Partnerships with Canadians
Governance Program
Evaluation

2008 – 2012

FINAL REPORT

NOVEMBER 2013

Canada

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List of Acronyms and Abbreviations

CARICOM	Caribbean Community
CIDA	Canadian International Development Agency
DAC	Development Assistance Committee (of OECD)
DFAIT	Department of Foreign Affairs and International Trade
DFATD	Foreign Affairs, Trade and Development Canada
OAS	Organization of American States
OECD	Organization for Economic Cooperation and Development
PWCB	Partnerships with Canadians Branch
RBM	Results Based Management

Executive Summary

Background

Foreign Affairs, Trade and Development Canada (DFATD)[*] advances Canada's commitment to freedom, human rights and rule of law through support to strengthening both the democratic institutions of states, and citizen and civil society participation. The Partnerships with Canadians Branch (PWCB) engages with Canadian organizations to support programming in five key areas: 1) Governance; 2) Economic Growth and Environmental Sustainability; 3) Human Development; 4) Engaging Canadians; and, 5) Knowledge Creation and Sharing.

Objectives

The objectives of this evaluation of PWCB's Governance Program are:

- to examine the results achieved by the PWCB Governance Program from 2008-2009 to 2011-2012 relative to the objectives articulated in planning documents;
- to assess the PWCB Governance Program's overall performance in achieving these results; and
- to document findings, conclusions and recommendations to improve performance.

Methodology

This evaluation covers a program comprised of 77 governance projects in 81 countries with recorded disbursements of approximately $170 million between 2008-2009 and 2011-2012. They pre-date the introduction of the call for proposals process, which was introduced in late 2010. Using a representative sample of 42 projects, the PWCB governance program was assessed according to eight criteria: 1) relevance, 2) effectiveness, 3) sustainability, 4) gender, 5) environmental sustainability, 6) coherence, 7) efficiency, and 8) performance management. The criteria, questions and indicators are detailed in the evaluation matrix (Appendix B).

The evaluation reviewed the program's progress towards achieving the four "Elements of Democratic Governance:"[1] Accountable Public Institutions, Freedom and Democracy, Human Rights, and Rule of Law. Evaluation methods included review of past project evaluations and project-performance documents, interviews with CIDA officers, interviews with Canadian partners, and a case study of PWCB governance program activities in Tanzania.

Findings

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[*] In June 2013, the Department of Foreign Affairs and International Trade (DFAIT) and the Canadian International Development Agency (CIDA) were amalgamated into Foreign Affairs, Trade and Development Canada (DFATD).   This evaluation was conducted prior to the creation of the new department and covers a period (2008-2012) during which Canada's development assistance was primarily delivered through CIDA. Therefore, this report refers to 'CIDA' throughout.

Findings for each of the eight criteria are as follows:

Relevance – Overall, the PWCB governance program is very relevant in responding to beneficiaries' needs, especially when Canadian partners have developed a collaborative and mutually respectful relationship with their host country partners. With only a few exceptions, the needs of local partners and beneficiaries were well integrated into projects. The governance program is characterized by substantial stakeholder involvement, including local government partners, service-delivery agencies, civil-society organizations and private-sector partners.

Effectiveness – Governance projects are mostly concentrated at the community and local government levels. Relatively fewer outcomes were targeted or achieved at the national government level. The most successful outcomes are in promoting freedom and democracy and building accountable public institutions. There was less program activities and fewer outcomes in the areas of human rights and the rule of law. Successful partner models feature mutually agreed-upon outcomes, focus on a specific area of intervention, and involve a wide range of stakeholders. Local partners have valuable cultural and local knowledge of the governance realities on the ground, which enable them to identify interventions that are most likely to work in the specific context.

Sustainability – Projects are more likely to be sustainable when benefiting from local ownership and embedded capacity building within partner institutions. Techniques that contribute to sustainability include rooting learning within strengthened partners' offices; "train-the-trainer" programs including extensive mentoring; building national and regional networks using alumni; and, ensuring that projects have exit plans. Many Canadian partners are very effective in building long-term relationships with partner organizations, but are less effective in working with local partners to design an exit strategy to ensure the sustainability of results after CIDA funding ends.

Gender Equality – Projects demonstrated mixed use of gender analysis tools, mixed levels of integration of gender into policy frameworks and mixed reporting of gender results. Projects that integrated gender into planning and management reported significant achievements in gender equality for all three objectives of CIDA's Gender Equality Policy. Beyond the effective use of gender tools to collect and report on data, there was a positive correlation between the projects' relevance to the local context and local needs of beneficiaries and the achievement of gender equality outcomes.

Environment – Most projects did not require an environmental assessment because they did not focus on environmental issues. For those that did have anticipated environmental impacts, most Canadian partners prepared very complete Environmental Assessments. A few Canadian partners need to build capacity in environmental assessment especially for local partners.

Coherence – There is little coordination or harmonization of PWCB projects either with CIDA-supported projects and/or with relevant national and donor supported governance projects. There are some good examples of coordination at the regional level. There are opportunities for coordinating governance program activities among partners at the country level.

Efficiency – Large Canadian partners are decreasing their administrative overhead due to diversified sources of funding and economies of scale, whereas mid-sized or small non-governmental organizations find it difficult to absorb administrative costs. Small partners also have difficulty raising the amount of revenue required by PWCB's new cost-sharing model. The absence of early notice of when calls for proposals are released makes it difficult for Canadian partners of all sizes to do long term planning and maintain their long-term partnerships with host country partners or maintain consistency in program activities.

Performance Management – Many Canadian partners use Results-Based Management (RBM) tools and other techniques to monitor their own performance. The PWCB governance program's absence of an agreed logic model, performance measurement framework and performance monitoring strategy made the strategic management of the program more difficult. (This must however be understood in the context of several changes to the program's place in CIDA's organisational structure during the review period.) While monitoring and evaluation coverage can be considered adequate, the evaluation did not find evidence that a risk based monitoring strategy underlies conduct of these activities.

Conclusions

This evaluation draws the following conclusions:

1. **Relevance** – The PWCB Governance Program is highly relevant to locally identified needs and priorities. Relevance is facilitated through trusting relationships between Canadian organizations and their local counterparts in developing countries.

2. **Effectiveness** – PWCB partners demonstrated positive achievements in building accountable public institutions and promoting freedom and democracy. Most governance projects target local and community level issues, with relatively fewer interventions targeting national level issues. Less program activities and fewer achievements were found in the areas of human rights and promoting the rule of law.

3. **Sustainability** – PWCB's Canadian partners generally have strong relationships with partners on the ground, contributing significantly to local ownership. Nonetheless, projects generally do not have exit plans for when CIDA funding ends. It should be noted that the longer time frames needed to achieve governance results, and the limited duration of project funding, pose particular challenges to sustainability.

4. **Gender Equality** – Projects that were more attuned to local needs and context displayed greater success in gender equality. However, most governance projects did not integrate gender equality throughout program activities.

5. **Environment** – Most governance projects did not address environmental issues. Capacity building in environmental assessment would benefit the partners whose projects do have environmental implications.

6. **Coherence** – Most PWCB partners do not coordinate their governance activities with other organizations, although they are very interested in doing so. Harmonization could add substantial value to existing investments, as PWCB partners could leverage their local efforts through countrywide coordination.

7. Efficiency – Smaller organisations had difficulty finding economies of scale and meeting CIDA's matching fund requirements.

8. **Performance Management** – Canadian partners use performance-measurement to inform decision-making. The PWCB governance program does not have finalized results-based management tools for the program as a whole.

Recommendations

The following recommendations are intended to strengthen the PWCB governance program:

1. **Coherence and Effectiveness** - For improved effectiveness, and where appropriate, small project initiatives with communities and local government should be linked with national governments to amplify results. PWCB and CIDA field staff should facilitate connections among PWCB partners, bilateral and other donors' projects in specific countries and regions.

2. **Sustainability and Exit Strategies** - PWCB should encourage and support partners in developing exit strategies for when project funding ends, to ensure the sustainability of results. Since achieving results in governance sometimes requires long and uncertain timeframes, allowing flexibility to extend or increase support to projects that demonstrate exceptional potential should be considered.

3. **Gender Equality** - To improve gender data collection and outcomes, PWCB should encourage training for Canadian partners on gender equality tools and analysis. Along with meaningful consultation, PWCB should require partners and projects to demonstrate systematic gender analysis throughout project planning and implementation**.**

4. **Performance Management -** PWCB should finalize the Governance Program Performance Management Strategy, including a logic model, a performance measurement framework, and a risk based monitoring strategy.

1.0 Introduction

1.1 Evaluation Purpose and Objectives

Canada supports democracy-building efforts in many developing countries, especially through improved governance. CIDA advances Canada's commitment to freedom, human rights and rule of law through support to strengthening of democratic institutions of states, and citizen and civil society participation. Through its Partnerships with Canadians Branch (PWCB), CIDA conducts programming in five key areas: (1) Governance; (2) Economic Growth and Environmental Sustainability; (3) Human Development; (4) Engaging Canadians; and, (5) Knowledge Creation and Sharing.

This evaluation of PWCB's Governance Program has a learning and accountability purpose, namely:

- to provide Canadians, Parliamentarians, Ministers, central agencies and deputy-heads with a neutral, evidence-based assessment of program performance; and

- to support policy and program improvements by helping to identify best practices.

The objectives of this evaluation are:

- to examine the results achieved by the PWCB Governance Program between 2008-2009 and 2011-2012 relative to the objectives articulated in planning documents;

- to assess the PWCB Governance Program's overall performance in achieving these results (based on relevance, effectiveness, sustainability, crosscutting themes, coherence, efficiency, management principles, and performance management); and,

- to document and disseminate findings and conclusions and formulate recommendations to improve performance.

1.2 Methods

The PWCB governance program was assessed according to eight criteria, namely: 1) relevance; 2) effectiveness; 3) sustainability; the crosscutting themes of 4) gender and 5) environmental sustainability; 6) coherence; 7) efficiency; and 8) performance management. The criteria, questions and indicators are detailed in the attached evaluation matrix (Appendix B).

The governance program moved three times within CIDA's organizational structure during a relatively short period, posing management challenges. Although the PWCB Governance Program had two logic models developed, neither had received official approval. It was therefore difficult to determine which goals or objectives the program's performance should be assessed against. Thus, the evaluation reviewed the program's progress towards achieving the four "Elements of Democratic Governance," which are Accountable Public Institutions, Freedom

and Democracy, Human Rights, and Rule of Law.[2] The evaluation methods included document review of past project evaluations and additional performance and project documentation, interviews with CIDA officers and Canadian partners, and a country case study of governance program activities. Tanzania was selected for the governance case study due to its concentration of past and ongoing governance projects. In addition to project-level information, program-level data was gathered through both interviews with PWCB staff and Canadian partners, and review and analysis of program-level documents. These were used to develop this report's high-level findings, conclusions and recommendations. Additional information on the methods used in this evaluation is found in Appendix B.

1.3 Description of Sample

This evaluation covers 77 governance projects in 81 countries with recorded disbursements of approximately $170 million between 2008-2009 and 2011-2012. These projects were funded through PWCB's former partnership funding mechanism for trusted Canadian organizations, and thus they pre-date the introduction of the call for proposals process in late 2010.

A review of the governance program statistical profile data, evaluation reports and other reference documents was conducted to develop a solid sampling framework. Given the degree of variability of partners, a randomly selected sample might have left out key investments, disproportionately misrepresenting different-sized partners and diminishing the usefulness of the evaluation. Therefore, a representative sample of 42 projects, based on the statistical profile of the governance program, was used for the evaluation. Appendix C contains further details regarding the evaluation universe and sample.

1.4 Evaluation Challenges and Limitations

This evaluation was challenged by the absence of a finalized program logic model. The program's effectiveness was therefore evaluated against its progress towards the four elements of governance described above. As well, there was limited baseline data. As a mitigation measure, the results of CIDA's prior governance evaluation published in 2008, which aligns with the beginning of the period covered by this evaluation (2008 – 2012), were used to benchmark CIDA's governance programming at the beginning of the evaluation period.

Due to budgetary limitations, the evaluation included only one field mission to one country (Tanzania). However, this limitation was mitigated by the inclusion of other evaluative information from projects in the sample, all of which included field visits in their methods.

2.0 Program Context

2.1   Governance Programming in CIDA

Governance has been a priority for CIDA for over 20 years. In 1996, the Agency released its *Policy on Human Rights, Democratization and Good Governance*.[3] The policy had several goals including strengthening civil society, strengthening the public sector and democratic institutions, promoting human rights, and supporting the rule of law. Since 1996, CIDA has disbursed $4 billion dollars to initiatives coded as "governance programming."

In 2006, CIDA's governance programming was brought together in the new Office for Democratic Governance. This unit led the Agency's work in governance programming and establishing partnerships with experts, organizations, and other government departments working in the governance sector. In 2009, this unit was closed and the program moved first to the Multilateral and Global Programs Branch and subsequently to PWCB. Thus, the program moved three times within a relatively short period, challenging its administration and reporting functions to adapt to different areas of the Agency's Program Activity Architecture.

In 2007, following the *Standing Committee on Foreign Affairs Report on Advancing Canada's role in International Support for Democratic Governance*, the Government responded with support for governance programming through the introduction of an "integrated approach." This was described as "an innovative approach to democracy support that pays attention to local realities, and is coordinated through various actors, accounts for results and learns from past experience."[4] This was intended to tailor governance policies and programs to on-the-ground realities in developing countries.

In 2008, CIDA published a comprehensive review of its governance programming.   The main conclusions were as follows:

- The Agency's performance in management and delivery of governance programs had been ineffective. The 1996 Governance Policy was highly regarded inside and outside the Agency but there had been an enormous gap between policy and implementation;

- CIDA had lacked the capacity to implement its own policy, to undertake high-quality work and learn from experience; and

- CIDA had not adjusted its operational structures, support systems, knowledge-sharing practices, project delivery or performance measurement tools, to enable it to respond to existing requirements, let alone new challenges. These difficulties had been compounded by a lack of clarity in internal accountabilities for managing governance as a sector or theme.[5]

The 2008 review provides historical context for the present evaluation. It also summarizes the state of affairs for governance programming across the Agency, providing a good indication of governance programming in that period. Given that the present evaluation covers 2008–2012, the prior review serves as a benchmark of governance programming at the start of the evaluation period.

In 2009, the Government of Canada announced its five priorities for international assistance, one of which was advancing democracy. At the same time, the Government announced that governance would be a crosscutting theme to be considered in the development of its programs. An Agency-wide policy framework is currently being developed to guide programming in both advancing democracy and the integration of governance as a crosscutting theme. This policy framework will update the 1996 *Policy on Human Rights, Democratization and Good Governance*.

2.2   PWCB Governance Program

PWCB supports projects and programs that are designed and implemented by Canadian and international partner organizations in co-operation with their local counterparts in developing countries. PWCB also engages Canadians and builds knowledge about international development. In addition, it supports governance activities carried out by international nongovernmental organizations and multilateral agencies. The PWCB Governance Program is responsive in nature, working within the parameters of partner organizations' existing capacity and projects.

For several years, PWCB provided either core or project funding to trusted Canadian partner organizations carrying out governance program activities in developing countries, and it is from this period that the project sample evaluated in this report is drawn. In 2010, the partnership modernization framework introduced a call for proposals process, moving away from a continuous intake of unsolicited proposals, in order to provide equal access to information about funding opportunities for all potential partners. This process ensures that the most meritorious projects are selected for the most effective development results. The PWCB modernization restructured program activities into two overarching programs: "Partners for Development" and "Global Citizens." The governance program falls under "Partners for Development." However, projects emerging from this new process do not form part of the sample evaluated in this report.

2.2.1 Governance Projects and Spending

Between 2008-2009 and 2011-2012, the PWCB governance program disbursed $170 million across 77 projects. Table 1 provides basic data on PWCB's governance program in this period.

Table 1: PWCB Governance Program – Annual number of projects and disbursements

	2008-2009	2009-2010	2010-2011	2011-2012	Total (cumulative)
# of projects	36	53	49	50	77
Disbursements	$ 38,833,801	$ 42,130,303	$ 41,867,113	$ 47,761,667	$ 170,592,884
Mean	$ 1,078,717	$ 794,911	$ 854,431	$ 955,233	$ 2,215,492
Median	$ 517,283	$ 400,000	$ 600,000	$ 446,621	$ 1,200,000

Data provided by Chief Financial Officer Branch, as of 2012-06-20

Annual program spending ranged from a low of $38.8 million in 2008-2009 to a high of $47.8 million in 2011-2012. Overall, there were 77 projects during the period, although at any given time, the number of operational projects was in the range of 40-50. The average spending per project is quite high, nearly a million dollars in most years. However, a few large projects with large disbursements skew the averages considerably. A better indication of the typical project size is represented by the median figures, which gives the midpoint at which half the projects have higher disbursements and half the projects have lower disbursements. Most partners received total funding of less than $5 million with just a few agencies exceeding that figure. In total, 20 executing agencies account for approximately 82% of the total expenditures by the governance program and 45% of the number of projects.

2.2.2 Geographic Distribution

The governance program includes projects in 81 countries, in every region of the world. Figure 1 displays the geographic distribution of the projects.

Figure 1: Geographic Distribution of Governance Projects (percentage)
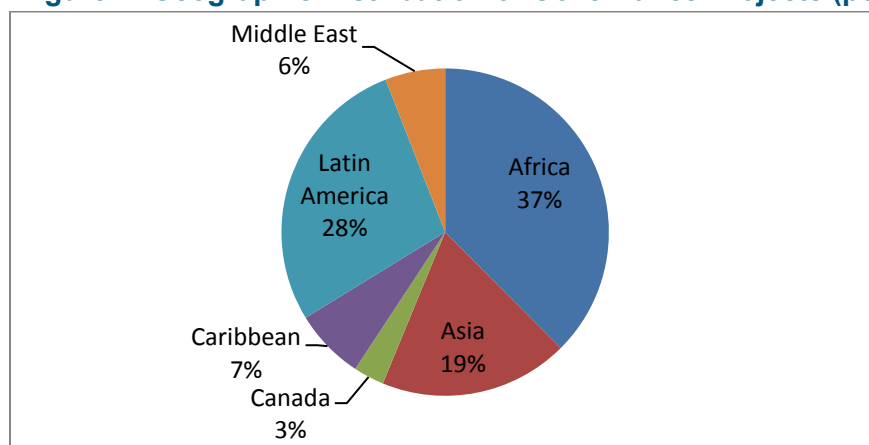
Data provided by Chief Financial Officer Branch, as of 2012-06-20

Over a third (37%) of the governance projects were in Africa, while just under a third (28%) were carried out in Latin America. Programming in Asia accounts for 19% of the portfolio, with smaller percentages allocated to projects in the Caribbean (7%), the Middle East (6%) and Canada (3%). Many countries have just one or two projects, although a few countries have a small concentration of governance projects (three to five), such as Tanzania and Bolivia.

2.2.3 Governance Program Focus

PWCB's governance program is focused around the 2006 *Democratic Governance Statement*, which states:

> Democratic governance is essential for poverty reduction and long-term sustainable development. CIDA's work in this area aims to make states more effective in tackling poverty by enhancing the degree to which all people, particularly the poor and the marginalized, can influence policy and improve their livelihoods.[6]

3.0 Findings - Development Results

3.1 Relevance

3.1.1. PWCB governance projects are responding to locally identified needs and priorities

In almost all sampled projects (93%), program activities respond well to locally identified needs and priorities through active participation of local partners from design to implementation. The Federation of Canadian Municipalities demonstrates this high degree of relevance in its successful approach:

> The design of our PWCB programming is demand-driven, with our local partners involved from the very start in defining local needs, priorities and requirements, and our national level coordinating partners ensuring this is aligned with national level poverty reduction strategies… We work with our partners to select local interventions that can help model implementation approaches, provide good governance models and get other planned results such as those related to sustainable economic growth.[7]

Many respondents highlighted that Canada needs to be relevant and responsive to local needs. Program planning must be a joint effort between local and Canadian partners based on a shared strategic vision that encourages creative approaches. Thus, local and Canadian partners should use a systemic approach to support development in their sector, thematic area and/or location in a country or region. The evidence indicates that projects have a higher likelihood of effecting change in local governance structures and systems when creating or seeking alignment between the beliefs and vision of community organizations and the objectives and plans of local and/or regional governments. For example, in the Tanzania case study (Appendix E), the Executive Director of a local partner (working with CIDA's partner Oxfam) and the local District Commissioner held a joint event where young people participated in role-playing

exercise on gender based violence before an audience of more than 100 people. Many levels of partnership were involved and worked together to realize the event, including beneficiaries, a local Tanzanian community organization, local government officials, and the Canadian partner.

Projects in areas such as election monitoring were also highly relevant to local needs and priorities. With respect to the monitoring of the election in Haiti, the evaluation of that project concluded:

> There is absolutely no doubt in the minds of most of the stakeholders met with or interviewed, or those who completed the questionnaire, that the JEOM [Joint Electoral Observation Mission] in Haiti was highly relevant. This sentiment cut across various stakeholder categories, to include Haitian government and non-government organizations, multilateral and bilateral organizations, and representatives and observers from 10 different countries. The presence of the OAS, that of the CARICOM, and the support of the international community, including the MINUSTAH [United Nations Mission for Stabilization in Haiti], made the elections a success.[8]

3.1.2. Most projects have local ownership and align with government priorities

In terms of aid effectiveness principles, such as those reflected in the Paris Declaration, the evaluation evidence indicates that most local partners do take ownership of projects. For example, a local Oxfam partner in Tanzania is working with local government officials, ensuring that the project aligns with government plans (Appendix E).

The Inter Pares program demonstrates alignment between Canadian and local partners, according to aid effectiveness principles. Inter Pares' approach was described as follows:

> Inter Pares' approach to strategic thinking and program design, based on reciprocal learning between Northern and Southern organizations, exemplifies the spirit of inclusive and effective partnerships, highlighted in policy statements such as CIDA's *Strengthening Aid Effectiveness* and the Accra Agenda. Inter Pares' practice of accompaniment with its principal Latin American counterpart echoes its program design in Africa: a readiness to align its own contribution to the priorities of its counterparts, while joining them in strategic thinking about organizational and program directions. This approach exemplifies key principles in the aid effectiveness agenda: strong partnerships, southern leadership and ownership, program-based funding, co-ordination.[9]

3.1.3. Most Canadian organizations effectively consult with their developing country partners

The evaluation evidence indicates that, in most cases, local partners agree that they have been well consulted and involved throughout proposal development and project implementation. The importance of consultation cannot be overstated. For example, the Canadian Urban Institute Project evaluation stated:

> Program and project activities . . . were designed in complete collaboration with partner organizations and appropriately reflected their needs and contextual environment. Program design was found to be entirely collaborative with partner organizations having a high level of input . . . . The results generated . . . were extremely relevant. Every partner organization interviewed by this Evaluation commented that their mutually positive and respectful relationships . . . were the primary reason for success . . . This was a credit to the ability of Canadian Urban Institute and its personnel to cultivate and foster a constructive rapport for program work which . . . is a key indicator of success.[10]

This type of partnership requires trusting cross-cultural relationships. All lines of evidence indicate that nurturing these relationships requires significant time. Time was frequently cited as very important to building successful partnerships in which all parties are fully engaged in achieving long-term goals.

Most of PWCB's Canadian partners have a long history of working with their local partners. Project planning typically involves both Canadian and local partners throughout all stages of the proposal process. However, there were a few examples, especially in newer partnership arrangements, where local partners were not involved early in the design phase or continuously throughout implementation. This often resulted in these projects not completing activities that the local partners did not support (for example, in gender awareness) and/or not providing support to external missions. In these examples, attempts by the Canadian partner to engage in consultation with the local partner often started later in the process and in some cases were token in nature.

Local partners must be fully engaged in the planning process. Without this engagement, they are unlikely to see the relevance of a project. This is instructive since, without full buy-in, local partners are unlikely to carry out the activities intended to produce relevant results. Similarly, local partners know about the legal and administrative frameworks, impediments, and capacity constraints that are key to achieving governance results in their context. Involving local partners fully in the needs assessment, strategy and proposal writing from the outset is essential to identifying risks and corresponding mitigation strategies.

KEY FINDINGS – RELEVANCE

- Nearly all sampled projects demonstrate good relevance to locally identified governance issues.

- Where local partners have been fully involved from the earliest point in the project planning process, there is higher likelihood of successful implementation.

- Successful projects feature mutually respectful relationships in which Canadian and local partners openly discuss strategic concerns regarding the relevance of programming.

3.2 Effectiveness

PWCB's partnership approach relies on Canadian and local partner organizations to achieve governance results. The program's effectiveness was assessed according to the four elements of democratic governance: Accountable Public Institutions, Freedom and Democracy, Human Rights and Rule of Law. Effectiveness is also considered in relation to the achievement of planned outcomes demonstrated by different models of partnership and the unique contributions made by non-governmental organizations in the area of governance.

3.2.1. PWCB partners are helping to build accountable public institutions

Program activities in the area of Accountable Public Institutions is oriented towards five desired outcomes: 1) enhanced transparency and anti-corruption, 2) financial and economic management, 3) improved service delivery, 4) policy coordination, and 5) strengthened audit, statistical capacity and human resource management. These five areas are reviewed below.

The first expected outcome is **enhanced transparency and anti-corruption**. Transparency International was successful in its anti-corruption work, specifically in building the capacity of national chapters. In addition, the Network for Integrity in Reconstruction successfully worked with community organizations to build local capacity in monitoring reconstruction projects and disseminating information about corruption.[11] Transparency was also an outcome realized by the Canadian Comprehensive Audit Foundation's Legislative Audit Assistance Program, which increased the number and quality of value-for-money audits performed by participating Supreme Audit Institutions and improved capacity to conduct the four phases of performance audits.[12] Improvement in the quality of performance audits by the local partner National Audit Office of Tanzania was also highlighted by the Swedish National Audit Office naming Tanzania's 2010 audit on maternal health as "one of the two best performance audits in the region."[13]

Several Canadian partners conducted programs designed to improve **financial and economic management**. Once again, project evaluations noted that several projects reported outcome achievements in this area. The final evaluation of the Canadian Urban Institute Partnership program noted that:

> There are projects within the IUPP [International Urban Partnership Program] that may easily be seen as having a direct measurable impact on poverty reduction. These, in the context of the Philippines, are the establishment, once again through Canadian Urban Institute support, of the tourist projects in Guisi and Salvacion. There, the evaluation was able to speak directly to community members who provided many examples as to how the projects had directly raised the economic level of individuals (and the larger community) by providing them with new livelihood opportunities....[International Urban Partnership Program] activities leading to poverty reduction were easy to see.[14]

Despite the generally positive results, several projects faced challenges to achieving outcomes. Explanations given include differences among partners and regions, limited possibilities for

South-South synergy, and a lack of coherence and strategic focus on root causes of inequalities.

In **promoting policy coordination**, outcome achievements are less notable. While most projects have documented their activities, there is little evidence of specific outcome level results. No examples were identified in the project evaluation reports. In the interviews in Tanzania, the policy success of Sustainable Cities International in getting the program "Urban Agriculture" in Dar es Salaam approved by municipal government authorities is noteworthy and has resulted in the start-up of actual urban agriculture projects. However, this success appears to be an isolated example.

Expected outcomes for **strengthening audit, statistical capacity and human resource management** have suffered due to partners' lack of political or management will and/or insufficient human resource capacity to support audits and statistical analysis. Other constraining issues include inefficient human resource management practices, human resource gaps in management and technical capacity in these specific skill areas, and lack of core funding or sufficient funding to motivate staff and pay for programs. Notwithstanding these challenges, projects have achieved some limited outcomes in building capacity of auditors (Canadian Comprehensive Audit Foundation), supporting audit of election and tabulation of results (OAS), tracking urban indicators and statistics (Canadian Urban Institute), and improving local capacity in strengthening civil society and peace building (Alternatives).

Overall, these examples highlight tangible achievements in building accountable public institutions by CIDA's Canadian partners and their local partners around the world, some of which have already achieved outcome-level results, and some requiring additional time to achieve outcome-level results.

3.2.2. Outcomes are being achieved in building freedom and democracy

The second pillar of PWCB's governance program is support for Freedom and Democracy. Two outcome areas fall within this area, namely 1) building open and accountable political systems, and 2) promotion and use of public media.

The outcome area of **building open and accountable political systems** consists of support in a number of areas: electoral, legislative assistance, decentralization, federalism and local government, political parties and competition. More than 15 projects documented significant outcomes in progress reports and evaluations. These projects include:

- Canadian Comprehensive Audit Foundation (audit legislation);

- Institute of Public Administration of Canada – Mécanisme de Déploiements pour le Développement Démocratique (new policies, legal instruments, strengthened systems etc.);

- Centre for International Governance Innovation - Local Initiatives Support (building linkages between community organizations and governments);

- Federation of Canadian Municipalities (municipal government capacity building);

- Canadian Bar Association – Strengthening Access to Justice (legislation on juvenile justice);

- Canadian Urban Institute Partnerships Program (increased multi-stakeholder participation in local governance and capacity);

- Sustainable Cities (new collaborative governance model linking citizens and municipal decision makers);

- Inter-Parliamentary Union (use of toolkit by parliaments); and

- SalvAide (strengthened social organizations).

One notable project is the OAS Electoral Observation Mission in Haiti. The evaluation concluded that it "exceeded expectations" and "was effective and achieved the objective of contributing greatly to the integrity, impartiality, transparency and reliability of the electoral process."[15]

For the second outcome of this area, creating a democratic environment focussed on the **use of public media**, outcomes were evident from Rights and Democracy, Inter Pares, CIVICUS, Alternatives, and Sustainable Cities. A particularly effective project in this area is the Journalists for Human Rights in Sierra Leone, which helped build a stronger and more independent local media that focused on good governance and human rights. The project trained more people than planned, including one third of the editors, media outlets and journalists in the country. As a result, media programs on good governance and human rights are now available to 85% of the people in Sierra Leone.

3.2.3. Some evidence of achievements in the area of human rights

Program activities in human rights includes two outcome areas: 1) protecting the rights of women, children and marginalized groups and 2) strengthening of formal human rights institutions and mechanisms.

In contrast to the above areas of governance, human rights program activities has achieved fewer significant outcome level successes. Challenges to producing outcomes in the area of **rights of women, children and marginalized groups** included a lack of rights-awareness among many of these groups. In addition, a marked lack of empowerment, combined with governments that do not support the establishment of human rights commissions, leaves the rights of women and children and/or migrant workers under constant threat. Thus, many projects have not yet achieved outcome-level results in this area. Indeed, project reports in this area narrate successful activities and outputs but, given the time it takes to achieve human rights outcomes, there were fewer tangible outcome achievements.

Despite this, several projects are moving towards outcome level achievements. For example, the evaluation of Alternatives emphasized that training activities achieved their immediate results (outputs), and the cumulative effect of these outputs generated increased awareness of human rights within the local communities (outcome). Similarly, the Centre for International Governance Innovation Local Initiatives Project reported contributing to a policy result, which

segregated minor offenders (12-16 years old) from adult offenders, in line with the United Nations Committee on the Rights of the Child. They achieved an agreement between government and civil society, a particular challenge in the area of human rights in Central Asia.

Similarly, progress is being made towards **strengthening formal human rights institutions and mechanisms**. Trust is critical in this area, given that civil society organizations lead these programs and formal human rights institutions are often government-supported organizations. Among projects intended to protect and promote human rights in general and/or the rights of women and children or migrant workers in particular, Co-Development Canada was particularly effective at policy level contributions to laws on equal opportunity. Their project also supported dramatically increasing numbers of labour mediation cases, and special initiatives were taken to integrate women into all activities.

Similarly, the Equitas program achieved good results from their annual human rights training program and their multileveled follow-up. This program and its alumni created a platform upon which long-term outcomes in human rights can be realized by civil society. The participative approach also has long-term benefits. Equitas' human rights training program has a strong reputation and receives three to four times the number of applicants that it can accept annually. It also provides networking opportunities for civil society leaders. Programs like this, which influence a wide array of civil society organizations, have a much larger influence than just the training. They introduce people to each other and help build international networks, which link the work of human rights organizations nationally, regionally and internationally.

3.2.4. *Limited program activities in strengthening the rule of law*

Two outcome areas are related to strengthening the rule of law: 1) advancing public legal education and engagement; and 2) promoting predictable, impartial, accessible, timely, and effective legal systems.

Very few projects were aimed at advancing **public legal education and engagement**. The two projects managed by the International Institute for Child Rights and Development (the "Child Protection Partnership" project in Thailand and Brazil and "Building National Child Protection" project in Colombia) are notable because they both achieved outcomes on improving public legal education and engagement, particularly with the police in all three countries. In these projects, over 50,000 children have been better protected from violence and exploitation through information and communication technologies. These projects demonstrate how numerous and varied stakeholders need to be involved in order to institutionalize gains that protect children from violence and exploitation. Challenges in these projects, and others in the area, include rapid turnover in police services and governments, the need to continuously engage new institutional leaders, and the longer timeframes needed to realize institutional change.

Promoting predictable, impartial, accessible, timely, and effective legal systems is the second outcome area. The final evaluation of the Canadian Bar Association's "Strengthening Access to Justice" project concluded that the project "has made a significant contribution by injecting resources and guidance into support for collaborative activities. In terms of the indicators provided, and in a broader sense, there is little doubt that this result is being

achieved."[16] The evaluation report also concluded that the project facilitated access to justice by "bringing together a range of stakeholders with often competing agendas and interests. The results achieved in two years are a very creditable return on the investment of resources and imagination."[17] This finding was evident in Tanzania, where one of the stakeholders reflected:

> Accountability, volunteering and openness are the words that come to mind. The most significant achievement was watching the transformation of end-beneficiaries who took on advocacy for the change in law, promotion of legal aid, participation in training and advocacy for change in their communities. They seemed to have moved from victims to survivors.[18]

The evaluation concluded that it was not easy to achieve tangible outcomes in projects like this because of challenges such as institutional rivalries and an absence of a culture of cooperation. In addition, a lack of support from the legal system, and frequent personnel turnover at every level of many country systems, also impedes progress.

The present evaluation found no other evidence of significant outcomes to support informal legal practices that respect human rights and support independent and non-discriminatory judicial systems. Projects that focussed on alternative dispute resolution and transitional justice were not evident in the sample of projects.   This gap should be addressed in future governance program activities.

3.2.5. Outcome achievements demonstrated by different models of partnership

In addition to the four elements of democratic governance, effectiveness was also considered according to different models of partnership.

Non-governmental organizations are effective catalysts for social change when the partnerships are deep, and the partners are working together to achieve mutually agreed outcomes. A representative comment from one CIDA interviewee was that "Models that bring North-South, South-South and grassroots together in partnerships to work with and/or influence governments are best."[19] This was echoed by Tanzanian stakeholders working on all six governance projects reviewed by the evaluation. Specifically, four of those projects work with small local organizations that carry out activities and/or demonstration projects representing varying partnership models (such as service delivery, self-help, etc).[20] In terms of effectiveness, the organizations that achieve their targeted outcomes are usually those that have a specific focus (i.e. municipal governance) and involve a large number of diverse stakeholders from the grassroots to political level.

In the sample of 42 projects, many focus on working with local non-governmental organizations at the municipal or community level of governance and some focus on more traditional governance projects that link Canadian sector expert technical assistance with parallel organizations in partner countries . These projects are different and work to build national and/or regional capacity across the four elements of Democratic Governance. As described in

the next section, some projects are linked at many levels, which is ideal in governance program activities.

3.2.6. *Non-governmental organizations make unique contributions in the area of governance*

This section considers the unique contributions of non-governmental organizations to effective governance programming. Many Canadian non-governmental organizations provide unique value by assisting local counterparts to develop their capacity to address local governance issues. PWCB officers emphasized that local non-governmental organizations are close to the ground and know the cultural context and governance reality. Understanding the needs in their community allows local organizations to cut across many layers of society and get more people involved. While benefitting from assistance from the Canadian partner, the local partners are most able to produce the real changes on the ground.

For example, the Association for the Development of El Salvador , which has been a local partner for over 25 years, demonstrates the special value of non-governmental organizations. It was created to address the post-conflict challenges of resettling displaced residents returning to rebuild their communities and cultivate their lands. Building on local understanding of their communities, the Association evolved into a strong leader in social justice and democracy promotion, corroborated by its Canadian partner SalvAide. One outcome was the creation of multi-stakeholder assemblies in municipalities, which included women, youth, and other marginalized voices.

Another unique example is the approach used by the Sustainable Cities project in which facilitators worked with municipal leaders, municipal officials, community leaders, local organizations, etc. The project's demonstration projects employ people and address tangible issues such as waste management and urban agriculture that could be both scaled up and replicated.

KEY FINDINGS – EFFECTIVENESS

- Overall, the governance portfolio of PWCB projects is concentrated at the community and local government levels.

- Most successful outcomes support the work of local partners and specific beneficiaries. Relatively few outcomes are targeted or achieved at the national government level.

- Outcomes have been achieved in the areas of Accountable Public Institutions and Freedom and Democracy, with particular successes in the latter. There are mixed results in the area of Human Rights, and limited programming in the Rule of Law.

- Successful models involve strong partnership relationships with mutually agreed outcomes, and focus on a specific area (i.e. municipal government), with diverse stakeholder involvement. Canadian non-governmental organizations are able to act as

catalysts linking different levels of government. Local partners have valuable local knowledge, particularly of governance realities, which enables them to implement interventions geared for success.

3.3 Sustainability

In this evaluation, sustainability was assessed by taking into account 1) the degree of local ownership and accountability, and 2) the likelihood of ongoing benefits even as donor funding winds down.

3.3.1. Local ownership improves sustainability

The 2008 *Review of Governance Programming in CIDA* found that governance programming in the Agency did not demonstrate extensive local ownership. The report noted that "the voice of the host governments or agencies to be weak" and concluded that there was "little evidence of host governments initiating a project or program and playing an active role in co-ordinating the efforts of CIDA and other agencies."[21]

In recent years, international agreements have emphasized local ownership as a key development principle contributing to sustainability. Specifically, the Accra Agenda for Action (AAA) broadened the Paris Declaration principles to include engagement with parliament, political parties, local authorities, the media, academia, social partners and broader civil society. The importance of local ownership was also emphasized at the 4th High Level Forum in Busan, South Korea in 2012.

Thus, CIDA has been challenged, both by prior evaluations and by international standards, to increase local ownership in its governance program. Assessment of voluntary sector funding proposals does include consideration of plans for shared accountability for results, as well as clear identification of respective roles and responsibilities.

This evaluation found that PWCB's Canadian partners have developed long-term partnerships with host country organisations that demonstrate a high degree of mutual respect and collaborative work from initial project design throughout project implementation. Table 2 highlights some selected examples of partners' demonstration of local ownership, as gleaned from evaluation reports, project documentation and interview notes:

Table 2: Evidence of Local Ownership from CIDA's Partners

Canadian partner organization	Evidence of Local Ownership
Alternatives	The evaluation report concluded: "The project is sustainable as it strengthens Community Development Centers to carry out their activities."[22]
Canadian Catholic Organization for	The evaluation report concluded, "Participants are confident and committed that the organizations will maintain and continue with the

Canadian partner organization	Evidence of Local Ownership
Development and Peace	program beyond the end of CIDA's program involvement. Most of the stakeholders think that they have, or will find, alternative sources of financing, but most importantly there is a commitment from the communities and the NGO [non-governmental organization] to push ahead with an extension of activities related to those of CIDA's program."[23]
Canadian Comprehensive Audit Foundation	The evaluation report concluded that Supreme Audit Institutions "display high levels of local ownership."[24]
Equitas	The project established formal alumni organizations in several countries linked with community organizations to push for sustainability of human rights education activities worldwide and support for dynamic community organization networks.
Journalists for Human Rights	The "train-the-trainer" design, working with selected local journalists and intensely mentoring them for five months, prepared them to act as resources to local media after the project ended.
Network for Integrity in Reconstruction	The "inclusion of local officials and village level dignitaries in monitoring projects that have an impact on their lives builds ownership that reconstructing governments use in later project conceptualization." [25]
Office of the Commissioner for Federal Judicial Affairs	The "train-the-trainer" design used an on-going systematic program approach to gain greater reach and sustainability.

The examples above demonstrate the critical role of learning in generating local ownership and sustainability. Developing capacity within local organizations embeds the project benefits within partner institutions, increasing the likelihood that project benefits will continue after funding winds down. In many projects, activities contributed towards increased capacity and ownership of stakeholders, as noted in narrative reports, evaluations, interviews, and observations in Tanzania.

3.3.2. Sustainability is a challenge in many projects

Despite these examples of local ownership, sustainability is a challenge in many projects. This evaluation identified several common challenges associated with sustainability, including national governments' sometimes-tenuous relationships with civil society, which can make them less receptive to working with community organizations; and the lack of project exit plans.

Including extra time at the end of projects to draft and implement an exit plan would contribute to improved sustainability of benefits from CIDA's investments. In 2009, a workshop hosted by

PWCB discussed challenges to sustainability.[26] The workshop also highlighted the need for each project to develop an appropriate exit strategy. Workshop participants noted that many Canadian partners have been very effective at building long-term relationships with partner organizations. However, Canadian partners are not adept in designing exit strategies with their local partners for project termination. With few exceptions, content analysis of the evaluation reports and file documentation supports this observation. This is further supported by observations in the Tanzania Case Study (Appendix E).

As noted in the 2008 *Review of Governance Programming in CIDA,* most sampled projects lack adequate information about sustainability.[27] Little seems to have improved in the intervening years. Evidence reviewed for the present evaluation indicates scant availability of detailed sustainability or exit plans that outline how long term governance outcomes will be sustained.

Given the challenge of not knowing what will happen in the future, few projects specifically reported on the likelihood of local ownership leading to continued benefits. One PWCB interviewee summarized the difficult reality of ensuring ongoing benefits as follows: "It is unclear whether any or all of these initiatives could continue without further funding, but many of the ideas they have introduced will remain and be developed."[28] Many Canadian partner organisations understand that overall project benefits can have long-lasting impact on results when sustainability strategies are employed. For example, one Canadian partner stated:

> We can never be certain that the results and benefits will continue but we are sure that most are likely to continue. How have we achieved this? We use the following methods to promote sustainability of results: a) By building local capacity of both municipal partners and community and private sector partners, so that they have skills in both management and resource leveraging into the future, b) Our beneficiaries are in the driver's seat from the start, meaning that we don't implement the projects for them...rather we help them to implement their own projects. When partners own the projects, they tend to continue after Canadian engagement has ended. c) We codify our processes and methods through guidebooks, toolkits and other manuals, that help organizations to survive changes in personnel over time, d) We build leadership capacity among elected officials and private sector and community leaders, providing ongoing stewardship into the future, and e) We strengthen the capacity of communities to get engaged in local governance processes and to become partners with municipal and regional governments, allowing non-state actors to continue keeping their governments accountable and to sustain developmental gains after the Canadian Urban Institute has exited.[29]

KEY FINDINGS – SUSTAINABILITY

- Projects with demonstrated local ownership are more likely to be sustainable.

- Capacity building embeds the project benefits within partner institutions, increasing the likelihood that they will continue

- As noted in 2008, most governance projects lack adequate information on sustainability.

- Many Canadian partners are very effective in building long-term relationships with partner organizations, but are less effective in working with local partner organizations to design an exit strategy for after CIDA funding winds down.

3.4   Gender Equality

CIDA's *Gender Equality Policy* aims to support the achievement of equality between women and men to ensure sustainable development. The three objectives of the policy are: 1) to advance women's equal participation with men as decision makers in shaping sustainable development of their societies; 2) to support women and girls in the realization of their full human rights; and 3) to reduce gender inequalities in access to and control over the resources and benefits of development.

3.4.1. *Most projects did not integrate gender equality into program planning and management*

CIDA has developed gender sensitive planning tools and techniques which are intended to empower women as participants and beneficiaries of its development investments. Like all other CIDA programs, the PWCB governance program is expected to comply with the Agency's *Gender Equality Policy*. PWCB is also expected to encourage Canadian partners to incorporate gender analysis in project planning and management and to pursue gender equality outcomes. In order to guide the planning and implementation of a project, gender analysis should be carried out at the early stages of the project cycle and be integrated into the project itself.

At PWCB, many project proposals discussed gender, but in several cases, the organizations that developed such proposals were unable to achieve all their planned gender objectives. The mixed success in achieving planned gender objectives is partly attributable to partners not using gender tools to collect and report on gender outcomes. For projects in the present evaluation sample, 18 of 42 sampled projects (43%) fully reached all the project planning and management criteria of CIDA's *Gender Equality Policy*. Some have also established mechanisms and tools to advance strategic issues to achieve gender outcomes, (i.e. to afford access and control of resources to women). In addition, in several project design and implementation documents, reference is made to the equal inclusion of women and men in project activities. However, it is difficult to discern the extent of the involvement of women vs. men due to lack of sex-disaggregated data. For this reason, project reports should provide sex-disaggregated data. For example, the Canadian Urban Institute project provided sex-disaggregated data for all activities, including training and civil engagement workshops.

A need exists to better understand the role of gender in development. Including women in consultations is not sufficient to ensuring that gender specific issues are addressed in design, planning and implementation. In terms of analysis of cultural and other institutional barriers that could constrain achievement, consultation is very important. For example, a mid-term evaluation of a project in Africa noted that, in some parts of the country there had been a lack of activity on

the project's gender component, while in another part gender-related activities had been more successfully delivered. The evaluation attributed this difference to the need for more negotiation and consultation with the local partners. In other words, the detailed project design needed to be adapted sufficiently to ensure wide understanding of the differing social and cultural context.

Beyond the effective use of gender tools to collect and report on data, based on triangulated evidence, a positive correlation emerged between the project's relevance to the local context and the achievement of gender equality outcomes. In other words, the absence of buy-in by a partner can have a negative effect on the achievement of gender outcomes. This is a reason why early and consistent involvement by local partners in project planning and management is so important with respect to achievement of gender equality outcomes.

This evaluation found no evidence that the majority of projects in the sample are allocating specific funds to gender equality. Few projects in this evaluation focused exclusively on gender, but several do have gender as a central theme. Gender-allocated spending in many other projects is either small or not recorded at all.

Several Canadian partners do have gender-specific policies, tools and checklists, but only a few have integrated all elements of CIDA's *Gender Equality Policy* fully into their organizations. The implementation of these tools and checklists is a critical stepping-stone to the achievement of gender equality, as they facilitate better collection and reporting on gender outcomes. Several project evaluations recommended that PWCB focus on education or training on gender analysis to increase results in diverse cultural settings. Clearly, projects that focus on gender are more likely to show disaggregated gender equality results. Nevertheless all projects need to use the gender lens in their work with their local partners and local country context.

3.4.2. *Projects that report on gender outcomes demonstrate significant achievements in gender equality*

This section presents examples of gender equality outcomes as they align with the three objectives of CIDA's *Gender Equality Policy*.

Advancing women's equal participation - Documents and evaluations identify several examples of women's participation in meaningful decision-making through, for example, leadership training for empowerment or increased participation of women in decision-making. For example, in the Tanzania Case Study (Appendix E), Sustainable Cities included several sub projects with women leaders in urban farming and planning. Similarly, the Tanzania Case Study also raised examples of increased decision-making by women in community and private households, for example, decisions about expenditures and other resources.

The Inter Pares program focused on women's political participation at the municipal level and intended to provide women leaders with skills to participate effectively in local, national and regional settings. This model has been replicated and adopted by several Central American women's organizations. In Canada, the Institute for Management and Community Development at Concordia University facilitated the participation of low-income and marginalized women and

men in which 1,000 individuals participate every year. This project has created learning networks of participants both in Canada and in the South.

Supporting women and girls in realising their full human rights - Human rights encompass interdependent and overlapping experiences (for example, of being female, indigenous, poor and uneducated, etc.). The Inter Pares Program dealt well with this. For example, the Tri-People's Concern for Peace, Progress and Development in Mindanao worked closely with a cohort of women and girls who faced multiple vulnerabilities and challenges to their rights. Specifically, the project carried out training with indigenous women in rural areas and encouraged their participation in community activities. This is also a good example of why human rights are critical in gender analysis, since not all women and girls (even from the same society) have to contend with the same degree of vulnerability or face identical barriers.

Reducing gender inequalities in access to resources and benefits - Significant outcomes were also found in reducing gendered economic equality, such as increased economic options for poor and marginalized women, access of women to sustainable development, and increased awareness of the benefits of social, economic and political empowerment for women.

An example of a project that addressed gender is the large Deployment for Development project, led by the Institute of Public Administration of Canada, which effectively used gender tools to collect and report on data. Triangulated evidence demonstrated a positive correlation between gender equality outcomes and the project's relevance to the local context and local needs. Similarly, in Kenya, the project influenced the public service reform process to take corrective action to provide increased access for Kenyan women to basic services, in order to enhance women's opportunities for political participation and help lift them out of poverty.

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KEY FINDINGS – GENDER EQUALITY

- Most projects worked towards achievement of gender equality outcomes but only some fully used gender analysis tools, integrated gender into their policy framework and systematically reported on gender results. (Note that gender equality tools are shared in the calls for proposals process.)

- Projects that integrated gender fully in planning and management reported significant achievements in gender equality for all three objectives of CIDA's *Gender Equality Policy*.

- Beyond the effective use of gender tools to collect and report on data, evidence demonstrates that there is a positive correlation between a project's relevance to the local context/needs and the achievement of gender equality outcomes.

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3.5 Environmental Sustainability

3.5.1. Few projects required environmental assessments

Compliance with the Canadian Environmental Assessment Act has been a requirement for PWCB governance projects since at least 2007.[30] The CIDA *Environment Handbook for Community Development Initiatives* (2005) provided Canadian partners with extensive guidance on policy and regulatory context, planning and implementation procedures and use of environmental assessment tools. Canadian partner proposals were assessed by CIDA Environment Specialists for the integration of environmental considerations.

Content analysis of the file documentation for projects in the sample revealed that all Funding Approval Memos contained an "Environmental Assessment" section, which summarised whether proposed initiatives complied with federal requirements under the Canadian Environmental Assessment Act.[31] Approval memos also noted whether additional environmental assessments had to be carried out during the planning stages and/or at the sub-project level. In several cases, these additional requirements were stipulated in the Contribution Agreements with Canadian partner organizations.

Canadian partner organizations were required to "systematically integrate environmental factors into their decision making processes, in line with CIDA's *Policy for Environmental Sustainability*"[32] and prepare an Environmental Assessment, which included a description of environmental issues in their project, and an analysis of possible detrimental environmental effects and proposed mitigation measures.

Most of the projects in the sample did not focus on environmental issues and did not require Environmental Assessments. Content analysis of past evaluation reports, file documentation and interviews with Canadian partners, Tanzanian partners and CIDA officers revealed little or made no mention of environmental issues unless it was an explicit focus of the project.

3.5.2. Both success and challenges in addressing environmental issues

One of the few cases where an Environmental Assessment was required involved the Canadian Urban Institute project that included in its proposal detailed potential environmental impacts and mitigation measures for their overall plan. The annual work plan included strategic environmental assessments for each demonstration project in target countries. The Canadian Urban Institute assisted each local partner in understanding the possible negative environmental consequences of their sub-projects and mitigation strategies to overcome them.

Other projects focussed on municipal governance serve as good examples of how environment considerations can be effectively integrated within governance projects. For example, Sustainable Cities addresses the environment in half of the demonstration projects in three cities, and the Federation of Canadian Municipalities integrates environment in its demonstration projects. The Horizons of Friendship Program also developed an environmental policy with its partners to serve as a guide to improve their work together. They also produced

an Environmental Management Plan, which required partners to analyze their projects using a questionnaire based on Canadian guidelines. The plan included training, capacity building, and activities such as reforestation, community sanitation campaigns, and promotion of agro-ecological practices.

A few sampled projects encountered challenges with respect to whether they needed to complete an environmental assessment for some of their sub-projects. Content analysis of past evaluation reports revealed that in some cases, compliance issues were raised long after projects had begun and required CIDA Environment Specialists to intervene and provide coaching and training. In those specific projects, Canadian partners' lacked capacity to conduct environmental assessments and points to the need for those projects to provide training for their sub-project partners.

> ## KEY FINDINGS – ENVIRONMENTAL SUSTAINABILITY
>
> - Most projects did not require an environmental assessment as they did not focus on environmental issues or anticipate environmental impacts.
>
> - For those projects that did have anticipated environmental impacts, Canadian partners prepared very complete Environmental Assessments.
>
> - A few Canadian partners need to build capacity in environmental assessment.

4.0 Findings – Management Factors

4.1 Coherence

4.1.1. PWCB partners have minimal coordination with other CIDA-funded projects

Coordination and harmonisation of donor activities, including those of the implementing organisations, is a well-accepted principle for aid effectiveness.[33] This principle was also reinforced in the Accra Agenda for Action with the intention to "reduce the costly fragmentation of aid."[34]

Geographic analysis of the PWCB governance program revealed that the 77 funded projects collectively undertook activities in 81 identified countries, of which 18 hosted between five to nine sub-project governance activities. An additional seven countries hosted ten or more sub-project governance activities: El Salvador, Nicaragua, Guatemala, Colombia, Philippines, Tanzania and Ghana. Based on this geographic analysis, opportunities for coordination and harmonization of governance project activities existed in these countries.

Content analysis of past evaluation reports and project file documentation revealed few documented examples of coordination and harmonisation between PWCB governance projects and/or with other donor projects in the same country. Understandably, most projects focus on achieving their own outcomes and working with their host country partner, government officials and/or other civil society organisations involved in their project.

Despite this, some examples of coordination were identified. For example, interview data from Canadian partners working in Tanzania (Appendix E) demonstrates an emphasis on building more inclusive partnerships and networks of local partners at the local level. A good example of building such inclusive partnerships is being carried out by Sustainable Cities International in three cities in Africa (Dakar, Dar es Salaam and Durban). This multi-stakeholder project engages with, and coordinates across, all levels of government, especially with municipal leaders with whom they link grassroots beneficiaries carrying out demonstration projects on waste management, urban agriculture/food security, and urban planning.

Examples of coordination and harmonization were also found at the regional level. A good illustration was the initiative taken by the Canadian Comprehensive Audit Foundation to improve donor coordination by joining with 15 donors in forming "a coordinating body (International Organization of Supreme Audit)" to address issues of governance and accountability.[35]

Despite these examples, coordination was minimal with other CIDA-funded projects. For some small countries with several unrelated PWCB-funded governance projects, the implication is aid fragmentation. Implementation of the Paris Declaration has been characterized as mostly slow with regard to "Less duplication of efforts and rationalized more cost effective donor activities."[36] The Paris Declaration evaluation found that aid fragmentation was still high in at least half of the 21 countries that took part in the evaluation.[37]

4.1.2. An opportunity exists for PWCB to further facilitate partners' coordination efforts

With respect to responsive program activities, the 2008 *Review of Governance Programming in CIDA* observed that CIDA often takes a "hands-off approach" in relating to such investments. The report noted:

> It is understood that, in responsive mode, CIDA cannot instruct a partner organization on how to design its project. It can however, give clear initial indications on its broad objectives, and, in considering an initial proposal, make detailed comments on areas for improvement that it wishes to bring to the attention of its partner.[38]

File documentation was reviewed for this evaluation, particularly funding approval memos and decision records from CIDA's Program Review Committee. These documents indicate that proposals benefit from a broad internal consultation process within CIDA, including sector specialists, country program desks and missions, as well as an external review by other government departments and sometimes other donors. Observations, concerns and suggestions for improvement are fed back to proposal proponents. Interviewees also indicated

that PWCB is willing to assist Canadian partners with proposal preparation and other technical assistance when requested.

However, few documentary references or interview responses could be found which suggested that PWCB staff directly encouraged or facilitated partners' coordination efforts once the projects have been launched. Past evaluation reports appear not to have addressed or commented on this topic, so the evidence base is relatively thin.

Monitoring missions would appear to be ideal occasions for PWCB staff to make observations on governance project implementation and coordination issues that could be relayed to the Canadian partners, but no such evidence was located. There is some evidence nevertheless to suggest that at the country level, some CIDA field staff have taken a proactive approach in bringing together governance project stakeholders separately or within the context of a broader country program consultation. One such governance coordinating action, which was lauded by multiple respondents, was an annual in country consultation by CIDA field staff in Tanzania that brought together local partners. Representatives from five of the six governance partners in Tanzania attended and all thought that this type of initiative should be continued. Similar initiatives can be led by CIDA, its partners, and other organizations. Regardless of which party takes the lead role in bringing stakeholders together, all would benefit from increased coordination.

KEY FINDINGS – COHERENCE

- Evidence from this evaluation indicates that little coordination occurs among PWCB partners, either with other CIDA-supported projects and/or with relevant national and donor supported projects in the governance sector.

- Examples of good coordination and harmonization are primarily at the regional level. PWCB primarily provides feedback to partners at the proposal stage and thereafter upon request.

- There are opportunities for coordinating governance programming among partners at the country level.

4.2 Efficiency

4.2.1. Canadian partners have unavoidable administrative overhead costs

Evaluating efficiency[†] requires careful attention to the mechanisms of programming. In the case of PWCB, the diversity of partner organizations challenges efficiency measures. Partners vary

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[†] In the Terms of Reference for this evaluation, efficiency is defined as a measure of how economically resources and inputs (funds, expertise, and time) are converted to results. Thus, this section reports on findings in response to the first indicator of efficiency about the "proportion of partner organization costs attributable to administrative overhead" (Appendix A).

in the nature of their programs, the approaches used, and their methods of financial reporting. It is difficult to draw definitive conclusions from basic administrative ratio calculations without looking more deeply at how the organization provides administrative support for its programs, including administrative costs and which amounts are relevant for purposes of measuring CIDA's contributions to overhead. This was not within the scope of the present evaluation.

Some general conclusions can however be drawn from an assessment of the non-governmental organizations' overall financial ratios. For the large non-governmental organizations, like Canadian Catholic Organization for Development and Peace and Oxfam Canada, administrative ratios are declining. This is primarily due to economies of scale. Their significant administrative budgets lead to increased specialization in organization management, human resources and financial management. This generally results in more effective administration and improved capacity to handle additional program funding.

Organizations with annual revenue of $2-3 million are struggling (and not always succeeding) to keep their administrative costs below the 12% threshold required by CIDA guidelines[39]. It is increasingly difficult to administer an organization on $240,000 to $360,000 per year (12% of $2-$3 million). These funds must be used to pay an Executive Director, finance and administrative staff, rent, communication costs, office costs, etc. In addition, these organizations often have little cushion for unforeseen expenses or gaps in program funding. It is even more difficult for smaller community organizations that do not have large amounts of funding from a diverse constituency or from reliable donors with core funding or long-term program support.

As mentioned above, different methods of reporting expenditures can result in erroneous conclusions when assessing overall administrative percentages. For example, the administrative overhead for the Institute of Public Administration was 5-7% based on the evaluation's analysis of its financial statements. However, salary expenses were not included because the organization used membership fees and other sources of funding to provide the administrative support for its programs. Thus, every dollar of CIDA funding went to its overseas placements and missions. If salary expenses were to be included, its administrative ratio would have been approximately 16%.

4.2.2. *Partners report mixed understanding of PWCB's procedures*

The second indicator in the evaluation matrix concerned the extent to which PWCB's operating and management procedures were clear, streamlined and flexible enough to meet partners' needs. Most interviews with Canadian partners that have CIDA experience indicated that once they receive funding from CIDA, the procedures are satisfactory. However, a few partners with limited experience working with CIDA reported some difficulties. An interviewee stated, "I didn't find the procedures easy to use or friendly. CIDA staff was helpful but the procedures are just not easy." Nonetheless, CIDA has proposal submission guidelines and handbooks on several supporting topics, such as a Gender Equality Guide, Environment Handbook, Results Based Management (RBM) How-to Guides etc. Yet, some Canadian partners were unaware of some of these resources, and most indicate that they would appreciate greater clarity in funding procedures, including greater advance notice of proposed funding calls.

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KEY FINDINGS – EFFICIENCY

- Large Canadian partners were able to decrease their administrative overhead due to large funding bases and economies of scale. Mid-sized and smaller non-governmental organizations found it difficult to absorb administrative costs.

- Smaller partners also have difficulty raising the amount of revenue required by PWCB's new cost-sharing model.

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4.3 Performance Management

4.3.1. Canadian partners generally use Performance Monitoring Strategies

CIDA has a well-developed suite of Results-Based Management tools designed to assist implementing organizations in planning and undertaking performance-monitoring activities. These tools, consisting of the logic model, performance measurement framework and risk register, have been posted on the CIDA website for several years. While Canadian partners in the PWCB governance program have been expected to familiarise themselves with the use of these tools and even become proficient in their application, many have experienced difficulties in developing and operationalising performance monitoring strategies to inform management decision making when adjustments are needed.

Content analysis of the findings documented in the evaluation reports of 17 governance projects in the sample revealed some common difficulties that are summarized as follows:

- Defining overly ambitious outcomes relative to the scope of activities, allocated budget and the short project duration;

- Inadequate logic models and performance measurement frameworks that required multiple revisions and which resulted in approval and implementation delays;

- Indicators that are not sex-disaggregated, qualitative and not easily measured;

- No baseline data against which to measure progress toward achievement of outcomes;

- Canadian partners that lack computer assisted software, adequate staff or training to use tools, collect and analyze data; and,

- Host country partners with minimal understanding of RBM, a lack of resources, training or commitment to performance monitoring.

While not all of these difficulties were experienced by all projects, two issues were particularly challenging. The first issue was the lack of baseline data, which is a time consuming and costly activity that is often delayed or forgotten at the onset of projects, when managers have many other competing priorities. The second was the lack of host country partner capacity, which is

critical given that performance-monitoring data has to be collected in order to measure the policy, organisational, and/or social changes that often characterise governance outcomes.

A small number of Canadian partners do not use the RBM tools or a systematic performance monitoring strategy. One interviewee noted, "We don't really use 'performance monitoring strategies' but we do listen to our partners and make adjustments in programs as they become necessary based on our work together." These Canadian partners consciously seek feedback from their partners, advisory committees and stakeholder networks to help them make decisions.

Other Canadian partners have either designated staff to monitor performance or project officers to conduct monitoring missions. Most Canadian partners understand how to use the RBM tools and make a concerted effort to develop performance-monitoring systems in concert with their host country partners. These partners combine a variety of strategies, such as outcome mapping, most significant change methodology, participatory stakeholder monitoring, documented performance stories, and lessons learned exercises.

Significant challenges exist to building performance monitoring capacity with host country partner organizations. Doing so requires ongoing investments in training, mentoring, as well as development of data collection tools, data analysis processes and reporting systems. These challenges and associated costs have been burdensome for some Canadian partners. Depending on the amount of CIDA funding they receive, their constituent funding base and the geographic scope of their governance projects, this monitoring burden can be heavy. The variable use of performance monitoring strategies and the demonstrated ability of Canadian partners may be partially explained by the associated cost burden of monitoring performance. Organizations that manage more focused projects in a limited number of countries are able to report more evidence-based outcome achievements in their narrative progress reports.

4.3.2. PWCB Governance Program does not have a finalized performance management strategy

As of late 2012, there remained no approved logic model or performance management framework for the PWCB governance program. This is not surprising, given the challenges articulated by the 2008 Governance Review, particularly the difficulties noted about measuring governance outcomes, and those arising from the frequent relocation of the governance program's administrative home within CIDA's branches. However, the challenge of not being able to fully apply RBM tools in accordance with an agreed performance management strategy hampers PWCB, especially when PWCB places performance management expectations on its Canadian partners.

Given the above, how does PWCB use monitoring missions and evaluations to inform management decision making? Within the timeframe and scope of this evaluation, 17 projects in the sample were assessed on this basis. Based on the file documentation provided for the remaining 25 projects in the sample, six PCWB staff field-monitoring missions were undertaken, three of which were in different countries for the same project, four Canadian partners headquarter visits were made, two organisational assessments were conducted, and one

financial compliance audit was completed. In all, approximately 40% (10/25) of the sampled projects were the subject of at least one type of monitoring activity. Assuming that a risk-based performance management strategy was in place, as reported by program management, this level of coverage is considered adequate.

PWCB interviewees indicated that monitoring and evaluation activities provided a variety of sources of information from different perspectives that allowed them to gain a good overview of the projects. Based on this information, they could suggest strategic adjustments as required. The evaluation reports, monitoring reports and organisational assessments did contain ample material upon which to make informed decisions and recommendations about individual projects. However, there was no evidence to indicate that this information was being aggregated to strategically manage the governance program as a whole. A few Canadian partners observed that they received very little feedback after PWCB staff monitoring missions, a point that had also been raised by the 2008 *Review of Governance Programming in CIDA*.

KEY FINDINGS – PERFORMANCE MANAGEMENT

- Most Canadian partners have made significant improvements in developing performance management strategies to inform their decision-making.

- The challenges of working in multiple countries with multiple partners and declining funds was identified as a constraint for some Canadian partners who opted for less rigorous and systematic approaches to performance monitoring.

- The absence of finalized performance management strategy, including a logic model, performance monitoring framework and risk assessment remains a weakness for the PWCB governance program.

- The evaluation did not find evidence indicating that monitoring and evaluation activities were used to inform program-level decision-making.

5.0 Conclusions

This evaluation drew the following conclusions:

1. **Relevance** – The PWCB Governance Program is highly relevant to locally identified needs and priorities. Relevance is facilitated through trusting relationships between Canadian organizations and their local counterparts in developing countries.

2. **Effectiveness** – PWCB partners demonstrated positive achievements in building accountable public institutions and promoting freedom and democracy. Most governance projects target local and community level issues, with relatively fewer

interventions targeting national level issues. Less program activities and fewer achievements were found in the areas of human rights and the rule of law.

3. **Sustainability** – PWCB's Canadian partners generally have strong relationships with partners on the ground, contributing significantly to local ownership. Nonetheless, projects generally do not have exit plans for when CIDA funding ends. It should be noted that the longer timeframes needed to achieve governance results and the limited duration of project funding, pose particular challenges to sustainability.

4. **Gender Equality** – Projects that were more attuned to local needs and context displayed greater success in gender equality. However, most governance projects did not integrate gender equality throughout program activities.

5. **Environment** – Most governance projects did not address environmental issues. Capacity building in environmental assessment would benefit the partners whose projects do have environmental implications.

6. **Coherence** – Most PWCB partners do not coordinate their governance activities with other organizations, although they are very interested in doing so. Harmonization could add substantial added value to existing investments, as PWCB partners could leverage their local efforts through countrywide coordination.

7. **Efficiency** – Smaller organizations had difficulty finding economies of scale and meeting CIDA's matching funds requirements.

8. **Performance Management** – Canadian partners use performance-measurement to inform decision-making. The PWCB governance program does not have finalized results-based management tools for the program as a whole.

6.0 Recommendations

The following recommendations are intended to strengthen the PWCB governance program:

1. **Coherence and Effectiveness** - For improved effectiveness, and where the local context indicates that it is appropriate, small project initiatives with communities and local government should be linked with national governments to amplify results. PWCB and CIDA field staff should facilitate connections among PWCB partners, bilateral and other donors' projects in specific countries and regions.

2. **Sustainability and Exit Strategies** - PWCB should encourage and support partners in developing exit strategies for when project funding ends, to ensure the sustainability of results. Since achieving results in governance sometimes requires long and uncertain timeframes, allowing flexibility to extend or increase support to projects that demonstrate exceptional potential should be considered.

3. **Gender Equality** - To improve gender data collection and outcomes, PWCB should encourage training for Canadian partners on gender equality tools and analysis. Along with meaningful consultation, PWCB should require partners and projects to demonstrate systematic gender analysis throughout project planning and implementation**.**

4. **Performance Management -** PWCB should finalize the Governance Program Performance Management Strategy, including a logic model, a performance measurement framework, and a risk based monitoring strategy.

APPENDIX A: Terms of Reference (summary)

Rationale and Background

Purpose

In accordance with the Treasury Board and Agency's Evaluation Policies, the evaluation of Partnerships with Canadians Branch (PWCB) Governance Program will have a learning and accountability purpose, namely to:

- provide Canadians an evidence-based neutral assessment of the program's relevance and performance; and

- support policy and program improvements by helping to identify lessons learned and best practices.

Objectives

The evaluation of PWCB's Governance Program has the following objectives to:

- examine the results achieved by the PWCB Governance Program from 2008-2009 to 2011-2012 relative to the objectives articulated in planning documents;
- assess the PWCB Governance Program's overall performance in achieving these results; and
- document findings, conclusions and recommendations to improve performance.

Dissemination

At the end of the evaluation process, the PWCB Governance Program Evaluation Report and Highlight Sheet will be presented to the Agency's Evaluation Committee for review in February 2013.

PWCB will prepare a management response to the recommendations of the evaluation.

After approval by CIDA's President, the PWCB Governance Program Evaluation Report, Highlight Sheet and Management Response will be made publicly available and published in both official languages on CIDA's internet site. The report will also be posted on the OECD/DAC website.

Methodology

Scope

Given the last governance evaluation in 2008, the present evaluation covers the period FY 2008-2009 to FY 2011-2012. It includes all investments managed by PWCB's Governance Directorate.‡

Sampling

The evaluation universe includes 77 different projects and covers $170 million in Canadian Official Development Assistance. Reviewing 100% of these projects is difficult and costly. A randomly selected sample, however, might leave out key investments, disproportionately misrepresent different-sized partners, and affect the usefulness of the evaluation given the degree of variability of partners. Therefore, a stratified sampling methodology based on the characteristics and specificity of the programs will be applied.

The Development Evaluation Division will provide a tentative sample list to the Consultant, based upon the following criteria:

- **Project size**: The projects selected will include small, medium and large projects, using approximate project size ranges of (1) under $1 million, (2) from $2-5 million and (3) over $5 million.

- **Regional representation**: The projects selected will appropriately represent the regions of the PWCB Governance Program, of which a substantial number are in Latin America and the Caribbean (35%), a larger number are in Africa (37%), and a strong representation are in Asia (19%).

- **Sub-areas:** The sample should adequately represent the four sub-areas of Governance program activities (freedom and democracy, human rights, accountable public institutions, and rule of law).

- **Evaluability**: The sample will only include investments for which sources of information are available and accessible in a cost-effective manner.

Generalizations should not be made concerning a portion of the sample if the representation is not sufficient.

Methods

The Consultant will prepare a work plan and execute the evaluation using the following data-gathering methods:

- Document Review:

‡ Due to the overlapping nature of partnership investments, some small governance projects were housed within other directorates. Due to the complexity of determining lines of accountability for these projects, they are not included in the present evaluation but will be considered in forthcoming evaluations of the respective PWCB directorates.

1. **Existing evaluations:** past project evaluations or institutional assessments will be a primary source of information for this evaluation.

2. **CIDA Program documents:** strategic planning/programming documents, including strategies, frameworks, annual reports, and past program evaluations, etc.

3. **CIDA project documents:** Annual reports, end-of-project reports, program manuals, case studies, and other applicable documents.

4. **Relevant studies:** DAC evaluations, country reports or sector studies, as well as other credible international studies related to Governance, as determined by CIDA.

- Interviews: The Consultant will conduct interviews with key personnel, such as:

  1. **CIDA staff:** PWCB Governance Program project officers; specialists; field personnel; managers; other relevant PWCB staff; other agency personnel as appropriate.

  2. **Representatives from partner organizations:** Partner organizations and regional, international or locally based partner organizations, and other applicable partners (depending on availability of such organizations for phone or internet-based consultations).

- Field visit case study: Given the reliance of this evaluation on secondary (document) analysis, a field visit to one country with multiple governance projects will be conducted. The case study will ideally supplement the project visits covered by other Country Program Evaluations undertaken by the Development Evaluation Division (i.e. Bolivia). In order to adequately represent geographic coverage and partner investments, it is provisionally planned to undertake one case study of a governance project in Africa. Due to cost limitations, the case study may occur in Latin America.

Data-gathering methods will include sex-disaggregate reporting on interviews, key informants, and other evidence sources, to the greatest extent possible.

Criteria / Questions

Criteria and definition§	Questions
Relevance: The extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, local needs, global priorities, and partners' and donors' policies, the appropriateness of development interventions in a given sector, region or country.	• To what extent does governance programming by CIDA partners respond to locally identified needs and priorities? • How do CIDA partners establish their programming priorities?

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§ OECD-DAC, Glossary of Key Terms in Evaluation and Results Based Management, OECD, 2002

Criteria and definition§	Questions
Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.	• What have been the most significant achievements of CIDA-supported partners in the area of governance? • What results have been achieved by different models of partners working in governance? (i.e. service delivery, catalyst for social change, self-help, etc.) • What unique contribution(s) do CIDA partners (as non-governmental organizations) make in the area of governance programming?
Sustainability: The continuation of the benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.	• To what extent are the accomplished results and benefits likely to continue over time?
Crosscutting themes:[**] The treatment of CIDA's crosscutting themes, namely gender equality and environment sustainability.	• To what extent have CIDA partners integrated and achieved results pertaining to environmental sustainability, including enhanced environmental governance? • To what extent have CIDA partners achieved results in gender equality and integrated gender equality in program planning, design, and delivery?
Coherence: Coordination with Canadian and international partners, and local government in the country of programming.	• To what extent and how have CIDA partners coordinated their activities with other relevant local development actors? (other organizations, government, etc.) • In what ways has PWCB encouraged or facilitated partners' coordination efforts? • To what extent was multi-sector collaboration encouraged for more coherence and for an optimization of available resources?
Efficiency: A measure of how economically resources/inputs (funds, expertise, time, etc) are converted to results.	• To what extent and how have CIDA partners achieved "good value" with CIDA funds? • To what extent and how has PWCB facilitated partners' efficiency in governance programming?

[**] Due to the thematic focus of this evaluation on governance, CIDA's additional crosscutting theme of governance is not included here.

Criteria and definition§	Questions
Performance Management: A management strategy for assessing the performance of development interventions against stated results (outputs, outcomes, impacts), including results-based management (RBM) and monitoring/evaluation functions, risk management, and timely corrective action to address problems when they arise.	• How do CIDA partners address challenges and make strategic adjustments in governance programming? • How has PWCB facilitated partners' efforts to adjust governance programming? • To what extent were CIDA's crosscutting themes integrated into performance management frameworks?

APPENDIX B: Evaluation Methods

The evaluation team implemented the evaluation using the matrix below, using the following specific data-gathering methods:

(1) Content Analysis of relevant past evaluation reports on 17 out of 42 PWCB governance projects (list included in Appendix D);

(2) Content Analysis of file documentation (including memos, proposals and reports etc.) related to 25 of the 42 PWCB governance projects;

(3) Content Analysis of program-level documentation, including program planning frameworks;

(4) Individual interviews with eight PWCB officers responsible for the sample of projects were followed by interviews with 21 representatives of Canadian partners (including all six managing PWCB projects in Tanzania);

(5) Interviews with PWCB officers and Canadian partner representatives to discuss program-level issues;

(6) Surveys conducted with 17 partner stakeholders with questions similar to the interviews; and,

(7) Case Study of governance program activities in Tanzania (Appendix E) included: 21 interviews with representatives of Tanzanian partners (including municipal government officials and local beneficiaries) engaged in six active governance projects in Tanzania, two focus groups with five people each at two demonstration sites, and attendance at a project supported event focused on gender-based-violence attended by more than 100 stakeholders.

The evidence from these lines of enquiry was examined collectively for each criterion and a consolidated finding on each criterion was identified. Program-level analysis was also conducted to develop high-level findings, upon which conclusions and recommendations were based.

PWCB EVALUATION MATRIX

Development Results Criteria and Questions

1. Relevance

Development Results Evaluation Criteria and Questions	Indicators	Target	Baseline	Data Sources and Sampling Framework	Data Collection and Analysis Techniques
1.1 How do CIDA partners establish their programming priorities? 1.2 To what extent do governance programs by CIDA partners respond to locally identified needs and priorities?	- Extent to which CIDA Partners have consulted with their developing country partners - Extent to which the objectives of the development intervention are consistent with beneficiaries requirements, local needs, global priorities, and partners and donors policies, and the appropriateness of development interventions in a given sector, region or country	TBE	TBD	- CIDA personnel - Canadian Executing Agency partners - Local government partners - Election observation reports	- Interviews with all levels of stakeholders - Sampling framework - Statistical analysis - Content analysis from project evaluations

2. Effectiveness

Development Results Evaluation Criteria and Questions	Indicators	Target	Baseline	Data Sources and Sampling Framework	Data Collection and Analysis Techniques
2.1 What have been the most significant achievements of CIDA supported partners in the area of governance? 2.2 What results have been achieved by different models of partners working in governance? i.e. service delivery, catalyst for social change, self-help, etc. 2.3 What unique contribution do CIDA partners (as non-governmental organizations) make in the area of governance programming?	- Extent to which the development intervention's outcomes were achieved, or are expected to be achieved, taking into account their relative importance - Degree of outcome achievement by different models of partners - Examples a of unique contributions	TBE	TBD	- CIDA personnel - Canadian Executing Agency partners especially with non-governmental organizations - Local government partners - Governance Logic model	- Interviews with all levels of stakeholders - Sampling framework - Content analysis from project evaluations

3. Sustainability

Development Results Evaluation Criteria and Questions	Indicators	Target	Baseline	Data Sources and Sampling Framework	Data Collection and Analysis Techniques
3.1 To what extent are the accomplished results and benefits likely to continue over time?	- Extent to which developing country partners have assumed ownership and accountability for development interventions - Amount of ongoing funding to continue long-term net benefit flows after major CIDA development assistance has been completed.	TBE	TBD	- CIDA personnel - Local government partners - Local government strategic plans - Other donors	- Interviews with all levels of stakeholders - Document content analysis

4. Crosscutting themes

Development Results Evaluation Criteria and Questions	Indicators	Target	Baseline	Data Sources and Sampling Framework	Data Collection and Analysis Techniques
4.1 To what extent have CIDA partners achieved results in gender equality and promoted women's empowerment? 4.2 To what extent have CIDA partners achieved environmental protection and sustainability results?	- Proportion of development interventions that used GE planning and management - Degree of GE outcome achievement by GE Policy result categories - Extent to which development interventions were compliant with Canadian Environmental Assessment Agency.	TBE	TBD	- CIDA personnel - Canadian Executing Agency partners -Local governance partners	- Interviews with all levels of stakeholders - Content analysis of documents and project evaluations

Management Results Evaluation Criteria and Questions

5. Coherence

Management Results Evaluation Criteria and Questions	Indicators	Target	Baseline	Data Sources and Sampling Framework	Data Collection and Analysis Techniques
5.1 To what extent and how have CIDA partners coordinated their activities with other relevant development actors? (other organizations, government etc.) 5.2 In what ways has PWCB encouraged or facilitated partners' coordination efforts?	- # of partner initiatives which are coordinated and harmonised at the country level - # of occasions that the Directorate provided input on governance coordination issues to partners	TBE	TBD	- CIDA personnel - CIDA partners in Canada and internationally - Other relevant development actors	- Interviews with all levels of partners - Content analysis of documents and project evaluations

6. Efficiency

Management Results Evaluation Criteria and Questions	Indicators	Target	Baseline	Data Sources and Sampling Framework	Data Collection and Analysis Techniques
6.1 To what extent and how have CIDA partners achieved 'good value' with CIDA funds? 6.2 To what extent and how has PWCB facilitated partners' efficiency in governance programming?	- Proportion of partner organisation costs attributable to administrative overhead - Extent to which PWCB operating and management procedures were clear, streamlined and flexible enough to meet partners' needs	TBE	TBD	- CIDA personnel - Canadian Executing Agency partners - Local government partners	- Interviews with partners - Statistical review - Sampling review - Content analysis of documents and project evaluations

7. Performance Management

Management Results Evaluation Criteria and Questions	Indicators	Target	Baseline	Data Sources and Sampling Framework	Data Collection and Analysis Techniques

Management Results Evaluation Criteria and Questions	Indicators	Target	Baseline	Data Sources and Sampling Framework	Data Collection and Analysis Techniques
7.1 How do CIDA partners address challenges and make strategic adjustments in governance programming? 7.2 How has PWCB facilitated partners' efforts to adjust governance programming?	Extent to which partners used performance-monitoring strategies to inform management decision making. Extent to which PWCB used monitoring missions and evaluation to inform management decision making.	TBE	TBD	- CIDA personnel - Canadian Executing Agency partners - Local governance partners - Performance measurement framework	- Interviews with partners - Sampling review - Review against performance measurement framework - Review against logic model

APPENDIX C: Description of Universe and Sample

The evaluation universe consists of 77 projects with recorded disbursements of approximately $170 million between 2008-2009 and 2011-2012. These projects were originally funded through PWCB's former funding mechanism to trusted Canadian organizations, and thus they pre-date the introduction of the call for proposals process in late 2010.

Given the degree of variability of partners, a randomly selected sample might leave out key investments, disproportionately misrepresent different-sized partners, and affect the usefulness of the evaluation. Therefore, a purposive sampling methodology based on the statistical profile of the governance program was used to ensure sample representation of the evaluation universe.

Based on the Office of the Auditor General of Canada standards for attribute sampling of a known population,[40] it was determined that a sample of 44 projects representing 57% of the project population would have a confidence level of 95% and a confidence interval of 10%. The following sampling criteria were applied:

1) Proportionate distribution by total project disbursements;
2) Proportionate distribution by geographic region;
3) Proportionate distribution by DAC Sector/governance programming sub-sectors; and
4) Proportionate distribution by Executing Agency.

Consequently, 44 projects were selected for inclusion in the evaluation sample (see Table 3 below).

Table 3: List of Projects in Sample

	Project #	Project Name	Canadian Partner	Disbursements 2008-2009 to 2011-2012
1	A033108007	Role of SAIs in International Development	Canadian Comprehensive Audit Foundation -FCVI Inc.	$ 40,130
2	A033127001	Mécanisme de Déploiements pour le Dév.	Institute of Public Administration of Canada	$ 1,477,266
3	A033403001	Governance Village	Centre for International Governance Innovation	$ 228,890
4	A033488001	International Election Monitoring	Canadian Association of Former Parliamentarians	$ 328,204
5	A033571001	Child Protection Partnership	International Institute for Child Rights and Development	$ 2,354,000
6	A033645001	Capacity Development Project	Parliamentary Centre	$ 571,823
7	A033735PRG	Municipal Partnership Program 2007-2010	Federation of Canadian Municipalities	$ 7,285,365
8	A033803PRG	Legislative Audit Assistance	Canadian Comprehensive Audit	$ 6,973,701

	Project #	Project Name	Canadian Partner	Disbursements 2008-2009 to 2011-2012
		Program	Foundation	
9	A033825001	Global Human Rights Education Program	Equitas - Centre international d'éducation aux droits humains	$ 7,357,344
10	A033907001	Transparency International - Funding 2008 - 2010	Transparency International	$ 1,200,000
11	A033922001	Network for Integrity in Reconstruction	Tiri, the Governance Access Learning Network	$ 420,000
12	A033925PRG	Strengthening Access to Justice	Canadian Bar Association	$ 2,922,314
13	A033932001	Equality in Politics	Inter-Parliamentary Union	$ 1,200,000
14	A034062001	International Election Observation	CANADEM	$ 5,067,017
15	A034062002	Electoral Assistance, Americas	Organization of American States	$ 5,000,000
16	S062340002	Judicial Capacity Building	National Judicial Institute	$ 136,738
17	S063281PRG	Good Urban Governance 2006-2009	Canadian Urban Institute	$ 1,663,285
18	S063282PRG	Institute of Public Administration of Canada -Good Governance Program 2006-09	Institute of Public Administration of Canada	$ 1,539,356
19	S063316PRG	Horizons Development Program 2006-09	Horizons of Friendship	$ 805,000
20	S063334PRG	Co-Development Program - 2006-09	Co-Development Canada	$ 449,901
21	S063452PRG	OCCDP Program 2006 - 2011	Canadian Catholic Organization for Development and Peace	$ 28,017,002
22	S063565PRG	Sustainable Cities Plus Network 06-09	International Centre for Sustainable Cities	$ 1,029,642
23	S063648PRG	KAIROS Program 2006-2009	KAIROS: Canadian Ecumenical Justice Initiatives	$ 2,857,902
24	S064140002	Building Peaceful Communities	Project Ploughshares	$ 269,378
25	S064393002	Building National Child Rights Protection	International Institute for Child Rights and Development	$ 323,387
26	S064548002	Indigenous Insights to Human Rights	Ghost River Rediscovery Society	$ 307,545
27	S064582002	Koumbit, Construction démocratique	Centre International de Solidarité Ouvrière	$ 365,405
28	S064605002	Capacity of Social Organisations	SalvAide Humanitarian Aid of Ontario	$ 355,365
29	S064678PRG	Oxfam Development Program - 2009-2014	Oxfam Canada	$ 7,201,160
30	S064681001	Horizons of Friendship Program 2010-2015	Horizons of Friendship	$ 1,889,334
31	S064722001	Youth Actions to Prevent Sexual Violence	Children/Youth as Peace-builders	$ 180,770
32	S064760001	Alternatives Inc.-CIDA 2010-13 Program	Alternatives Inc.	$ 487,652
33	S064778001	Interim Project	North-South Institute	$ 290,000

	Project #	Project Name	Canadian Partner	Disbursements 2008-2009 to 2011-2012
34	S064786001	Sierra Leonean Human Rights, Governance	Journalists for Human Rights	$ 181,950
35	S064820PRG	International Urban Program	Canadian Urban Institute	$ 2,351,234
36	S064828001	CIVICUS World Assemblies 2010-2012	Institut du Nouveau Monde CIVICUS Consortium	$ 1,217,083
37	S064831001	Inter Pares Program 2010-2015	Inter Pares	$ 2,609,391
38	S064839001	Prévention de la violence contre les femmes	International Centre for the Prevention of Crime	$ 150,000
39	S064905001	Office of the Commissioner for Federal Judicial Affairs & NJI - Justice Systems	Office of the Commissioner for Federal Judicial Affairs	$ 3,078,985
40	S064954001	Institute of Public Administration of Canada - CIDA Program 2010-2015	Institute of Public Administration of Canada	$ 2,024,097
41	S065089001	Transparency International 2010-2013	Transparency International	$ 1,400,000
42	S065219001	Renforcement de la sécurité alimentaire	Canadian Catholic Organization for Development and Peace	$ 1,068,107
43	S065324001	Institutional Support 2010/2012	Rights & Democracy	$ 8,450,000
44	S065533001	Agricultural Market Growth in Ethiopia	Oxfam Canada	$ 302,342

Two projects were eventually dropped from the sample due to a lack of adequate file documentation. The resulting sample of 42 projects remained very representative when compared to the statistical profile of the governance program. The sample was a close match with the evaluation universe in terms of geographic distribution of projects and sub-sector representation. The sample does slightly over represent larger executing agencies (see Table 4 below), yet is nearly perfect on other sampling attributes.

Table 4: Comparison of Evaluation Universe and Sample

	Evaluation Universe	Evaluation Sample
Median Project Size	$1,200,000	$1,200,000
Average Project Size	$2,215,492	$2,577,530
Standard Deviation:	$3,609,509	$4,503,891

APPENDIX D: List of Documents Reviewed

Table 5: List of Documents Reviewed

Project Evaluations Reviewed	
1	Alternatives Program 2006-2009 Final Evaluation Report, October 2008.
2	Canadian Comprehensive Auditing Foundation, Improved Governance and Accountability Final Evaluation Report, December 2006.
3	Canada Asia Governance Support Program, Local Initiatives Governance Support Program Review Report, 2007.
4	World Alliance for Citizen Participation World Assembly 2007 Final Evaluation Report, July 2007.
5	Evaluation of International Legislative Audit Assistance Program of the Canadian Comprehensive Audit Foundation, 2012.
6	Evaluation of Strengthening Access to Justice through Legal Sector Development, Canadian Bar Association, 2011.
7	Evaluation Report of the Joint Electoral Observation Mission to Haiti, 2012.
8	Federation of Canadian Municipalities Municipal Partnership Program 2007-2010, Final Evaluation Report, February 2010.
9	Final Evaluation of Inter Pares Programme 2005-2010.
10	Horizons Learning Network for Capacity Development Mid-Term Report May 2005.
11	Institute of Public Administration of Canada, Mécanisme de Déploiement pour le dév. MTE Report, Aug. 2009.
12	Canadian Ecumenical Justice Institute 2006-09 Program Final Evaluation Feb 2009.
13	Mid Term Program Evaluation of Canadian Urban Institute Partnership Programme, February 2010.
14	Parliamentary Centre of Canada Organisational Assessment Final Report Aug 2010.
15	Relève les défis du Nouveau Millénaire Programme 2006-2009 Rapport Final, 2008.
16	Review of Network for Integrity in Reconstruction Program, 2009.
17	Summative Evaluation of CIDA – Canadian Catholic Organization for Development and Peace 2006-2011 Program, October 2011.

Additional Documents Reviewed	
1	Accra Agenda for Action, 2008.
2	Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals and the Canadian Environmental Act, 2009.

Additional Documents Reviewed	
3	Canada's Democracy Support Policy Statement – 15 February 2008.
4	Canadian Environmental Assessment Act, 1992.
5	CIDA and Democratic Governance, CIDA, October 2006.
6	Community Governance and Human Rights Overview, CIDA, Oct., 2011.
7	Democratic Governance: A Proponents' Guide to applying for Project Funding, Office for Democratic Governance, CIDA, November 2007.
8	Environment Handbook for Community Development Initiatives, CIDA, April 2005.
9	Evaluation of CIDA's Implementation of its Policy on Gender Equality, CIDA, 2009.
10	Gender Equality Policy and Tools CIDA's Framework for Assessing Gender Equality Results, CIDA, Revised Version, 2010.
11	Governance Directorate Logic Model & Performance Measurement Framework, PWCB, April 2010.
12	Governance Policy Memo to Minister, CIDA, February 2008.
13	Government Response to the Eighth Report of the Standing Committee on Foreign Affairs and International Development, Government of Canada, 2007.
14	Overhead Compensation Policy for CIDA's Contribution Agreements, CIDA, February 2008.
15	*Policy on Gender Equality*, CIDA, Strategic Policy and Performance Branch, Modified, August 2012.
16	*Policy on Human Rights, Democratization and Good Governance, CIDA, 1996.*
17	PWCB Workshop on Programming in Support of Local Governance, PWCB, June 2009.
18	*Review of Governance Programming in CIDA*, CIDA, April, 2008.
19	Sustainable Cities Final Report, International Centre for Sustainable Cities, September 2009.
20	Strengthening Canada's Leadership in the Promotion of Gender Equality, The Canadian Civil Society Organization Working Group on Women's Rights, 2009.
21	Synthesis Report on the Phase 2 Evaluation of the Paris Declaration, OECD, 2011.

APPENDIX E: Tanzania Case Study

E.1   Introduction

This case study is one line of evidence for the PWCB Governance Program Evaluation. The case study was conducted in Tanzania, where CIDA has a very large development program including bilateral, multilateral and partnership projects. Included within PWCB's portfolio in Tanzania are six governance-focused partnership projects, which are the specific focus of this case study.

E.2   Background on Tanzania

The mainland of Tanzania (see Figure E.1) was initially a German colony named Tanganyika in 1884. Tanganyika became a British mandated territory in 1918 and achieved independence in 1961.[41] The Sultanate of Zanzibar became a British Protectorate in 1890.[42] Tanzania was created through the union of mainland Tanganyika, the larger island of Zanzibar and several smaller islands, including Pemba. However, the islands have remained semi-autonomous, electing their own legislative bodies, such as a president and parliament. Following their liberation in 1963, Zanzibar and Tanganyika formed a union under the new name of "Tanzania."

Figure E.1: Map of Tanzania

Social Context

Tanzania is socially diverse consisting of approximately 125 ethnic groups. On mainland Tanzania, nearly all of the population descends from various Bantu tribes but affiliate in roughly equal numbers, to Christian, Muslim or indigenous spiritual practices.[43] Several different languages are spoken in Tanzania, including Swahili (official), English (official, primary language of commerce, administration, and higher education), Arabic (widely spoken in Zanzibar), and many local languages. Although English is widely spoken, most Tanzanians' first language is a local one.[44]

Economic Context

Tanzania has enjoyed several decades of relative stability and national unity, a rarity in a region wracked by civil war and ethnic conflict. Despite this, Tanzania remains a low-income country. Primary industries include agricultural processing of sugar, beer, cigarettes and sisal twine; mining of diamonds, gold, iron, salt, and soda ash; and the production of industrial goods such as cement, oil refining, shoes, apparel, wood products, and fertilizer.[45] Tanzania's main exports are gold, coffee, cashew nuts, manufactures, and cotton.

As of 2009, Tanzania reported a gross national income of US$500 per capita. The gross national income has grown at an average annual rate of 4% since 2005.[46] Tanzania has an estimated population of 43.7 million, of whom 28 million (68%) live beneath the income poverty line of US$1.25 a day.[47]

Political Context

Tanzania's first elected president was Julius Nyerere earned a reputation as an honest, humble, idealistic leader. He led a one-party state that nationalized key industries and created *ujamaa*, a rural, collective, village-based movement of African socialism and self-reliance. In the 1980s, Tanzania transitioned into a market economy under the leadership of President Mwinyi. This transition was in part due to the financial collapse caused by *ujamaa* and centralized economic management.[48] The current president, Jakaya Kikwete, is currently in his second term. He was initially elected in 2005 and has gained international praise for his management of the Tanzanian economy.

Since the mid-1990s, Tanzania has undertaken aid management reforms as part of broader economic reforms. The reforms have been part of an effort to make aid more effective in achieving development and reducing poverty. In January 1997, the Tanzanian Government and its development partners jointly adopted the recommendations of the *Report of the Group of Independent Advisors*, which was originally commissioned in 1994 to improve development co-operation in Tanzania.[49]

The *Report of the Group of Independent Advisors* recommended that the Tanzanian Government formulate clear national development priorities and undertake necessary reforms in public service and financial management. Development partners were urged to better coordinate and harmonise development assistance as well to increase the predictability of aid flows.[50] Despite this encouragement, harmonization has not been very successful. However, there now is increased predictability of aid flows overall.

E.3 Governance in Tanzania

Strategic Plans

The Joint Assistance Strategy for Tanzania is a national, medium-term framework for managing development co-operation between the Tanzanian Government and development partners. The purpose of the strategy is to achieve national development and poverty reduction goals. It also outlines the role of non-state actors and how they contribute to the successful implementation of the strategy.

The Joint Assistance Strategy for Tanzania was formulated in the spirit of national and international commitments and initiatives on aid effectiveness – most notably the Tanzania Assistance Strategy (2002), the Monterrey Consensus on Financing for Development (2002), the Rome Declaration on Aid Harmonisation (2003), the Marrakech Memorandum on Managing for Results (2004) and the Paris Declaration on Aid Effectiveness (2005). Spanning a renewable five-year cycle, the Joint Assistance Strategy for Tanzania outlined the main objectives, principles and broad arrangements of Tanzania's development partnership. It was complemented by an action plan that specified concrete activities and timeframes for implementing the Joint Assistance Strategy for Tanzania as well as a monitoring framework with indicators to measure the performance of both the Tanzanian government and development partners.

The Joint Assistance Strategy for Tanzania was implemented at all levels of the Government within the existing national, sector and local processes for all aid relations with development partners. Development partners adopted the strategy as a basis for guiding the management of their development co-operation. Bilateral agreements and country assistance strategies were to be brought in line with the strategy. All partners recognised that implementing the Joint Assistance Strategy for Tanzania was a gradual process of moving towards higher levels of development co-operation.

One major outcome of the process was the establishment of the Tanzania Assistance Strategy, which was launched in 2002. From 2002 until 2005, the Tanzania Assistance Strategy served as the medium-term framework for development co-operation. This strategy aimed at strengthening aid coordination, harmonisation and alignment as well as national ownership and government leadership of the development process. A corresponding action plan set out practical steps for the strategy's implementation. Actions were grouped in four priority areas, namely (1) increasing the predictability of aid flows, (2) integrating external resources into the government's budget, (3) harmonising and rationalising processes, and (4) improving national capacities for aid coordination and external resource management.

The implementation of the Tanzania Assistance Strategy has contributed to considerable progress. The government has strengthened public financial management and accountability. Predictability of external resources has improved and external funds have increasingly been integrated into the government's budget and exchequer system, thereby strengthening Tanzanian ownership. Development partners have increasingly aligned their activities with

national systems and processes. National ownership of development has been enhanced, along with an improved relationship in development co-operation. Capacity needs have been addressed through various government reform programs.

In comparison to the Tanzania Assistance Strategy compiled in 2002, the Joint Assistance Strategy for Tanzania (drafted in 2005 for the 2007-2010 period), aimed to be more comprehensive. It aimed to go beyond the 13 best practices and four priority areas of the Tanzania Assistance Strategy, cover all aspects of the development partnership between the Government and Development Partners, and address the role of non-state actors. It was meant to bring together all Development Partners under a single strategic framework that guides their development assistance. The framework was in line with the cluster-based and outcome-oriented National Strategy for Growth and Reduction of Poverty. It has also aimed to take into account international aid effectiveness commitments made in Monterrey, Rome, Marrakech and Paris and to tailor them to the Tanzanian context.

Development Assistance in Tanzania

Table E.1 lists the variety of development partners active in Tanzania. In addition to these partners, several international parliamentary organisations and networks are active in Tanzania (Table E.2). Parliamentary strengthening activities range from training individual members of parliament, working with parliament as an institution, and engaging with the wider political system within which parliament operates.[51]

Table E.1: Key Development Partners in Tanzania

Bilateral	- United States - Canada - Sweden - United Kingdom - Austria - Belgium - Denmark - Germany
Multilateral	- World Bank - United Nations Development Programme - Inter-American Development Bank - European Union

Table E.2: Parliamentary Organizations active in Tanzania

- Parliamentary Centre
- Inter-Parliamentary Union
- Commonwealth Parliamentary Association
- European Parliamentarians for Africa
- Parliamentary Network on the World Bank
- Global Organisation of Parliamentarians Against Corruption

The 2005 Paris Declaration on Aid Effectiveness was recognised as a significant step in the history of development assistance and co-operation. It built on the many lessons learnt over the years from programme and project support, and proposed a shift towards modalities of aid that give recipient-country governments more scope to make decisions based on their own priorities. The principle underlying this shift is the importance of "national ownership," which means that governments decide their own priorities. However, national ownership is a goal to be striven for, not an established fact. It presupposes attainment of a relationship of trust and of mutual accountability between the donors and the recipient authorities[52].

More than a statement of general principles, the Paris Declaration lays out a practical, action-oriented roadmap to improve the quality of aid and its impact on development. The Paris Declaration puts in place a series of specific measures for implementation and establishes performance indicators that assess progress. It also calls for an international monitoring system to ensure that donors and recipients hold each other accountable – a feature that is unique among international agreements. Altogether, the Paris Declaration contains 56 partnership commitments organised around five principles to make aid more effective (see Table E.3).

Table E.3: Paris Declaration Principles

1. OWNERSHIP	Developing countries set their own development strategies, improve their institutions and tackle corruption.
2. ALIGNMENT	Donor countries and organizations bring their support in line with these strategies and use local systems.
3. HARMONISATION	Donor countries and organizations co-ordinate their actions, simplify procedures and share information to avoid duplication.
4. MANAGING FOR RESULTS	Developing countries and donors focus on producing and measuring – result.
5. MUTUAL ACCOUNTABILITY	Donors and developing countries are accountable for development results.

By implementing these principles, the countries and organisations that endorsed the Paris Declaration made some breakthroughs in improving aid effectiveness, tackling issues that have hampered development for decades. Developing country governments and civil society began to reap the rewards in the form of better, more aligned and more predictable donor support. In

addition to the five principles, there are specific indicators that can be measured to determine the progression of the programs implemented to provide development aid to Tanzania and other countries (see Table E.4).

Table E.4: Indicators for the Paris Declaration Principles

1. OWNERSHIP	• Countries put in place national development strategies with clear strategic priorities.
2. ALIGNMENT	• Countries develop reliable national fiduciary systems or reform programs to achieve them. • Donors align their aid with national priorities and provide the information needed for it to be included in national budgets. • Coordinated programs aligned with national development strategies provide support for capacity development. • As their first option, donors use fiduciary systems that already exist in recipient countries. • As their first option, donors use procurement systems that already exist in recipient countries. • Country structures are used to implement aid programs rather than parallel structures created by donors. • Aid is released according to agreed schedules. • Bilateral aid is not tied to services supplied by the donor.
3. HARMONISATION	• Aid is provided through harmonized programs coordinated among donors. • Donors conduct their field missions together with recipient countries. • Donors conduct their country analytical work together with recipient countries.
4. MANAGING FOR RESULTS	• Countries have transparent, measurable assessment frameworks to measure progress and assess results.
5. MUTUAL ACCOUNTABILITY	• Regular reviews assess progress in implementing aid commitments.

Progress towards the Paris Principles

Since 2005, Tanzania has improved its operational strategies. Regarding its progress towards achieving the Paris Principles, Tanzania receives the maximum score of "A." Mixed progress has been shown in terms of alignment with some (three of seven) indicators meeting the targets. Performance in terms of achievement, results and mutual accountability have been met. Four targets have not been met, including insufficient strengthened capacity and reliability of country systems. Significantly, there was little progress on harmonization with all three dimensions failing to meet their targets (see Table E.5)

In summary, challenges in the areas of capacity building, ensuring alignment and harmonization remain. Of interest is that the overall aid picture is more predictable. While true for major investments, our study on small PWCB initiatives will show that this is not the case for small projects with small local civil society organizations.

The conclusion regarding aid predictability was reached following the 2011 survey. The survey included 22 donors covering CIDA and over 80% of Tanzania's programmable aid. The survey was prepared using both quantitative information from the Government of Tanzania, donors, the Organisation for Economic Co-operation and Development (OECD) and the World Bank. In addition, qualitative evidence submitted to OECD by the Government of Tanzania was also included after the incorporation of feedback from donors and other country stakeholders. Unfortunately, very little feedback from either local civil society organizations or international non-governmental organizations was available for integration into the OECD survey.

Table E.5: Baselines and Targets for 2010 in Tanzania[53]

	INDICATORS	2005 REFERENCE	2007	2010 ACTUAL	2010 TARGET
1	Operational development strategies	B	B	A	'B' or 'A'
2a	Reliable public financial management (PFM) systems	4.5	4.0	3.5	5.0
2b	Reliable procurement systems	Not available	B	Not available	No Target
3	Aid flows are aligned on national priorities	90%	84%	92%	95%
4	Strengthen capacity by co-ordinated support	50%	61%	26%	50%
5a	Use of country PFM systems	66%	71%	79%	77%
5b	Use of country procurement systems	61%	69%	72%	No Target
6	Strengthen capacity by avoiding parallel project implementation units (PIUs)	56	28	18	19
7	Aid is more predictable	70%	61%	97%	85%
8	Aid is untied	97%	97%	96%	More than 97%
9	Use of common arrangements or procedures	55%	61%	60%	66%
10a	Joint missions	17%	16%	26%	40%
10b	Joint country analytic work	38%	65%	48%	66%
11	Results-oriented frameworks	B	B	B	'B' or 'A'
12	Mutual accountability	Y	Y	Y	Y

E.4 PWCB in Tanzania

The six PWCB projects in Tanzania cover a range of governance issues and types of partnerships. Table E.7 contains a short description of each of the six partners and projects, noted in the order in which they were met in Tanzania.

Table E.6: PWCB Governance Projects in Tanzania

Project Name	Canadian partner	Tanzanian partner	Project Description
Oxfam Development Program – Engendering Change	Oxfam Canada	Several, including Tree of Hope in Tanga (visited on December 10, 2012)	The program aims to advance women's rights and gender equality. The ultimate goal is to attain tangible improvements in the lives of the most vulnerable and poorest, most of whom are women. The specific priorities include addressing gender-based violence, a central focus of Tree of Hope's programs.
Institute of Public Administration of Canada Program	Institute of Public Administration of Canada	Tanzania Public Service College	The project aims to enhance the individual and institutional capacity of selected government ministries, departments, agencies, and training institutes etc. Specifically, the Tanzania-Canada Partnership Project is intended to enhance the capacity of the Tanzania Public Service College to provide higher quality training and enhance incorporation of gender equality considerations into the design and delivery of training at the College.
Legislative Audit Assistance Program	Canadian Comprehensive Audit Foundation	National Audit Office of Tanzania	In Tanzania, the Canadian Comprehensive Audit Foundation has worked with the National Audit Office of Tanzania to increase the capacity audit staff. In particular, Tanzanian auditors come to Canada for nine-month assignments. Canadian auditors are also deployed to Tanzania to assist National Audit Office of Tanzania to develop its audit capacity.
Strengthening Access to Justice	Canadian Bar Association	A variety of partners in Tanzania coordinated by the Tanganyika Legal Society	Since 1990, the Canadian Bar Association has worked on justice system reform in Tanzania (and three other countries in East Africa) including their most recent project entitled Strengthening Access to Justice through Legal Sector Development in Eastern Africa (SAJEA). This project was intended to help vulnerable people gain access to justice. In Tanzania, the Canadian Bar Association worked with the Tanganyika Legal Society and several other groups such as the Tanzania Network of People Living with HIV/AIDS. It promoted collaboration among justice-system stakeholders and provided avenues for beneficiaries to gain access to justice services.
Municipal Partnership Program	The Federation of Canadian Municipalities - Municipal Partnership Program	Association of Local Authorities	The partners are co-managing the Municipal Partnership for Economic Development program in Tanzania. The major components of the program are capacity building for the Association of Local Authorities, and development and implementation of two demonstration projects. The pilot aims to build the capacities of Local Government

			Associations so that they can promote Local Economic Development in their area.
Sustainable Cities Plus Network –	International Centre for Sustainable Cities	Dar es Salaam Municipal Government and a variety of partners	The demonstration projects that make up Sustainable Cities projects deal with challenging urban issues such as urban design, land-use planning, housing, transportation, solid-waste management, urban agriculture, poverty reduction, etc. In Dar es Salaam, there were 12 practical community demonstration sub projects. During this evaluation, the team interviewed six municipal government officials and made field visits to two sub projects – one dealing with solid-waste management and the other with urban agriculture.

E.5 Case Study Methods

The case study included a one-week mission to Tanzania, where the evaluators conducted 40 in-person interviews, visited all six PWCB projects, visited two demonstration sites, and participated in a large community event with beneficiaries. Representatives from Canadian partner organizations were interviewed by phone.

The case study was written primarily based on interviews and site visits with the Tanzanian partners and beneficiaries of the six PWCB governance projects. Analysis was informed by responses to a short survey, interviews with the six Canadian partner organizations, interviews with PWCB project officers, and a review of secondary data. The data included project information, contextual documents regarding development assistance, and material pertaining to Tanzania's governance context.

Responses from various lines of evidence were triangulated in order to draw out relevant lessons and inform the wider governance evaluation. The case study method focuses on a group of projects, but its ability to generalize is limited. Thus, the case study should not be used as evidence of the successes or challenges of PWCB governance projects in general.

Table E.8 describes the composition of the interviewees from the case study. The sample included 40 stakeholders and 112 beneficiaries in Tanzania, representatives of all six Canadian partners, PWCB project officers in Canada, and CIDA field representatives in Dar es Salaam.

Table E.7: Case study interviewees (Oct – Dec 2012)

Partner Names	Canadian Partner (by phone)	Tanzanian Partners (in person)	CIDA at HQ & in Tanzania (in person)
1. Oxfam / Tree of Hope	• Senior Managers at Oxfam in Canada • 2 Senior Managers in Tanzania including Country Director	• Interviewed Oxfam staff working in Tanzania • Executive Director of local partner • Officials working with the local partner, including District Commissioner • Several local beneficiaries	• CIDA field staff

		• Attended event on gender-based violence with 100+ participants	
2. Institute of Public Administration of Canada / Tanzania Public Service College	• Manager responsible at IPAC in Canada	• 4 staff members at College, including those who received training in Canada	• PWCB Officer
3. Canadian Comprehensive Audit Foundation / National Audit Office of Tanzania	• Senior Manager in Canada	• Auditor General • Advisor • 4 program fellows	• PWCB Officer
4. Canadian Bar Association / Tanganyika Legal Society	• Senior Manager in Canada • Previous manager	• Representatives of 2 local partners	• PWCB Officer
5. Federation of Canadian Municipalities / Association of Local Authorities	• Manager in Canada	• people who worked on the program • site visit, including a presentation on the program	• PWCB Officer
6. Sustainable Cities / Multiple partners	• Senior Manager in Canada	• Program Manager • Beneficiaries working within government (6) • Beneficiaries in 2 community projects (13)	• PWCB Officer

E.6 Findings by Evaluation Criteria

This section summarizes findings from 40 interviews in Tanzania and 20 responses to an on-line survey addressing the seven main criteria identified in the evaluation's Terms of Reference (Appendix A).

With respect to **coherence and coordination** with other relevant local development actors (Figure E.2), the majority of stakeholders perceived good coordination. To improve this rating, partners need to link more with others in their sector (i.e. Sustainable Cities and Association of Local Authorities, other relevant initiatives).

Given the specific focus and reporting requirements of projects, it is often an afterthought for project personnel to seek out other projects with similar objectives. Nevertheless, such action can lead to synergies and opportunities, as demonstrated in four of the six governance projects in Tanzania. The initiative of CIDA field staff in drawing project stakeholders together annually is a good start to improving coordination. Drawing stakeholders together with others working in specific sectors (i.e. urban development, gender, environment etc.) but funded either by Tanzania or through other funding modalities, would also be beneficial.

The findings show that most respondents believe that there is **good value for money** (Figure E.3). In Tanzania, partners and beneficiaries perceive this as accurate primarily because for four of the six projects, high quality inputs can be accessed from Canada or in Canada at no cost in terms of fees for service provision. Organizations in Canada are large and have access to auditors, lawyers, government employees or officials that can go to places like Tanzania and deliver technical assistance at costs that only cover travel/accommodation. Value for money was also demonstrated by the other two projects in Tanzania (Sustainable Cities and Oxfam) through their selection of small sub-projects, which cost little, have large benefits and can be sustainable.

The Kisiwani Environmental Group project on waste management in Dar es Salaam was started with a small amount of money. Now the project is self sufficient from revenue received from picking up garbage and selling plastic and quality compost.

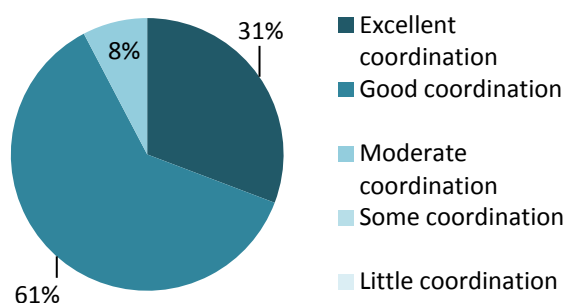**Figure E.2: To what extent have CIDA partners coordinated their activities with other relevant local development actors?**

Excellent coordination — 31%
Good coordination — 61%
Moderate coordination
Some coordination — 8%
Little coordination

Figure E.3: To what extent have CIDA partners achieved "good value for money" with CIDA funds?

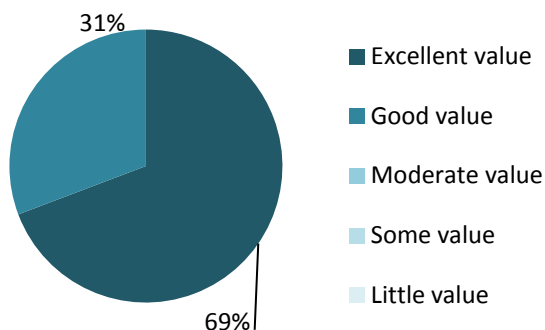Excellent value — 69%
Good value — 31%
Moderate value
Some value
Little value

Figure E.4: To what extent have partners in both countries used performance monitoring strategies to inform management decision making?

- Substantial use — 16%
- Good use — 69%
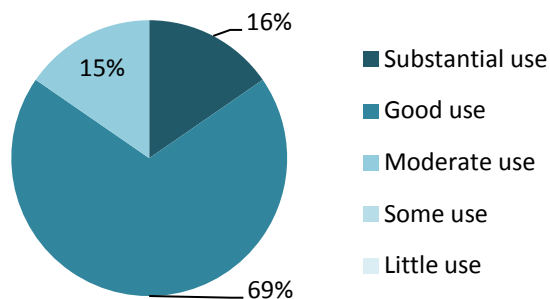- Moderate use — 15%
- Some use
- Little use

Figure E.5: To what extent do governance programs by CIDA partners respond to locally identified needs and priorities and are aligned with country needs?

- Fully aligned — 46%
- Well aligned — 54%
- Moderately
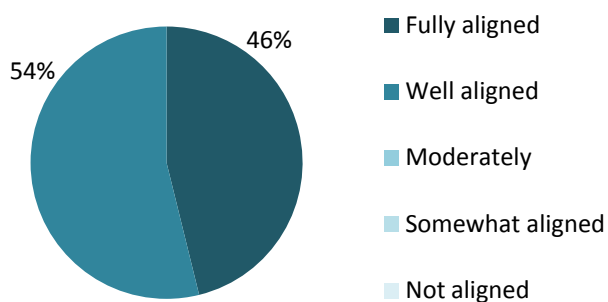- Somewhat aligned
- Not aligned

Figure E.6: To what extent have your development interventions outcomes been achieved, or are expected to be achieved, taking into account their relative importance?
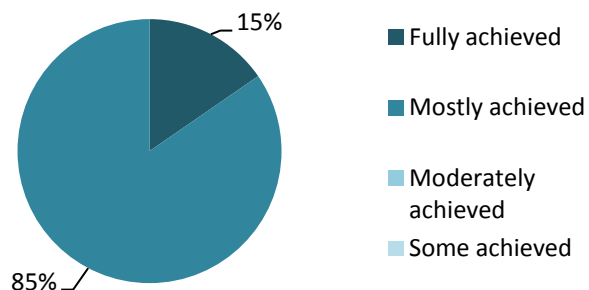
- Fully achieved — 15%
- Mostly achieved — 85%
- Moderately achieved
- Some achieved

Figure E.7: What proportion of your development interventions use gender equality planning and management?

- Most
- Significant number
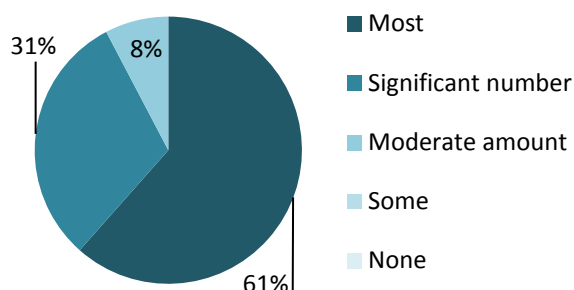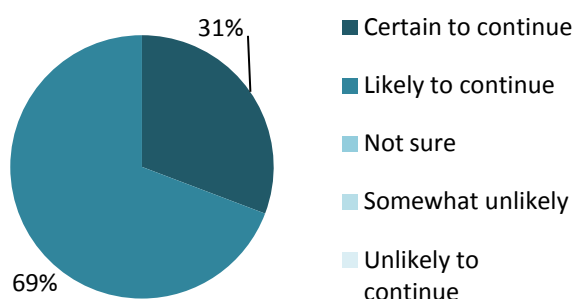- Moderate amount
- Some
- None

31% 8% 61%

Figure E.8: To what extent are the accomplished results and benefits likely to continue over time?

- Certain to continue
- Likely to continue
- Not sure
- Somewhat unlikely
- Unlikely to continue

31% 69%

The Tanzanian partners reported that they were pleased that Canadian partners took their ideas seriously and ensured that the project designs and performance measurement frameworks **met the needs of the Tanzanians** (Figure E.4). They reported that the Canadian partners seek their input on reporting and using results-based management (RBM) to monitor performance. However, in all cases the Canadian partner finalizes reports for CIDA using the monitoring data. During interviews, it was clear that many of the Tanzania partners have learned more about RBM and understand the value of performance monitoring; yet, they are not using this data to inform their management decision-making.

Tanzanian partners all indicated that they believe that their projects respond to **locally identified needs and priorities** and are aligned with Tanzanian needs (Figure E.5). Given the importance of capacity building in each of these six projects, this appears accurate. The only qualifier noted by some partners is that some proposals have to be skewed in specific directions to meet CIDA needs. Nevertheless, the perception was that the areas identified by CIDA do tend to be aligned with country needs in the broader sense.

Almost all Tanzanian partners and beneficiaries of the PWCB funding perceive that their projects are **achieving their outcomes** (Figure E.6). This is accurate in most cases, but in others, such as the Tanzanian Public Service College, it is clear that they are not yet achieving their gender-related outcomes, but their prevailing view (as expressed in their interviews and survey questionnaires) is that they are well on their way.

The Canadian partner and the gender focal point in Tanzania are aware of the shortfall with respect to **gender equality** (Figure E.7) and are working to overcome it. Part of the challenge is the need to build an increased understanding of what gender equality is, and what gender mainstreaming means in practice. Gender is much more than just increasing the number of trained women.

As noted previously, several projects overestimate the degree of gender integration into their planning and management. The view is accurate when the project deals specifically with gender, as in the Tree of Hope/Oxfam project. For the other five partners, however, there are varying degrees of understanding about gender. Interviews with the Canadian partners demonstrate that they have a good understanding of gender, its importance and how it can be mainstreamed into projects. The challenge that remains is that more training in gender is needed with local partners. This is necessary in order to overcome cultural and other barriers to gender equality, which has an on-going influencing on projects.

Tanzanian personnel from all six projects believe that the capacity in governance skills will be **sustained** (Figure E.8). However, the four projects that are carrying out demonstration and pilot projects believe that they need more time to find ways to ensure that their pilots can be sustained and replicated in other venues. CIDA's Tanzania-based field staff agreed with this view, as the extra time could be used to find other supporters. The one-year proposed extension to the demonstration projects could protect CIDA's investment and allow its projects to be expanded in order to help more beneficiaries.

The cross cutting issue of environmental sustainability is not included here, as most projects did not have environmental implications.

E.6 Findings – contribution to governance in Tanzania

Each PWCB project is contributing to improved governance in Tanzania.

Oxfam partner Tree of Hope is well linked with local government and has influenced the District Government. The Tanga District Government changed its approach to gender-based violence by putting policies and programs in place. As evidenced by the large number of young beneficiaries who demonstrated understanding of gender-based violence and how to address it, it was clear that young people (and especially young women) feel more empowered to assert their rights.

The **Institute of Public Administration of Canada/Tanzanian Public Service** partnership's work at the College is not sufficiently focused on gender to achieve the outcomes of the performance management framework. However, in terms of governance capacity building, they are improving the capacity of participants through a wide range of short- and long-term training.

Notwithstanding the many barriers, including corruption within the Tanzanian Civil Service, implementing high quality mandatory training (which benefits from Institute of Public Administration of Canada input) should improve the professional capacity of government officers to deliver services that benefit people.

The long-term relationship between the Canadian Comprehensive Audit Foundation and the National Audit Office of Tanzania has had a positive impact on developing the capacity of the Auditor General's office in Tanzania. This has improved accountability. Recently the National Audit Office of Tanzania produced several high quality audits and is now regarded as the audit practice leader in East Africa. Tanzanian audit staff worked with Canadian auditors for nine months in Canada and now apply their learning to Tanzanian problems. This model has worked well. Ultimately, strengthened audit practice and capacity can help counter corruption and make the growing Tanzanian supreme audit office more professional and accountable.

The Canadian Bar Association and the Tanganyika Law Society and other local partners have strengthened access to justice for the groups and people with which they have worked. The Tanzanian civil society organizations have been able to benefit from the program. The most significant achievement for this project is that end-beneficiaries used what they learned to advocate and promote changes in law and legal aid.

The **Association of Local Authorities/Federation of Canadian Municipalities** program has strengthened the capacity of the national association by providing local government leaders and officials in Tanzania with improved skills. These skills can be used to help support long-term economic development. The Association of Local Authorities is now in a stronger position to lobby and advocate for policy changes that affect local authorities. Ultimately, improved capacity should lead to higher quality services that respond to citizen needs.

The **Sustainable Cities International** initiative highlights a large number of beneficial demonstration projects that have the potential to be replicated. These demonstration projects address many of the major urban issues faced in large cities such as Dar es Salaam. Citizens need waste management, transportation and government systems that work. Several of these initiatives also generate income for the individuals involved.

E.7 Findings – added-value of civil society organizations

For the most part, civil society organizations in Tanzania are well linked with the communities they serve. This enables them to have influence over their members, other civil society organizations and local government representatives, as demonstrated in four of the six projects. The Association of Local Authorities, Tree of Hope, Sustainable Cities and Tanganyika Legal Society projects, are influencing, and receiving support from, local government leaders.

For the Tanzanian partners involved in PWCB partnership projects, the real value lies in the depth of partnership relationships. For example, after 25 years, National Audit Office of Tanzania and Canadian Comprehensive Audit Foundation work together in an atmosphere of mutual trust. Many Canadian civil society organizations in this project and their Tanzanian counterparts have worked together for a long time, an environment through which good governance can be modeled, and the added value of civil society organizations demonstrated.

The High Level Forum on Aid Effectiveness held in Busan, Korea in 2011 advanced the aid effectiveness agenda. The forum gave civil society organizations an opportunity to engage with other networks to undertake advocacy, information dissemination and capacity building. The forum also provided extensive opportunities for civil society organizations to network with one another and demonstrated their critical role in development.

As noted in the response to the sustainability question, extension of some PWCB projects for an additional year would allow them to seek ways to replicate their success, and leverage their added value, in other locations with other funders or with municipal governments.

The added value of civil society was evident in the case study, with numerous examples of transferrable benefits and possibilities for replication:

- The successful waste management model created under the Sustainable Cities project, which could be replicated all over Dar es Salaam at very low cost. It could also be used in other cities in Tanzania or more widely in Africa and other regions.
- Sustainable Cities urban agriculture project combines support from the municipality with CIDA support, capitalizing on existing urban agriculture.
- Trees of Hope's innovative projects in the area of gender-based violence could replicate their experience in other locations and promote the rights within a wider group of beneficiaries.
- The Tanganyika Law Society's partners are improving the rights of people with HIV/AIDS but only in a small area. They have had some success at the policy level and need more support to have a greater influence at that level.
- If successful, the Association of Local Authorities' two demonstration projects, piloted with the municipalities around Morogoro, could be replicated in other locations.

A significant return on their investment would occur if CIDA supported the best projects initiated by local civil society organizations. Civil society organizations often work "close to the ground" with small budgets, meaning that small investments go a long way and can have a significant impact at the community level where poverty is most concentrated.

E.8 Lessons Learned

Based on the case study, several lessons learned were identified:

1. The importance of integrating gender equality into project design and implementation - For projects to fully meet the needs of both women and men in governance program activities, gender equality issues need to be integrated into project design and implementation. This was the case of the Sustainable Cities project (both in the urban farming and waste management sub-projects), and throughout the Engendering Change project and sub-projects. For governance projects where gender is not integrated, capacity building is needed to enhance achievement of gender equality results.

2. The importance of cross-fertilization between projects - There is significant potential for cross-fertilization between projects. This potential exists across the six PWCB projects in Tanzania and vertically within these projects. These partners could also cross-fertilize with CIDA's multilateral and bilateral projects. There is also the potential for projects to work together jointly and benefit from the same technical assistance. For example, projects such as Sustainable Cities and the Municipal Partnerships program should meet regularly to share their lessons learned and discuss how to address similar governance challenges in the municipal governance area.

3. The importance of Transformative Capacity Building – The six projects in Tanzania include many capacity-building initiatives that are designed to address technical skills (such as, better financial transparency in government). Other initiatives work with local informal authorities (such as parish priests and imams) or through training in human rights and gender violence of formal authorities (such as police and other criminal justice professionals). However, very few projects focus on the transformative side of change (attitude change or cultural transformation). This is a more delicate subject, which is by nature a long-term exercise. However, this area needs to be addressed wherever possible to expand the likelihood of long-term results from capacity-building activities.

4. The importance of increasing linkages between local organizations and government - Many successful projects need to continue to develop linkages between civil society and government (both at the local level and at the higher levels of government). The Canadian Bar Association project on Strengthening Access to Justice in Tanzania demonstrates how linkages with beneficiaries and civil society organizations that represent them can help accelerate change in attitudes towards vulnerable populations.

5. The importance of informal linkages to influence governance issues - The Tree of Hope project (in the Engendering Change program) has many informal linkages with both formal and informal structures. Some examples included linkages with the District Commissioner, legal counsel, the Police (Gender Desk) and religious and community leadership. These types of linkages allow grassroots projects to influence leaders in community governance and in the government as well.

6. The importance of increased predictability in funding - The sense of unpredictability of aid from CIDA appears to be contributing to the anxiety surrounding the availability of future CIDA funding. This may be partially responsible for PWCB Development Partners in Tanzania's tendency to "over-state" some of their achievements and avoid discussing in detail the challenges they are facing.

APPENDIX F: Management Response from PWCB

This is a positive evaluation overall. It shows the clear relevance of PWCB governance programming, and results achieved in multiple countries. The program has clearly made significant improvements since the 2008 evaluation, despite reductions in its personnel. A major challenge, however, has been to deliver program in the absence of an updated Governance policy framework.

Recommendations	Commitments/measures	Responsible	Completion date	Status
1. **Coherence and Effectiveness** - For improved effectiveness, and where appropriate, small project initiatives with communities and local government should be linked with national governments to amplify results. PWCB and field based CIDA staff should facilitate connections among PWCB partners, bilateral and other donors' projects in specific countries and regions.	**Agree.** 1.1. Performance Management Agreements of decentralized Directors and Head of Aid include effective implementation of the mandate letter that outlines expectations for program delivery on behalf of all parts of DFATD including PWCB. 1.2. The new assessment process that calls for proposals includes systematic consultation with the field. Questions on coordination with other PWCB partners, bilateral, and in country donors, will be added to the consultations form. 1.3. PWCB has addressed part of the concern by means of the new proposal assessment tools and process, which includes coherence with national frameworks/priorities as well as a process to consult with field staff.	GPB PWCB PWCB	Implemented in 2012 Completed in 2013 Completed in 2012	

Recommendations	Commitments/measures	Responsible	Completion date	Status
	1.4. PWCB will continue to feed into the country strategies and Country Development Programming Frameworks as appropriate in order to facilitate the link to national development plans such as Poverty Reduction Strategic Papers.	PWCB	PWCB's participation verified in 2015.	
2. **Sustainability and Exit Strategies**- PWCB should encourage and support partners in developing exit strategies for when project funding ends, to ensure the sustainability of results. Since achieving results in governance sometimes requires long and uncertain time frames, allowing flexibility to extend or increase support to projects that demonstrate exceptional potential should be considered.	**Agree.** 2.1. PWCB has addressed part of the concern through new proposal assessment tools. PWCB also requests exit strategies in the proposal and in final reports, as outlined in contribution agreements. 2.2. Performance objectives and appraisals of officers and managers will reinforce the need to document evidence of project sustainability and realistic exit strategies through monitoring reports. 2.3. Officers and managers are reminded that if for unforeseen reasons in a specific country, achieving sustainability of results is jeopardized, the potential for a project extension or project funding increase should be determined based on evidence of achieving sustainable results.	PWCB PWCB PWCB	Completed in 2012 April 2013 April 2013	

Recommendations	Commitments/measures	Responsible	Completion date	Status
3. Gender Equality - To improve gender data collection and outcomes, PWCB should encourage training for Canadian partners on gender equality tools and analysis. Along with meaningful consultation, PWCB should require partners and projects to demonstrate systematic gender analysis throughout project planning and implementation**.**	**Agree.** 3.1 PWCB has addressed part of the concern through new proposal assessment tools, which require demonstration of systematic gender analysis throughout project planning and implementation. 3.2. PWCB will improve partners' access to existing tools, analysis, training on gender equality on CIDA's website.	PWCB PWCB	Completed in 2012 September 2013	

Recommendations	Commitments/measures	Responsible	Completion date	Status
4. **Performance Management -** PWCB should finalize the Governance Program Performance Management Strategy, including a logic model, a performance measurement framework, and a risk based monitoring strategy.	**Agree in part.** 4.1. PWCB implements two programs that aim to engage and leverage the development expertise and initiative of Canadians and Canadian organizations to deliver development results on the ground and contribute to poverty reduction: the Partners for Development Program and the Global Citizens Program. As such, PWCB is finalizing two program-level Performance Management Strategies that integrate and incorporate its programming in multiple sectors, including governance, and that will take into account Agency policy guidance on governance.	PWCB	March 2014	

Subject Index

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