appendix E.

ii) In-country training: is provided through a network of 40 programs in Asia, Africa and the Americas established by the CPC to aid the advisor and family in their adaptation and to enhance their professional effectiveness. The program includes language training, professional exchange workshops (to facilitate the transfer of technology), ongoing family support and other activities.

iii) Post-return debriefing sessions: are offered to ease the re-integration of returnees into Canadian society. Training in development education helps participants to better communicate their experience to their communities.

*Canadian Partnership Branch* Special efforts have been made to sensitize CIDA's partners in the private sector to concepts such as human rights, sustainable development, WID, etc. During its annual consultations with the Canadian Exporters' Association, CIDA discussed and provided documentation on the concept of sustainable development. As well, seminars on WID were provided for Canadian companies.

## **b) Recruiting**

i) Availability of Experts: In the past, the majority of Canadians in CIDA projects were managed by CIDA, under direct contract. They were selected and fielded by experienced staff according to standard selection criteria, procedures and contracts.

In recent years, executing agencies have replaced CIDA staff in this role. More than 90% of Canadian personnel involved in CIDA projects are presently managed by one of the hundreds of Canada's executing agencies. While the recruitment and selection of suitable advisors are the responsibility of the executing agency, CIDA does impose a certain number of requirements to ensure that general policy goals are met. These requirements are outlined in the following section.

ii) System: 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. In the past, CIDA has had strict rules requiring that all overseas staff on a CIDA project should be a Canadian citizen. Now, however, a non-Canadian may be hired as an advisor in the exceptional case where the executing agency is unable to identify a suitable candidate with Canadian citizenship or if the engagement of the non-Canadian is justified for operational or developmental purposes.

CIDA has outlined the various steps that might be included in an effective selection process in its Manual for Executing Agencies. This outline has been included as Appendix F.

## **2. Security and Welfare for Staff and Experts**

This section outlines a number of guidelines that are based on CIDA's own standards and which are included in CIDA's Manual for Executing Agencies. This Manual encourages and / or requires all executing agencies for CIDA projects to adopt similar guidelines.



**a) Accidents** All personnel should be advised to maintain their provincial health plan coverage while serving abroad. Furthermore, CIDA requires that all advisors, short-term consultants and accompanying dependents have additional insurance coverage that meet the following minimum standards:

- i) Medical expense benefits, \$250,000 coverage per person, including emergency medical travel;
- ii) Extension of medical benefits coverage to allow re-enrollment in Canadian medical plans;
- iii) Medical evacuation, to cover costs related when the required medical care is not available locally;
- iv) Disability insurance for the lesser of 60% of the advisor's basic salary or \$3,000 per month.
- v) \$50,000 coverage for accidental death or dismemberment

While CIDA normally provides for 50% of the total cost of premiums for the minimum standard coverage described above for the advisor and accompanying dependents, CIDA does not assume liability for death, disease, illness, injury, medical evacuation, or disability suffered by advisors or consultants or their dependents as a result of, or attributable to, service abroad, or which results from conditions encountered during the period of assignment.

If an advisor or an accompanying dependent dies during the period of assignment, the executing agency may authorize the payment of all necessary expenses incurred in repatriating the body to Canada.

As there have been very few incidents in the past of serious accidents / death of Canadian personnel serving overseas, CIDA does not maintain records of this nature.

**b) Security Measures** Executing agencies must inform advisors about Canadian Diplomatic Mission's (Embassies or High Commissions) abroad and about the Mission's responsibilities in the event of a local emergency situation resulting from natural disaster or civil strife. Advisors in the field should be authorized and encouraged to cooperate in the planning and operation of emergency measures, including the possibility of emergency evacuation.

Prior to their departure, executing agencies are encouraged to provide the Diplomatic Mission with information about their project and personnel. Once overseas, advisors should register with the local (or nearest) Canadian Mission, or with a mission of Australia, the United States, Britain or France. CIDA also suggests that executing agencies should encourage advisors to make a variety of preparations for emergency situations. These preparations include: possession of a short-wave radio, ensuring that their residence is secure at all times, establishing a good communication network with other Canadians, etc.

**c) Benefits** Benefits for individuals on long-term assignments (minimum of 6 months, but usually 2 years or more) are based on the Technical Assistance Regulations as approved by the Treasury Board. Insurance for household or personal effects is the responsibility of the advisor, as is insurance for the use of a private motor vehicle abroad. Advisors are also responsible for arranging both the continued receipt of family allowance payments and for maintaining appropriate social benefits, including their pension plans. Pension contributions may be made by an executing agency as part of a "fringe benefit" or, if no employer contributions are made, the advisor may claim a taxable amount equal to 50% of the individuals registered pension contribution.

Health Support Services (HSS) can assist executing agencies to determine

whether or not medical examination results are satisfactory. While the HSS will advise agencies on the vaccinations required for the country of assignment, the executing agencies must ensure that all overseas staff and accompanying dependents obtain these vaccinations. In those countries where Health and Welfare Canada require preventative medical precautions (ie. malaria prophylactics), costs should be paid by the executing agency if they are not covered under the advisor's insurance plan.

Advisors and accompanying dependents are entitled to Vacation Travel Assistance between Canada and the place of assignment provided that the term overseas is 24 months or more. For the purpose of Family Reunions, advisors are entitled to one return trip per 12-month period of separation from each dependent or non-dependent child under 21 years of age.

In addition to the contract fee, the advisor receives an overseas allowance consisting of salary equalization (for variations in the costs of goods/services between Canada and the place of assignment), an Overseas Service Premium (as an incentive to serve overseas), and a Post Differential Allowance (to compensate for hardship conditions at the place of assignment).

### **3. Involvement of Foreign Experts**

#### **a) Conditions and Privileges for Contracting**

In the past, CIDA has had strict rules requiring that all overseas staff on a CIDA project should be a Canadian citizen. Now, however, a non-Canadian may be hired as an advisor in the exceptional case where the executing agency is unable to identify a suitable candidate with Canadian citizenship or if the engagement of the non-Canadian is justified for operational or developmental purposes.

With the increased decentralization of programs in the late 1980s, CIDA made

much greater use of local and third-country personnel. The use of local personnel for a project can be both appropriate and cost-effective. While locally engaged staff may be Canadian or non-Canadian, they should be employed according to local salary scales and regulations (the local Canadian Embassy or High Commission can provide advice on this matter). There are often special provisions for the hiring of "foreign nationals" locally. 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.

#### **b) Contract and Employment Records of Foreign Experts**

As already noted, because of the increased number of well-trained nationals available in most developing countries, CIDA has begun to use more local personnel in Canadian Embassies and Consulates abroad. 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. There were 274 such locally engaged personnel in 1992 (the first year in which such figures were available), of which 29% were women. Since all contracts and employment records are compiled by each individual desk within CIDA's Geographic Branches, it would be too difficult and time consuming to obtain more detailed information.

**E. Examples of ODA Grant and Loan Coordination:** This question is not applicable for the Canadian ODA program due to the fact that Canada does not have ODA loans.

## **IV. ODA Research and Development Activities**

### **A. Major Research Institutes:**

#### **1. List of Institutes**

International Development Research Centre  
250 Albert St.  
PO Box 8500  
Ottawa, Canada, K1G 3H9  
Staff: approx. 440 (340 Canada; 100 Overseas)  
Budget: \$115 million

The North-South Institute  
55 Murray St., Suite 200  
Ottawa, Canada, K1N 5M3  
Staff: 20  
Budget: \$2 million

Canadian Council for International Co-operation  
1 Nicholas St., Suite 300  
Ottawa, Canada, K1N 7B7  
Staff: 33  
Budget: \$1.13 million

International Institute for Sustainable Development  
161 Portage Ave., 6th Floor  
Winnipeg, Canada, R3B 0Y4  
Staff: 38  
Budget: \$5 million

#### **2. Areas of Research, Development Activities and Involvement 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. 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 in areas of human health, economic and social well-being, food and nutrition, the environment and natural resources, and information and communications. IDRC-supported projects are designed to alleviate poverty, maximize the use of local resources, and strengthen human and institutional capacity.

At the United Nations Conference on Environment and Development (UNCED) in June 1992, Canada announced that the IDRC's mandate would be expanded and strengthened to assume special responsibility as Canada's prime agency for working with developing countries on the implementation of Agenda 21. 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. IDRC gives priority to supporting research projects whose overall goals involve meeting the challenges of sustainable and equitable development.

The operations of the IDRC are guided by an international 21-member Board of Governors on which CIDA is represented. As there are many similarities between CIDA and the IDRC, the two organizations maintain a close working relationship, which includes cooperative efforts and joint project activities.

#### *North-South Institute (NSI)*

NSI is the only research institute in Canada focused on international development. An independent, non-profit, non-partisan organization, the Institute researches 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 organizations. Their findings are available to policy makers, interested groups and the general public. CIDA provides about half of the funds that sustain the Institute.

#### *Canadian Council for International Co-operation (CCIC)*

CCIC is a national organization that represents about 130 of Canada's leading NGOs. It maintains regular contacts with CIDA in its efforts to seek input into government policies affecting developing countries. CIDA provides about \$800,000 in funding annually to CCIC. CCIC is leading an initiative funded by the IDRC in preparation of Canadian foreign policy review. CCIC provides information on development to its members continually and produces several publications annually.

#### *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. CIDA provides about \$1 million of the Institute's budget, and has representation on the IISD Board.

## **V. Global Issues and Future Prospects of ODA**

### **A. Policies and Approaches to Global Issues:**

*Women in Development (WID):* A report conducted by a CIDA evaluation team concluded that from 1986 to 1990 there was significant progress towards implementing CIDA's WID goals, however, in the past three years momentum had been lost. The causes were identified as: a lack of accountability and monitoring systems; a perceived decrease in senior management commitment to WID; and inadequate integration of WID into key CIDA policy and strategic planning documentation.

The evaluation team made 6 recommendations in order to improve CIDA's WID program. They include: allocating appropriate resources to WID; elaborating priorities for WID concentration; upgrading the WID skills of CIDA's staff and partners; strengthening WID in Human Resources Department programs; improving accountability systems; and improving WID organization.

In May 1993, CIDA's WID Directorate was dissolved and existing WID staff specialists from this Unit were assigned to program Branches (Asia, Africa, Americas, Canadian Partnership, and Policy Branch). The Senior WID Policy Advisor of the Policy Branch assumes responsibility for corporate WID functions and provides leadership in the organization of the Policy throughout CIDA.

*Environment:* All of CIDA's branches have or are preparing detailed strategies to facilitate the implementation of CIDA's Policy for Environmental Sustainability (1992). Environmental assessment continues to be a key issue for Canadian ODA. CIDA has a number of environmental assessment initiatives currently underway and is continuing to work on the formulation of a special regulation for ODA projects in anticipation of the coming into force of the CEAA in 1994.



CIDA's Policy for Environmental Sustainability commits the Agency to integrate environmental considerations into its programming, demonstrating the links between economic development and environmental protection.

In 1992-93, CIDA had 20 full-time professionals working in the area of the environment, including impact assessment, programming and policy issues. Simultaneously, programming branches have assigned environmental responsibilities to staff.

*Good Governance:* In September 1992, CIDA created a Good Governance and Human Rights Division in its Policy Branch to guide CIDA in the area of good governance, human rights and democratic development. The new Division has a mandate to consult with representatives from developing countries, other developed countries, Canadians (particularly from NGOs, NGLs 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 democratic development.

The new Division will work to enhance CIDA's capability to plan and deliver projects and programs in these areas by: participating in various working groups throughout the agency; by giving modules on CIDA's policy and implementation techniques at relevant training courses; by developing case studies on CIDA's activities in these areas; and by generally serving as a centre of expertise on issues relating to these areas within CIDA.

*Structural Adjustment / Liberalization:* In the last few years CIDA has realigned part of its bilateral programs to support economic reforms in developing countries. This support is provided under 3 themes: balance of payments assistance, poverty mitigation to offset the negative social and economic effects of adjustment, and

policy and planning development related to economic reform. The main mechanisms of support to economic reforms have been development lines of credit and bilateral food aid. CIDA actively supports reform programs in many countries in sub-Saharan Africa and the Americas.

In supporting economic reform, CIDA has sought to ensure that the negative effects of economic adjustment, particularly on the most vulnerable social groups, are properly taken into consideration at the program development stage. CIDA has also provided aid directly to governments and indirectly through NGOs to address the social dimensions of adjustment.

CIDA staff have developed contacts with World Bank and IMF counterparts to better coordinate its assistance and to make it a more integral part of international adjustment efforts.

CIDA program managers constantly review projects under their authority to ensure that they continue to remain within the recipient country's investment priorities. Projects are not undertaken if they are not on the government's priority list and if, in CIDA's view, they are not appropriate.

*Acquired Immune Deficiency Syndrome (AIDS):* CIDA adopted an AIDS policy in 1990 to serve as a framework for the support of AIDS control activities by governmental and non-governmental agencies in developing countries as well as for continued financial support of activities by the World Health Organization's Global Programme on AIDS. CIDA's policy is to support the efforts of national and international agencies aimed at containing the spread of HIV virus in the population of developing countries. In 1992-93, the issue of AIDS was addressed in the Country Policy Frameworks of those countries facing major obstacles to achieving sustainable development because of the epidemic.

## **B. Problems and Solutions to meet with Issues:**

In 1991, CIDA contracted the Canadian consulting firm SECOR to undertake a Strategic Management Review in order to: review the previous 25 years of CIDA's development activities; assess CIDA's ability to meet the challenges of the 1990s; and recommend ways to improve CIDA's management practices and philosophy. The Review concluded that CIDA is losing ground in its ability to meet the challenges of the 1990s, and identified the need to take corrective actions based on the following observations:

i) In theory, CIDA's primary objective is to pursue the elimination of poverty and the promotion of self-reliance. In practice, however, CIDA is encouraged to promote other objectives (notably commercial and political ones) that often conflict with the primary objective. The issue of pursuing conflicting objectives has remained a problem for CIDA since it was first identified in 1987 by a Parliamentary commission.

ii) CIDA is an over extended agency that lacks a strategic focus. In addition, CIDA has only limited influence over its recipient governments because of the relatively low volume of Canadian aid to any given country. CIDA needs to be more selective, by focussing on key countries and more productive activities where there is the greatest potential for benefit in terms of development. Over the past few years, however, CIDA has expanded its scope. In addition to its traditional activities (capital infrastructure projects and economic and social programs/projects), CIDA has increased its emphasis on the broad themes of human rights, good governance and the environment. While CIDA could do valuable work in many fields / countries, these newly added activities could detract from CIDA's ability to deliver its core program based on its primary objective.

A lack of focus can: make it difficult to achieve the desired impact or build enduring partnerships; increase the costs of program delivery; hinder an emphasis on a clear strategy for building the strength of institutions and for promoting equitable distribution of wealth; increase the administrative burden on CIDA staff; strain CIDA monitoring, audit and evaluation capability; increase the difficulty of measuring results; limit in-depth learning and the development of core competence of CIDA staff.

iii) Due to an abundance of government regulations, CIDA staff have been devoting more attention to process than to the substance of development. Such over-regulation results in limited contact between CIDA officers and with the recipients of their projects in the field. In addition, CIDA's has adopted a "hands-off" approach to management (through the use of consultants and executing agencies) that limits the Agency's capacity to learn and which results in increased operating expenses. Furthermore, the core competence of CIDA is limited by the Agency's tendency to rotate staff frequently without apparent concern for loss of expertise. Excessive rotation can severely limit the contribution of CIDA officers to the Agency's performance. Consequently there is a need for a new control structure for CIDA, one which simplifies the management process and makes individual staff more accountable for managing results of clearly identifiable activities assigned to them.

The review process concluded with the following 3 key recommendations: improve CIDA's "development" knowledge base; increase the relevance of the aid program through better dialogue with recipient countries; and reduce the delivery cost of projects / programs. The Report of the Auditor General of Canada (published in December 1993) confirmed SECOR's findings.

Based on the recommendations of SECOR's report and CIDA's consultations with Parliamentarians, interested publics and its own staff, the following changes were implemented by CIDA in 1992-93:

- i) the streamlining of structure and reduction of the number of service units;
- ii) the establishment of the new Corporate Management Branch, responsible for overall corporate planning, for all CIDA corporate systems;
- iii) the consolidation of procurement activities for development in program branches;
- iv) the inclusion of more people involved in shaping CIDA's policy direction via the formalization of consultation procedures.

### **C. Major Areas of Concern in Future:**

The new government elected in October 1993 announced that Canada will begin the process of reviewing its ODA program in March 1994 with a 'national forum' involving a cross-section of informed citizens and public-interest groups. It is expected that the major areas of concern for the future of ODA will be introduced during this forum. These issues will then be discussed further during the hearings of the joint House of Commons-Senate Committee that is conducting the review. The joint Committee's is expected to issue a report in the fall, which will be responded to by the government by February 1995. At present there are three major areas of concern for the future of ODA that can be identified:

- 1) Levels of government expenditure and the size of the deficit are factors which can significantly influence ODA allocations. In fact, ODA expenditure is considered to be an area of "discretionary spending" by the government, as it is not


locked in by federal-provincial agreements or by debt-service obligations. Thus, the level of ODA funding is particularly vulnerable in times where public expenditures are being reduced because of budgetary restraint. The recently released 1994 Budget confirmed the government's view of ODA and raised fears in the international development community about future reductions. An increase in public awareness about the benefits of foreign aid (ie. job creation, 60% is spent domestically, etc.) could help to limit future reductions in the ODA level.

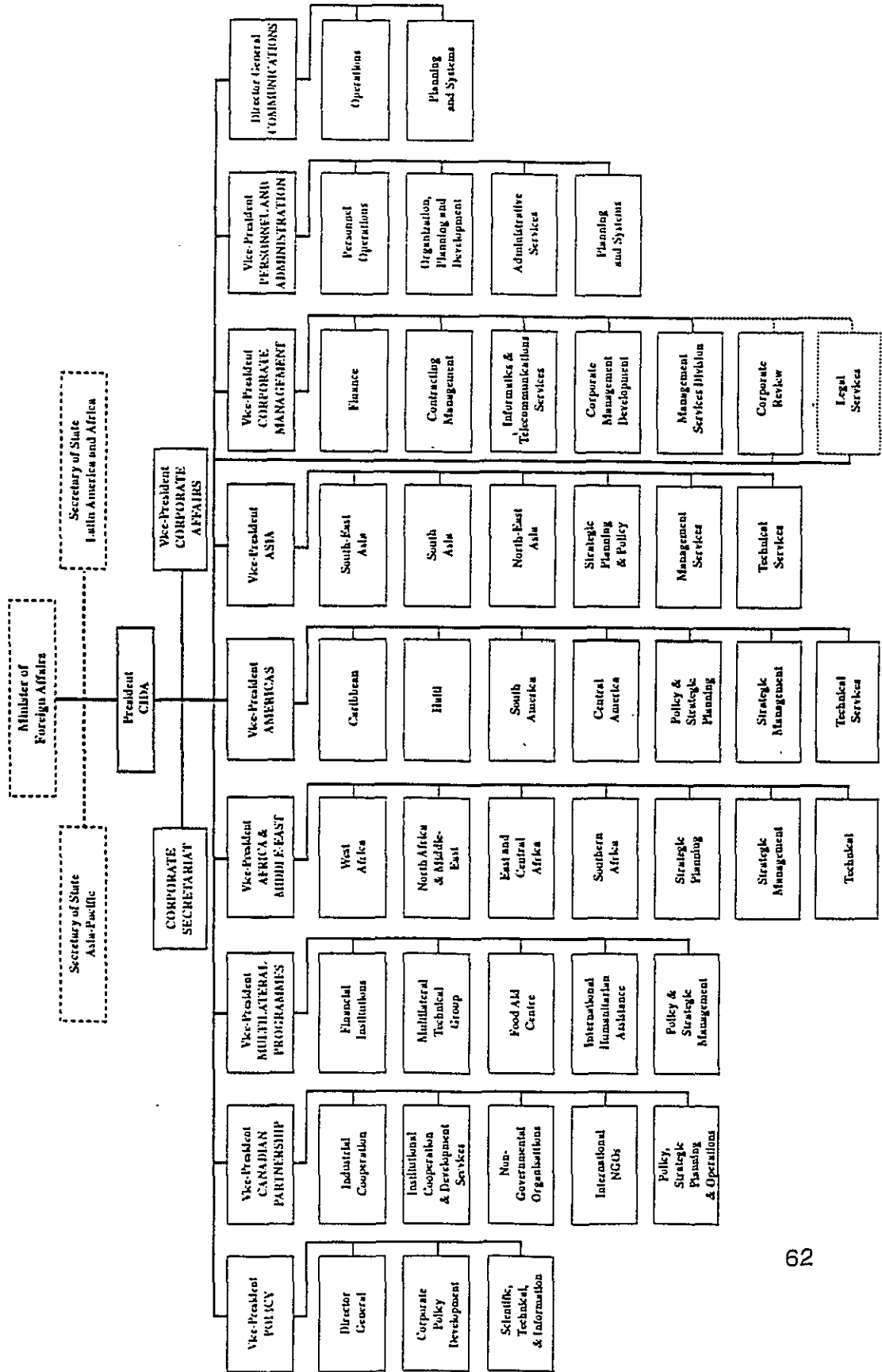
2) Since 1992 there has been a noticeable increase in the need for UN Peacekeeping efforts around the globe, particularly in the Third World. As a leading participant in UN Peacekeeping Missions, Canada has significantly increased its spending to send Peacekeeping troops abroad. Some people in the development community have raised concerns that funding to other areas of international assistance (ie. development) may be reduced as a result of growing UN participation. On the other hand, others have argued that an increase in ODA spending would prevent societal collapse and the need for expensive peacekeeping efforts in developing countries.

3) There is also a great deal of concern that ODA will become increasingly linked to international trade. The Department of Foreign Affairs and International Trade recommended in 1992 that the number of recipient countries be dramatically reduced and that ODA be increasingly used to promote Canada's international trade. When the former government announced that ODA to six of the most impoverished East African nations was to be eliminated in favour of increased aid efforts in Eastern Europe, Canada's international development community became outraged. While the new government announced that it will review these cuts in East Africa, it is not known if anything will be done before the upcoming Foreign Policy Review is completed.

Appendix A:

An Organizational Chart of CIDA


 Canadian International Development Agency / Agence canadienne de développement international



Appendix B:

List of CIDA Missions Abroad by Region

(Including Satellite Offices)

<u>Africa</u>	<u>Staff</u>	<u>Other Countries of Responsibility</u>
The Canadian Embassy P.O. Box 225, Gare Alger Algiers, Algeria	1	
Office of the Canadian Embassy P.O. Box 548 Ouagadougou, Burkina-Faso	2	
The Canadian Embassy P.O. Box 572 Yaoundé, Cameroon	4	Central African Republic, Chad
The Canadian Embassy C.P. 4104 Abidjan 01, Côte d'Ivoire	3	
The Canadian Embassy P.O. Box 2646 Cairo, Egypt	3	
The Canadian Embassy P.O. Box 1130 Addis Ababa, Ethiopia	3	Djibouti, Eritrea, Sudan
The Canadian High Commission P.O. Box 1639 Accra, Ghana	4	Benin, Togo
Office of the Canadian Embassy P.O. Box 99 Conakry, Guinea	2	
The Canadian Embassy P.O. Box 815403 Amman Jordan	1	
The Canadian High Commission P.O. Box 30481 Nairobi, Kenya	4	Burundi, Comoros, Somalia, Uganda
Office of the Canadian Embassy P.O. Box 198 Bamako, Mali	2	



<u>Africa</u>	<u>Staff</u>	<u>Other Countries of Responsibility</u>
The Canadian Embassy C.P. 709 Rabat-Agdal, Morocco	1	
Office of the Canadian Embassy P.O. Box 1578 Maputo, Mozambique	1	
Office of the Canadian Embassy P.O. Box 362 Niamey, Niger	2	
Office of the Canadian Embassy P.O. Box 1177 Kigali, Rwanda	3	
The Canadian Embassy P.O. Box 3373 Dakar, Senegal	4	Cape Verde, Gambia, Guinea, Guinea-Bissau, Mauritania
The Canadian Embassy P.O. Box 26006 Arcadia, Pretoria 0007 South Africa	1	Lesotho, Swaziland
The Canadian High Commission P.O. Box 1022 Dar-es-Salaam, Tanzania	3	Madagascar, Mauritius, Seychelles
The Canadian Embassy C.P. 31 Belvédère Tunis, Tunisia	1	Libya
The Canadian Embassy P.O. Box 8341 Kinshasa, Zaire	0	
The Canadian High Commission P.O. Box 31313 Lusaka, Zambia	(Mission in Lusaka will be closing October 31, 1993)	
The Canadian High Commission P.O. Box 1430 Harare, Zimbabwe	9	Angola, Botswana, Mozambique

<u>Latin America / Caribbean</u>	<u>Staff</u>	<u>Other Countries of Responsibility</u>
The Canadian Embassy Caixa Postal 07-0961 70359 Brasilia D.F., Brazil	2	
The Canadian High Commission P.O. Box 404 Bridgetown, Barbados	7	Antigua & Barbuda, Dominica Grenada, St. Kitts & Nevis, St. Lucia, St. Vincent/Grenadines
The Canadian Embassy Apartado Aereo 53531 Bogota 2, Colombia	2	Ecuador
The Canadian Embassy Apartado Postal 10303 San José, Costa Rica	6	El Salvador, Honduras, Panama, Nicaragua
The Canadian Embassy P.O. Box 400 Guatemala, C.A.	1	
The Canadian High Commission P.O. Box 10880 Georgetown, Guyana	2	Suriname
The Canadian Embassy C.P. 826 Port-au-Prince, Haiti	3	
The Canadian Embassy to Honduras c/o The Canadian Embassy Apartado Postal 10303 San José, Costa Rica Consulate of Canada Apartado 174C Tegucigalpa, Honduras	1	El Salvador
The Canadian High Commission P.O. Box 1500 Kingston 10, Jamaica	3	Bahamas, Belize
The Canadian Embassy Casilla 18-1126 Correo Miraflores Lima, Perú	3	Bolivia

<u>Asia</u>	<u>Staff</u>	<u>Other Countries of Responsibility</u>
The Canadian High Commission G.P.O. Box 569 Dhaka, Bangladesh	5	Myanmar
The Canadian Embassy 10 San Li Tun Road Chao Yang District Beijing, China	6	Mongolia
The Canadian High Commission P.O. Box 5207 New Delhi, India	4	
The Canadian Embassy P.O. Box 1052 Jakarta 10010, Indonesia	5	
The Canadian High Commission P.O. Box 10990 50732 Kuala Lumpur, Malaysia	1	
The Canadian Embassy to Nepal C/O the Canadian High Commission P.O. Box 5207 New Delhi, India	1	
The Canadian High Commission G.P.P. Box 1042 Islamabad, Pakistan	4	
The Canadian Embassy P.O. Box 2168 1261 Makati Central Post Office Metro Manila, Philippines	3	
The Canadian High Commission Robinson Road P.O. Box 845 Singapore 9016, Singapore	2	Brunei
The Canadian High Commission P.O. Box 1006 Colombo, Sri Lanka	2	
The Canadian Embassy P.O. Box 2090 Bangkok 10500 Thailand	3	Laos
Office of the Canadian Embassy 39 Nguyen Dinh Chieu St. Hanoi, Viet Nam	1	

Canadian Missions to International Organizations

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New York, N.Y.  
U.S.A. 10017

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Permanent Mission of Canada .  
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1202 Geneva, Switzerland

1

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to the Organization for Economic  
Co-operation and Development  
15 bis, rue de Franqueville  
75116 Paris, France

1

## Appendix C: CIDA Contributions to Canadian NGO's and NGI's

(\$ millions)

CIDA Contributions to Canadian NGOs and NGIs	1989-90	1990-91	1991-92
<b>A. Food Aid (NGO)<sup>2</sup></b>	23.49	23.40	23.49
<b>B. NGIs</b>	111.42	109.65	126.11
Association of Canadian Community Colleges	5.45	4.59	7.29
Association of Universities and Colleges of Canada	0.83	1.26	1.52
Brandon University	0.19	0.37	0.21
Canada World Youth	10.16	10.02	6.68
Canadian Bureau for International Education	0.55	0.30	0.51
Canadian Comprehensive Auditing Foundation	0.46	0.41	0.28
Canadian Crossroads International	2.71	1.78	2.52
Canadian Executive Service Organization	3.59	4.41	3.53
Canadian Federation of Deans of Management and Administration	1.44	0.30	0.12
Canadian Labour Congress	1.46	0.98	1.14
Canadian Nurses Association	0.38	0.55	0.42
Canadian Public Health Association	2.55	2.60	8.13
Canadian Teachers' Federation	1.77	1.84	2.13
Capilano College	0.20	0.51	0.45
CEGEP de Rivière-du-Loup	0.41	0.42	0.24
Centrale de l'enseignement du Québec	0.22	0.42	0.52
Centre canadien d'études et de coopération internationale	9.70	7.21	10.86
Coady International Institute	0.97	0.60	1.13
Collège de Maisonneuve	0.38	0.16	0.15
Cooperative Union of Canada (formerly Cooperative Development Foundation)	5.08	3.30	
CUSO	18.07	16.60	19.08
Dalhousie University	1.09	0.99	1.27
École polytechnique de Montréal	0.25	0.33	0.13
Institut national de la recherche scientifique		1.20	1.05
Laval University	1.38	1.03	1.20
Lester S. Pearson College	1.07	1.10	1.08
Manitoba Council for International Cooperation	0.41	0.47	0.50
Manitoba Institute of Management	0.58	0.69	0.47
Manitoba University	0.58	0.62	0.49
McDonald College Quebec	0.57	0.71	0.95
McGill University	1.98	1.62	1.37
McMaster University	0.40	0.59	0.54
Memorial University of Newfoundland	0.57	0.58	0.26
North-South Institute	0.75	0.75	1.00
Ontario Teachers' Federation	0.31	0.39	0.10
Organisation canadienne pour la solidarité et le développement	6.30	5.47	6.15
Organization for Cooperation in Overseas Development	1.01	1.16	1.21
Quebec University in Montreal	0.47	0.51	0.46
Queen's University	0.58	0.48	1.61
Ryerson Polytechnical Institute	0.47	0.38	0.08
Service universitaire canadien outremer	0.32	0.53	0.26
Société de coopération pour le développement international	3.21	3.31	2.20
Société de développement international Desjardins Inc. (formerly Confédération des caisses populaires Desjardins)	6.37	5.96	5.53
Technical University of Nova Scotia	0.88	1.02	0.68
Trent University	0.48	0.48	0.46

	1989-90	1990-91	1991-92
Université de Sherbrooke	0.84	1.34	0.54
University of Alberta	0.65	0.91	0.65
University of British Columbia	0.61	1.23	1.63
University of Calgary	0.86	2.10	1.98
University of Guelph	0.87	1.06	0.48
University of Moncton	0.32	0.20	0.17
University of Montreal	0.91	1.20	2.24
University of Ottawa	0.67	0.90	0.77
University of Regina	0.29	0.41	0.63
University of Saskatchewan	0.76	0.63	0.44
University of Toronto	0.58	0.81	0.49
University of Western Ontario	0.37	0.18	0.25
World University Service of Canada	5.61	5.01	8.15
York University	0.48	0.42	1.35
<b>C. NGOs</b>	<b>132.86</b>	<b>141.69</b>	<b>137.85</b>
Adventist Development and Relief Agency Canada (formerly Seventh Day Adventist Church)	1.09	1.13	1.24
Africa Inland Mission	0.39	0.46	0.34
African Wildlife Husbandry Development Association	0.30	0.15	
Aga Khan Foundation of Canada	2.19	2.62	2.39
Agricultural Institute of Canada	0.22	0.34	0.48
Anglican Church of Canada	1.68	1.61	2.18
Assistance médicale internationale	0.92	0.45	0.25
Association québécoise des organismes de coopération internationale	0.63	1.31	0.85
Camrose International Institute (formerly Camrose One World Centre)	0.75	1.42	1.60
Canadian Catholic Organization for Development and Peace	8.77	8.87	9.74
Canadian Consortium of Management Schools		0.44	0.73
Canadian Council of Churches	0.57	0.23	1.08
Canadian Council for International Cooperation	19.72	20.00	22.07
Canadian Environmental Network		0.50	0.54
Canadian Food for Children	0.94	0.95	0.95
Canadian Home Economics Association	0.15	0.45	0.44
Canadian Jesuit Mission	0.33	0.29	0.30
Canadian Lutheran World Relief	2.32	2.60	2.41
Canadian Organization for Development through Education	4.61	5.85	4.84
Canadian Organization for Rehabilitation through Training	1.27	0.84	1.02
Canadian Red Cross Society	0.89	0.71	0.69
Canadian Rotary Committee on International Development (formerly Rotary Club of Guelph)	0.89	0.98	0.58
CARE Canada	4.48	3.40	3.73
Carrefour de solidarité internationale	0.33	0.45	0.55
Centre missionnaire Oblat	0.57	0.62	0.63
Change for Children	0.30	0.09	0.05
Christian Reformed World Relief Committee of Canada	1.46	1.11	1.25
Club 2/3 Inc.	2.00	1.38	1.44
Collaboration Santé internationale	1.94	1.72	1.23
Compassion of Canada	0.59	0.47	0.25
Developing Countries Farm Radio Network	0.20	0.33	0.19
Development Education Co-ordinating Council of Alberta	0.65	0.75	0.72
Eastern and Southern African Management Institute	0.80	0.59	0.16
Federation of Canadian Municipalities	1.93	3.01	3.16
Fondation Crudem Canada-Haïti	0.27	0.35	0.40
Fondation internationale Roncalli	0.26	0.33	0.03

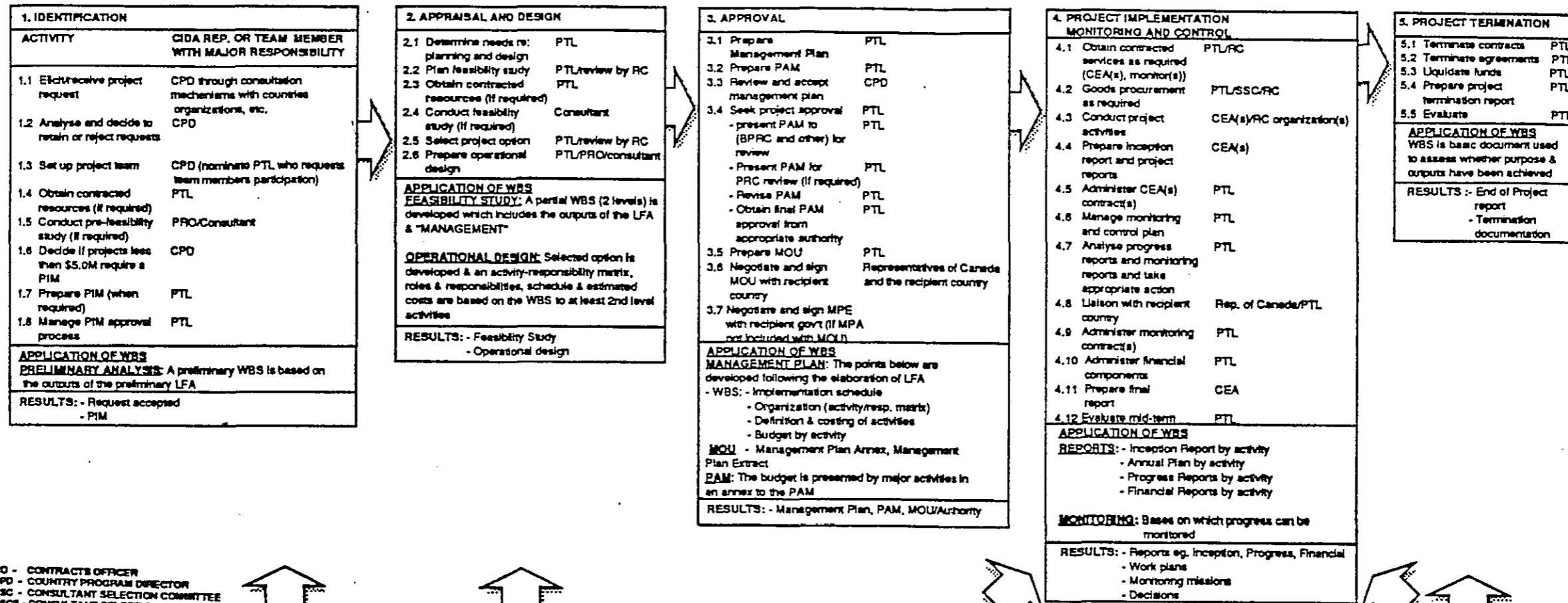
	1989-90	1990-91	1991-92
Fondation Jules et Paul-Émile Léger	4.10	4.65	4.60
Foster Parents Plan of Canada	4.87	5.30	4.50
Gestion Nord-Sud incorporée	0.30	0.58	0.32
Groupe Action Nord-Sud	0.26	0.31	0.39
Groupe d'appui et de développement institutionnel		0.30	1.20
Hope International Development Agency (Formerly Food for the Hungry/Canada)	1.43	1.29	1.26
Horizons of Friendship	0.86	0.85	0.94
Inter-Church Fund for International Development	2.22	2.75	1.90
International Child Care/Canada	0.48	0.56	0.30
International Defence and Aid Fund for Southern Africa	1.58	1.85	0.50
International Institute for Sustainable Development		1.00	1.00
Inter Pares	1.17	0.91	1.23
Jeunesse du monde	0.38	0.35	0.35
MATCH International Centre	0.51	0.45	0.49
Mennonite Brethren Missions/Services	0.63	0.31	0.48
Mennonite Central Committee of Canada	4.10	4.09	4.10
Mennonite Economic Development Association	0.84	0.83	0.88
Operation Eyesight Universal	1.93	1.13	1.73
OXFAM - Canada	1.90	2.06	2.56
OXFAM - Québec	1.51	1.20	1.36
Plenty Canada	0.68	0.69	0.44
Presbyterian Church in Canada	0.34	0.49	0.49
Prodeva f.i.c. Inc.	0.83	0.56	0.84
Pueblito Canada Incorporated	0.43	0.44	0.52
Salvation Army	1.02	1.19	0.93
Saskatchewan Agriculture	0.69	0.58	0.40
Saskatchewan Council for International Cooperation	0.48	0.53	0.60
Save a Family Plan	0.50	0.32	0.65
Save the Children Fund of British Columbia	0.46	0.53	0.42
Secours aux lâpreux	0.46	0.51	0.51
SIM Canada	0.43	0.43	0.45
South Asia Partnership	3.36	3.83	3.18
SOPAR-Limbour	0.43	0.50	0.49
UNICEF Canada*	4.89	4.90	
Unitarian Service Committee of Canada	1.61	1.11	2.02
United Church of Canada	1.24	1.54	1.32
World Relief Canada	0.86	1.15	1.00
World Vision of Canada	2.05	1.66	1.80
Wycliffe Bible Translators of Canada Inc.	0.52	0.42	0.53
YMCA	1.25	1.77	1.68
YWCA	0.31	0.12	0.26
<b>Total Assistance to Non-Governmental Organizations and Institutions (CIDA funds)</b>	<b>267.77</b>	<b>274.74</b>	<b>287.45</b>

\* For 1991-92, disbursements for the Canadian UNICEF Committee could not be separated from disbursements for UNICEF

- 1 Only those NGOs and NGOs receiving more than \$300,000, in any given year are listed. The figures primarily represent contributions through the NGO, ICDS, INGO, Public Participation and Management for Change programs.
- 2 Includes the contributions to the Canadian Foodgrains Bank (formerly the Mennonite Central Committee Food Bank) and the NGO skim milk powder program

Appendix D:

CIDA BILATERAL PROJECT MANAGEMENT CYCLE  
(COUNTRY TO COUNTRY PROJECTS)



- CO - CONTRACTS OFFICER
- CPD - COUNTRY PROGRAM DIRECTOR
- CSC - CONSULTANT SELECTION COMMITTEE
- CSCS - CONSULTANT SELECTION COMMITTEE SECRETARIAT
- EA - EXECUTING AGENCY
- MOU - MEMORANDUM OF UNDERSTANDING
- MPE - MANAGEMENT PLAN ANNEX
- PAM - PROJECT APPROVAL MEMORANDUM
- PIM - PROJECT IDENTIFICATION MEMORANDUM
- PRO - PRINCIPAL RESOURCE OFFICER
- PTL - PROJECT TEAM LEADER
- RC - RECIPIENT COUNTRY
- SSC - SUPPLY AND SERVICES CANADA
- VP - VICE PRESIDENT

**A. CONTRACTING PROCESS (For all stages) (Services) (Shown for contracts over \$100,000)**

A.1 Request for proposal	A.2 Proposal evaluation	A.3 Negotiation	A.4 Contract
A.1.1 Prepare TORs	A.2.1 Open proposals	A.3.1 Prepare negotiation strategy	A.4.1 Prepare draft
A.1.2 Identify evaluation criteria	A.2.2 Establish evaluation team	A.3.2 Approve negotiation strategy	A.4.2 Finalize TB
A.1.3 Prepare RFP	A.2.3 Evaluate proposals	A.3.3 Prepare draft plan	A.4.3 Submit TB
A.1.4 Prepare and approve list of firms	A.2.4 Submit recommendations to Minister	A.3.4 Carry out negotiation	A.4.4 Finalize contract(s)
A.1.5 Approve short list	A.2.5 Approve selection to Minister		A.4.5 Sign contract(s)
A.1.6 Issue RFP to short list(s)	A.2.6 Inform the selected CEA(s)		
	A.2.7 Notify recipient country the selected EA(s)		

**APPLICATION OF WBS TERMS OF REFERENCE:** The project description includes

- The WBS developed by CIDA
- The schedule which results from the WBS

**INSTRUCTIONS TO FIRMS:** The methodology presented by the firm must include

- a WBS, a network & a schedule
- a narrative section consistent with the WBS

The approach proposed by the firm for project management explains how the activities will be monitored & controlled

**RESULTS:** - Proposal call

**EVALUATION GRID:** the following elements are incorporated into the grid & points assigned to each

- WBS
- Network
- Description of activities
- Progress/financial reporting by activity
- Internal management system of firm

**PREPARATION OF DETAILED COSTING:** An activity sheet is prepared for each activity as well as a disbursement plan by activity

**DRAFT CONTRACT:** "Annex D: Statement of Services" & Budget by Activity reflect WBS

**NEGOTIATION STRATEGY:** CIDA reviews costs/resources by activity

**NEGOTIATION:** Costs/resources are negotiated by activity

**RESULTS:** - Recommendation to the Minister re: Consultant selection

**RESULTS:** - Draft contract

**RESULTS:** - Contract signed

**B. EVALUATION (Stages 4 & 5)**

B.1 Develop evaluation TORs	PTL, PRO and evaluation officer
B.2 Obtain contracted resources (as required)	PTL
B.3 Conduct field work	Evaluator(s)
B.4 Prepare report(s)	Evaluator(s)
B.5 Analyse reports and recommendations	PTL and program evaluation officer
B.6 Take necessary follow-up action	PTL

**APPLICATION OF WBS**  
WBS states activities on which analyses of results can be based. It defines expected outputs and permits comparison of actual achievements to planned results.

**RESULTS:** - Evaluation report



## Appendix E:

### Objectives of CIDA's Briefing Centre's Pre-Departure Training Program

Each pre-departure orientation program is designed to meet the particular needs of the persons being briefed, reflecting both the nature of the assignment and the country of posting. Specifically, it is designed to provide the participants with:

- an understanding of Canada's development philosophy and the objectives and policies that underlie CIDA's technical cooperation programs;
- information about the project and its role within the context of CIDA's development activities in the host country;
- information about the physical, political, and economic environment in the host country, and in the area of assignment in particular;
- knowledge and awareness of the culture and people of the host country and the cross-cultural realities of working in a foreign environment;
- an introduction to the major religions of the country;
- if applicable, an awareness of the importance of learning the local language to increase job effectiveness and better integrate the new community;
- an understanding of the process of transfer and exchange of skills and the factors which enhance professional effectiveness;
- an understanding of the process of adaptation and the importance of intercultural communication;
- increased awareness of the environmental implications of development;
- increased awareness of health conditions in the host country and the safeguards necessary to ensure good health for all family members;
- increased awareness of family life overseas and methods for coping and adjustment;
- information about administrative, financial, and other preparations required for the overseas sojourn;
- knowledge and awareness of the principles of women in development.

## Appendix F: An Outline for the Effective Selection of Personnel to Work on a CIDA Development Project

### 1. Job description

The Job Description must accurately describe the duties of the position, so that recruitment is based directly on the needs and context of the project.

As this description forms the basis of the entire recruitment process, it is advisable to budget for sufficient time and expertise to develop an accurate job description.

When duties are unclear, candidates should be told so.

Over the past five years, the most common problem identified in the course of project debriefings has been inaccurate or incomplete job descriptions. They contribute to unrealistic expectations, disappointment, morale problems, and reduced effectiveness.

### 2. Statement of qualifications

Based on the Job Description, the Statement of Qualifications describes, in point form, the training (academic or technical degrees and diplomas), work experience and language of work needed for the position. In addition it outlines the knowledge, abilities and personal suitability required. (See section 7 for more on these three factors.)

The requirements need to be realistic and practical, neither too restrictive nor too general, and the statement should be very clear with respect to the minimum necessary to qualify.

At this point, it may be necessary to consider other avenues, such as whether a national of the host country could perform some of the duties, or whether a long-term advisor could be supported in weak areas by short-term consultants.

### 3. Salary evaluation

Salaries are set based on the Job Description and the Statement of Qualifications.

### 4. Market search

The position should be well advertised within the company, in newspapers across the country, and through professional associations in order to collect a sufficient bank of candidates.

### 5. Selection of suitable candidates

A grid or chart is prepared, based on the Job Description and the Statement of Qualifications, in which precise values, such as points out of 100, are given to each qualification required, according to its relative importance. This grid will aid in comparing and evaluating the résumés of the various candidates, and to determine a cutoff point when a sufficient number of candidates has been found.

7 or 8 candidates for a position is ideal, since a number of them may not be available when contacted. At least 3 or 4 should be interviewed.

### 6. Preparation for interviews

During this time, the candidates are contacted, dates and times are set, and travel arrangements are made.

Prior to the interviews, each candidate is sent a Job Description, a Statement of Qualifications and a good description of living conditions in the country of assignment.

### 7. The interview questionnaire

Both the questions to be asked and the likely responses should be prepared in advance. The aim is to discern the candidate's knowledge, abilities and personal suitability.

Knowledge refers to the technical aspect of the position. It is measured by closed questions such as: "Can you name ...; How many ... are there; What are the factors which ...; Where can you find ...?" At least one question is prepared for each area of knowledge required.

Abilities are the candidate's skills and talents, often acquired through past work experience, such as the ability to manage, analyse, evaluate, advise, write and work in groups. Here, more open questions are used, such as "What is your opinion?; What would you do if ..."

Personal Suitability can mean the difference between succeeding or failing to apply one's knowledge and abilities once in the country of assignment. Special attention should be paid to these qualities, which are outlined in detail in section 2.5, Profile of the Effective Advisor.

The best way to discern them is through a personality survey administered by a qualified psychologist. However, in an interview many character traits can be revealed through open questions that encourage candidates to describe real behaviour and actual experiences, and relate their experience to the requirements of the job. In addition, throughout the interview, the interviewers will have the opportunity to observe whether the candidate displays good listening skills, a non-aggressive attitude, patience and tolerance.

### 8. The interview

During the interview, all interviewers should take notes to keep a detailed and accurate record for later evaluation.

The spouse is required to attend and participate in at least part of the interview, and is questioned regarding career, social involvement, interest in the host country, and so forth. During the interview, any indication of potential conflict with the requirements or limitations of living overseas should be noted.

### 9. Evaluation

After all the interviews for a position have been held, each interviewer individually awards points for each of the candidate's answers. These points are not final, but are used primarily to compare views.

The interviewers meet and discuss their evaluations, eventually reaching an agreement.

### 10. Reference check

At least three of the candidate's references should be checked. The use of a standard questionnaire delivered in writing or by telephone aids in comparing candidates and avoids over-general assessments. Questions requiring simple "yes" or "no" answers should be avoided. Referents should be encouraged to elaborate, and to support their statements with examples.

### 11. Interview report

This is a confidential document drawn up for each candidate summarizing the interviewers' evaluations and giving examples from the interview in support of their assessment, for future reference.

### 12. Decision

The candidates are ranked in order of qualification. All interviewed candidates are notified, in writing, of the decision. It is possible that no sufficiently qualified applicant can be found, in which case, a second search must be made.

### 13. Approval and hiring

Selection should culminate with the signing of a contract or written agreement between the executing agency and the individual stipulating the advisor's role, responsibilities, and duties, and the remuneration and benefits of the position.

Before signing a contract or making a final agreement with key project personnel such as a project manager, the executing agency should submit the name and résumé of the retained applicant to the CIDA Project Team Leader for approval and an in-depth security check. In some cases, approval of the host agency in the recipient country may also be required.

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