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Development Agency

Agence canadienne de
développement international

Institutional Evaluation of Development and Peace **Summary Report**



**Performance Review Branch
Canadian International Development Agency
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Acknowledgements

The team members in charge of assessing Development and Peace, consisting of Philippe Bâcle, Raynald Guy, Hélène Jean-Venturoli and Margot Rothman and led by Rémy Beaulieu, Senior Performance Review Officer, wish to extend warm and sincere thanks to everyone they met in the course of the mandate. The assessment team also wishes to offer special thanks to CIDA representatives Ray Burzynski, Jacques Bussi res, R al Lavergne, Carla Castaneda and John Saxby from the evaluation follow-up committee, whose valuable collaboration greatly enhanced the work.

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The photograph on the cover page shows how important it is for development strategies to mobilize civil society and foster social participation, an approach that ensures that the society's poorest members are truly reached and promotes a local sense of ownership. In conducting its interventions, Development and Peace has gradually extended the scope of its mobilizations, which began at the local level and then expanded to address national policies, regional networks and major global issues.

- R my Beaulieu

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Management Response

First, I would like to thank the evaluation team, led by Rémy Beaulieu, for its excellent work in developing this evaluation. The participatory approach involved meetings and opportunities for written feedback. This allowed all parties to contribute actively, including Development and Peace. Moreover, D&P's open-mindedness allowed the work plan to include themes such as strengthening aid effectiveness. The underlying principles of effectiveness did not exist when the contribution agreement for the current program was signed in 2000.

Note that the evaluators' diagnosis confirms several qualities that the organization has shown since partnering with our branch. These qualities include commitment to the poor, a partnership approach based on mutual respect and institutional support, and a capacity to learn. The organization has made significant efforts to incorporate the results-based management (RBM) approach in developing its program. The evaluation has the merit of having examined these aspects in depth. The evaluation also highlighted other aspects of D&P's work, both its strengths and weaknesses. The exercise's overall result is very positive. This will allow the organization to maintain and strengthen these good points in its development work for the poor and excluded, and civil-society organizations. These strengths include a clear vision, a capacity to mobilize both developed and developing countries, and greater geographic concentration.

The evaluation also provides food for thought. How does the D&P program use RBM? What role does it play in capacity building through partnership? Are D&P's partners able to think of and use RBM from a learning perspective? The evaluators suggest clarifying levels of attribution and contribution. This will help the organization to determine where it stands in terms of direct results (institutional support) with partners, as well as indirect results (for recipients) via its partners. D&P was able to reflect these recommendations in its 2003-2006 program submission, prepared while the evaluation was under way. We agree with the evaluators on the need to

strengthen capacity building and application of RBM by partners. At the same time, we recognize the constraints identified. For instance, D&P supports independent organizations. In most cases, the organization is not the sole or principal donor. Availability of required resources is another constraint.

However, this is our partner's program and not CPB's. D&P contributed to the evaluation and has accepted the results. Our branch plans to enable D&P to formulate its own response to the evaluation, with a plan to implement the recommendations and an implementation schedule.

The other recommendations have more to do with a concerted effort by CIDA and D&P to cooperate, and with other national and international organizations. CPB will continue to dialogue with the rest of CIDA and with D&P, to determine how best to build on this cooperation. This recommendation is in line with the coordination expected in the *Policy Statement on Strengthening Aid Effectiveness*. This has been a growing trend in recent years between CPB partners and Canadian cooperation in the field. We recognize that CIDA as a whole can work more closely with an organization such as D&P. D&P has expertise in governance and respect for human rights. D&P possesses an extensive national and international network. Finally, D&P enjoys a mature partnership with civil-society organizations in developing countries.

CPB was recently reorganized. The new organization became effective in April 2003. The reorganization was based on numerous principles, including a focus on strengthening effectiveness. This meant clearly defining accountability, building results-based management capacity, and defining responsibility for relations with partners and other CIDA branches. The first year will allow us better to identify where our branch is headed in terms of strengthening aid effectiveness. We can then help our partners better to see where they stand vis-à-vis CIDA's *Policy on Strengthening Aid Effectiveness*. In this regard, the evaluation results provide useful information about

what our partners can already contribute to this discussion, and how we can help them handle this issue more effectively.

PRB has recommended doing comparative evaluations. CPB agrees with this principle. This approach must be strategically coordinated. One possible idea has to do with church-based organizations and development. The evaluation does not develop the issue of development programs by church-based organizations. Development and Peace was created by the Catholic Church. Yet it must be acknowledged that D&P is an independent organization that basically focuses on development problems. Several CPB-funded Canadian church-based organizations have not always developed such a clear distinction between their mission to evangelize and their development activities. This is likely to raise concerns in some specific situations. These organizations are generally well organized. They have acquired significant development experience. They are often established in the poorest countries. They operate and do an outstanding job at a very low cost. D&P could serve as a model for other church-based organizations. The reference document between Christian NGOs and CIDA (1995) focused on guiding principles, definitions and declarations. This document could constitute a basis for evaluating this issue. (See Annex 1 for management response to specific recommendations.)

Abbreviations and acronyms

CIDA, Canadian International Development Agency

CDC, Centro de Defensa del Consumidor (Consumers' Protection Centre)

LFA, Logical Framework Analysis

CIDSE, International Cooperation for Development and Solidarity

CODEL, Comité de Desarrollo Local (Local Development Committee)

CODESOL, Corporation for Solidarity Development

CONIC, Coordinadora Nacional Indígena y Campesina (National Indigenous and Peasant Coordination)

CRONGO, Conseil régional des organisations régionales du Katanga (Katanga Regional Council of Regional Organizations)

PRSC, Poverty Reduction Support Credit

DELTA, Development Education Leadership Teams in Action

D&P, Development and Peace

FONTIERRAS, Fondo de Tierras

RBM, Results-Based Management

GENTA, Gender and Trade Network for Africa

ILRIG, International Labour Research and Information Group

LADA, Law and Development Association

LPM, Landless People Movement

NLC, National Land Committee

NGO, Non-Governmental Organization

PAC, Patrouille d'autodéfense civile (Civil Defence Patrol)

PED, Programme d'éducation au développement (Development Education Program)

PROB, Programme de renforcement des organisations de base au Rwanda (Local Organizations Strengthening Program in Rwanda)

DRC, Democratic Republic of Congo

RODHECIC, Réseau d'organisation des droits humains et d'éducation civique d'inspiration chrétienne (Christian-based Organization Network for Human Rights and Civil Education)

EDC, Export Development Corporation

SYPA, Synergy for Peace in the Democratic Republic of Congo

UNES, Unión de Ecologistas de El Salvador (Ecologists' Union of El Salvador)

Executive Summary

1.0 Evaluation context and objectives

The Canadian Catholic Organization for Development and Peace, known as Development and Peace (D&P), is one of Canada's leading non-governmental organizations (NGOs). The Canadian International Development Agency (CIDA) has supported the organization since its own founding in 1968.

This institutional evaluation was carried out on an independent basis by CIDA's Performance Review Branch, in close collaboration with the Canadian Partnership Branch. A follow-up committee was set up that also included a representative of the Policy Branch and the Africa and Middle East Branch, along with three representatives of Development and Peace.

The evaluation had the following objectives:

- ❑ to analyse the results obtained by D&P through some of its development programs in Africa and Latin America;
- ❑ to contribute to reflections on principles relating to the effectiveness of cooperation in development.

2.0 Evaluation components

In addition to the summary report, the program evaluation has the following four components:

- ❑ three case studies on specific programs, namely South Africa and Zambia, Rwanda and the Democratic Republic of Congo (DRC), as well as Honduras, EL Salvador and Guatemala;
- ❑ an analysis of D&P's advocacy component (including case studies).

The evaluation focused on six themes:

- ❑ **relevance and poverty reduction** – as they relate to D&P programs, CIDA priorities and the needs of priority countries and partners;
- ❑ **policy dialogue** – the value-added of policy dialogue and advocacy;
- ❑ **consistency and complementarity** – what D&P's strategy contributes to the effectiveness of Canadian cooperation;
- ❑ **partnership and good governance** – linkages and the nature of partnerships at the local, national, regional and international levels;

- ❑ **results achieved** – results achieved on the basis of capacity building and the achievement of development goals;
- ❑ **effectiveness** – particularly as it relates to the RBM approach;

3.0 D&P's program

D&P's general *mission* is "to foster local ownership in the world's poorest communities and to promote a development approach that encourages individuals to participate in the democratic process and empowers communities to manage their own economic, political, social and cultural development."

Since the early 1990s, there have been changes in the structure, strategy, scope, resources and results of the South Program. In the mid-1990s, particularly, D&P decided to focus its interventions more closely:

- In 1996, D&P decided to reduce the number of program-countries in Latin America, from the then 20 to 11 in 2003.
- The Africa program intervened in 28 countries at the start of the 1990s, and since then has intervened in 13 countries considered priorities on the continent.

D&P, which is present in 27 countries on three continents (Americas, Asia and Africa), provided aid during 2000-03 to 265 programs and/or partners in the south. The average value of the contributions to partners in the south has remained relatively stable during the past three years, totalling less than C\$50,000.

From the 1999-2000 to 2001-2002 period, CIDA contributed \$23.2 million, funding that represents, on average, 32.5% of the organization's total budget.

D&P's Annual Budgets and CIDA Contributions from 1997-1998 to 2001-2002 (in thousands of dollars)

Year	Total Budget	CIDA Contribution	%
1997-1998	20,419.2	7,944.9	38.8
1998-1999	33,195.5	7,900.2	23.8
1999-2000	23,347.5	7,755.0	33.2
2000-2002	23,391.4	7,755.0	31.8
2001-2002	23,854.3	7,755.0	32.5

4.0 Main evaluation findings

Generally speaking, D&P's program is appropriate and effective, and the organization represents an important partner for CIDA. Its performance in supporting development is considered significant in several respects:

- The first element to highlight in any analysis of D&P's effectiveness is the clarity of its vision and the fervour of its social commitment towards the poor and social justice.
- The second element relates to the fact that this vision is structured in a coherent way by partnership strategies based on local ownership, mutual respect and public education programs.
- The third aspect worthy of highlighting is D&P's strong capacity for mobilization, both in Canada and developing countries at the local, national and international levels.
- Finally, there is D&P's capacity to question and to learn, which has enabled D&P to continually adapt to new challenges in terms of both management and development.

In light of these observations, the question that arises is whether all these efforts translate into development results, both in terms of the development of organizational capacities and the improvement of living conditions experienced by the world's poorest populations. The members of the evaluation team agree with this.

In this context, we believe that certain aspects could be subjected to reflection and additional attention:

- The RBM framework that D&P uses for its south support program;
- The role of capacity development in partnership;
- The capacity of D&P's partners to design and use RBM for learning purposes;

In this context, we believe that it is justifiable to offer a certain number of recommendations that make it possible to set future milestones, with the aim of meeting these challenges.

5.0 Recommendations

- That D&P continue its approach of concentrating its activities in the area of "stronger institutional partnerships" so that, on the one hand, it reduces the number of organizations supported and, on the other, increases its funding and "presence" for the organizations it supports.
- That CIDA work in closer cooperation with such an organization as Development and

Peace in order to promote a better understanding of, and engagement in development on the part of the Canadian public.

- That CIDA and D&P establish closer collaboration mechanisms in the field and within the framework of geographic programs.
- That D&P increase its collaboration with other Canadian international cooperation organizations and others to optimize the effect, impact and scope of its interventions.
- That D&P define its advocacy activities more clearly, develop tools to enable it to report, evaluate and follow up on its activities in Canada. D&P could identify more precisely the publics concerned. D&P and CIDA would benefit from cooperating and working together in dossiers of mutual interest.
- That D&P consider strengthening and systematizing its interventions involving organizational capacity building within the framework of its partnership approach.
- That CIDA have access to D&P for emergency programs in countries where this organization has contacts that can ensure management of humanitarian aid.
- That CIDA and D&P clarify the levels of accountability and attribution in acknowledging **responsibility** for results in the institutional development of D&P's partners and the **contribution** to D&P's partners' efforts to improve the well-being of the poor. D&P should help its partners improve their capacity to measure and report the results of their interventions and programs for the beneficiaries.
- Finally that D&P support its partners so as to improve their capacity to measure and report on the results of their interventions and programs on behalf of beneficiaries.

6.0 Lessons

What clearly emerges from this institutional evaluation exercise and the results of the analysis is that non-governmental organizations such as D&P have an important contribution to make in terms of reflection and learning aimed at increasing the effectiveness of development cooperation.

- **Achieving Millennium Development Goals** – constitutes a common objective; however, the role that each can play in this remains to be determined;

- **Local ownership** – can be strengthened through participation by partners from the local civil society, particularly in countries in crisis;

- **International coordination** – a corporative approach would make it possible to better coordinate and position “Canadian cooperation”;

- **Stronger partnerships** – through the development of agreements spelling out the respective and shared responsibilities of the “stronger institutional partnerships”;

- **Results-based approach – clarifying responsibilities for following up results with respect to institutional partnerships.**

- **Greater coherence** – in promoting dialogue concerning reflection on national, regional and international issues in areas other than aid between governmental and non-governmental organizations.

- Good governance – the contribution of non-governmental organizations to good governance is a factor in the success of development and the effectiveness of aid.

- Building the **capacity** of non-governmental organizations is essential, given the vulnerability of the institutional environment, and it is also essential to promoting sustainable development and the effective participation of beneficiaries;

- Engaging **civil society** – membership organizations play an important role in mobilizing populations, both in Canada and in developing countries.

- Program approach – implies a shift from the traditional project-based approach to a form of cooperation that supports partner organizations in their totality.

7.0 Methodological Considerations

The problem with results-based management in terms of partnerships that respect local ownership is that it creates methodological challenges for many organizations working for international cooperation. Some of these challenges are listed below:

- working in the field of human rights and governance has traditionally been an area in which it is difficult to measure results;
- targeting capacity development of partner organizations. This is a complex area in which results are difficult to measure;

- supporting numerous organizations which are trying to improve the living conditions of targeted populations. The results of these interventions can only partially be attributed to the external support organization;

- a number of partner organizations in developing countries have not yet adopted results-based management;

- working with a network of national, regional and international partners also makes local accountability more and more distant as well as less clear and understandable;

Challenges in Implementing the Principles of Effectiveness in Integrated Approaches

In adopting its policy statement on the effectiveness of development cooperation, entitled “Canada making a difference in the world”, CIDA has created new challenges for itself and its partners.

In 1996, when CIDA adopted the result-based approach, it was looked upon as “the” management method. Since September 2002, however, we have had to make this policy part of a development approach which includes various principles of efficiency that take into account millennium objectives, local ownership, partnership, donor coordination and coherent policies.

Harmonizing these various elements means making compromises. We can no longer impose one approach and outlook; instead, we need to sit down and negotiate. The multiparty background of international cooperation calls for a joint approach. This is the challenge that faces non-governmental organizations in terms of partnerships that respect local ownership. The challenges that this new approach poses for the Agency will certainly call for thoughtful consideration in the years to come.

1.0 Introduction

1.1 Evaluation context

The Canadian Catholic Organization for Development and Peace, commonly known as Development and Peace (D&P), is one of Canada's leading non-governmental organizations (NGOs). The Canadian International Development Agency (CIDA) has supported D&P ever since CIDA was founded in 1968.

This institutional evaluation was conducted independently by CIDA's Performance Review Branch, in close collaboration with the Canadian Partnership Branch. A follow-up committee was set up that also included a representative of the Policy Branch and the Africa and Middle East Branch, along with three representatives of Development and Peace. The committee met five times during the eight-month evaluation process.

The evaluation was done before the end of the comprehensive program (2000-2003). The next three-year program (2003-2006) is in its final phase of preparation. The evaluation was also done when D&P was restructuring its programs and adopting programming frameworks (Africa, Latin America and Asia) as part of a results-based management (RBM) approach. The evaluation therefore pays particular attention to these two aspects, which had been added since the previous institutional evaluation in 1997. The two aspects are all the more important in that they represent two elements that were also integrated by CIDA into the framework of the restructuring of its own programs.

1.2 Evaluation objectives

The institutional evaluation basically focused on the development results – including capacity building – obtained by D&P and paid only cursory attention to aspects of the organization's internal management.

The evaluation focused mainly on the Africa program (southern African and the Great Lake region) as well as part of the Latin American program (three Central American countries). These countries were selected on the basis of various criteria, including their relative importance, geographic coverage, the situation in the countries and the nature of the programs. The task of selecting a representative sample proved particularly difficult, given the multiplicity of programs and intervention countries in which D&P is involved. In addition, the evaluation examined D&P's advocacy component, which was also dealt with as a cross-cutting evaluation theme during field visits.

The exercise had the following objectives:

- ❑ to analyse the results obtained by D&P through some of its development programs in Africa and South America;
- ❑ to contribute to reflection on several principles relating to the effectiveness of cooperation in development – the concepts of partnership, local ownership, coherence in programs and capacity building, and the engagement of the Canadian public.

Although the exercise focused mainly on the period covered by the recent 2000-2003 program, it was acknowledged that current D&P programs are based on long-standing partnerships that would permit results to be analyzed over a long period.

1.3 Evaluation components

In addition to the summary report, the program evaluation has four other components:

- ❑ three case studies on specific programs, namely South Africa and Zambia, Rwanda and the Democratic Republic of the Congo (DRC) as well as Honduras, EL Salvador and Guatemala;
- ❑ an analysis of D&P's advocacy component (including case studies).

1.4 Evaluation themes

The evaluation began by verifying how successful D&P had been in achieving the ultimate goal for its 2000-2003 program (namely, to promote the emergence of sustainable and integrated human development based on the principles of social justice, the participation of populations in decision making, gender equality and respect for the environment). For its part, CIDA is continuing to reflect on the effectiveness of cooperation and support to civil society by closely examining issues such as local ownership, partnerships, program approaches, geographic and sectoral concentration, the coherence of policies, coordination and results-based management.

In this context, six themes were chosen for the evaluation:

- ❑ **relevance and poverty reduction** – analysis of the relationship between D&P's programs, CIDA's priority issues and the needs of the priority countries targeted by D&P and its partners;
- ❑ **dialogue on policies** – added value of the dialogue on policies and advocacy, as well as contribution of these elements to the achievement of the objectives of D&P's

south program, more particularly in a context of partnership;

- ❑ **coherence and complementarity** – the contribution of D&P's strategy to strengthening the effectiveness of Canadian cooperation and the potential for a partnership between D&P and CIDA in some core countries has taken the coherence and complementarity of development strategies into account, paying special attention to countries in crisis or in transition;
- ❑ **partnerships and good governance** – linkages between partnerships with partner organizations, expanded partnerships developed by D&P with the other key players in international development and continental networks of NGOs, as well as partnerships and institutional ties with other stakeholders in the field;
- ❑ **results obtained** – results achieved in capacity building and development objectives in terms of effects and follow-up mechanisms for short- and long-term programs results;
- ❑ **effectiveness** – analysis of the efficiency and effectiveness of operations among various funding sources (Partnership and Bilateral) as well as an analysis of the results-based management (RBM) approach.

1.5 Methodology

Institutional evaluation is based on four types of data and information collection:

- ❑ **literature reviews** – review and analysis of existing documentation, including programs, annual reports on D&P's results, documents on the effectiveness of cooperation;
- ❑ **interviews** – interviews organized with the main players and key partners involved in D&P programs, D&P personnel in Toronto and Montreal; other partners from Canadian NGOs; partners in the field; beneficiaries; locally hired consultants and various CIDA stakeholders;
- ❑ **meetings with partners and visits to projects in the field** – systematic analysis of a sample of partners and projects with the aim of analysing partnership modes and field results;
- ❑ **consultation round tables** – organization of forums in the field with D&P's national and regional partners to tackle common key themes in a structured and participatory framework.

Meetings were held with some 50 partners in the seven countries visited. In addition, the round tables held in the three regions covered provided an opportunity to meet other NGO partners, particularly local organizations that do not receive support from D&P. These round tables provided valuable information that sometimes had a more regional cast when it came to certain issues and challenges facing civil society and organizations like D&P.

2.0 Development and Peace Program

D&P's general *mission* is to foster a sense of local ownership in the world's poorest communities and to promote a development approach that encourages individuals to participate in the democratic process and communities to assume the management of their own economic, political, social and cultural development.

In 2000-03, D&P, which is active in 27 countries on three continents (the Americas, Asia and Africa), has cooperated with more than 200 partners in the south, which, in 2001-02, also shared some \$13 million among themselves.

**D&P Program Expenditures
from 1997-1998 to 2001-2002 (millions of
dollars)**

	01-02	00-01	99-00	98-99	97-98
Development Program					
Latin America	5.4	5.2	5.0	13.1	5.3
Africa	5.9	4.7	4.8	5.1	6.6
Asia	1.6	1.5	1.5	2.1	1.6
International	0.4	0.4	0.4	1.5	0.4
	13.4	11.8	11.8	21.7	13.9
Canadian Education Program					
English sector	1.3	1.3	1.3	1.2	
French sector	1.6	1.4	1.2	1.1	1.1
	3.0	2.7	2.5	2.3	1.2
Communication and Research					
	0.7	0.6	0.6	0.6	0.6
Total	17.1	15.1	14.9	24.6	15.7

More detailed figures giving budget breakdowns by component are appended. The size of expenditures in 1998-99 is a result of a major humanitarian mission conducted by D&P in Central America on account of the damage caused by Hurricane Mitch.

In accordance with its three-year 2000-2003 program, D&P chose to focus its efforts on supporting the processes of democratization. To this end, the organization structured its programming around two work axes: a program to support the south, and an education program in Canada, including advocacy and communication activities. In addition, D&P defined programming frameworks for each continent to allow priorities to be targeted and the

main results to be defined for the duration of the program. CIDA's funding contribution to D&P for the 1997-1998 to 2001-2002 period was \$23.2 million, or an annual average of 32% of the organization's budget.

2.1 South support program

During 2000-2003, the goal of the south support program was to carry out housing projects in developing countries so that poor populations could improve their living conditions and their participation in the democratization process.

In this perspective, the strategy that D&P has chosen is to support and strengthen grassroots organizations dedicated to social change and to facilitate the integration of such organizations into networks, making it possible to optimize the stakeholders' actions and ability to wield influence. By proceeding in this way, D&P hopes, in the short term, to do the following: strengthen its partner organizations; implement strategies of peace and reconciliation; promote human rights and democracy; propose alternative solutions that strengthen access and control; cultivate networks, and engagement and negotiation capacities at the global level; promote gender equality; create spaces for reflection and to offer emergency aid and assistance in reconstruction.

Through its program, D&P hopes that, in the mid-term, grassroots organizations will make genuine progress in improving the living conditions of poor populations; that populations that have suffered from natural or man-made disasters will be able to ensure their survival and consider returning to normal life; and that institutions and social practices will become more democratic, enabling grassroots organizations and NGOs to participate more fully in the development process.

Since the early 1990s, there have been changes in the structure, strategy, scope, resources and results of the south program. In particular, D&P decided in the mid-90s to focus its interventions more specifically:

- In 1996, D&P decided to reduce the number of program countries in Latin America, from the then 20 countries to 11 in 2003.
- The Africa program intervened in 28 countries at the start of the 1990s, and from now on will be intervening in 13 priority countries on this continent.

As indicated in the table below, the number of countries and organizations/programs supported by Development and Peace in 1999-2000 increased slightly. This situation represents a reduction compared with previous year (1997-98: 290 organizations in 35 countries).

Number of Countries and Organizations/Programs Supported by Region (1999-2002)

Region	2001-2002		2000-2001		1999-2000	
	Country	O/P	Country	O/P	Country	O/P
America	11	165	11	175	11	167
Africa	13	61	14	60	14	52
Asia	3	22	4	20	5	19
International	-	20	-	20	-	15
Total	27	268	29	275	30	253

Note: A number of organizations are networks

The average value of contributions provided to partners in the south has remained fairly stable over the past three years, at less than \$50,000 Canadian per partner/program.

Average Funding per Organization/Program by Region in \$ (1999-2002)

Region	01-02	00-01	99-00
America	32,697	29,649	29,882
Africa	97,007	78,775	92,726
Asia	74,045	72,600	79,728
International	22,453	19,862	25,475
Average	49,965	42,779	46,251

Source: See Appendix I. D&P Program Expenditures (1997-2002)

It can be noted that the average contribution is much higher in Africa, because of bilateral projects in Rwanda and the Democratic Republic of the Congo. At the same time, the average value of contributions is relatively low in Latin America. Brazil remains D&P's largest program in the region. In Asia, there is a high concentration in Indonesia, the Philippines and the region. The value of the contributions provided by Development and Peace to its various partners and the proportion its contributions represent of the total budgets of the recipient organizations creates problems in the attribution of results.

2.2 Educating Canadians

To support its mission of promoting social justice for the poor, D&P has given itself the mandate of educating Canadians. In carrying out this mandate, D&P uses five very different but complementary strategies: education campaigns, dialogue on policies, lobbying, communications and advocacy.

D&P's most important strategy, in terms of efforts and financial resources, is conducting public education campaigns, which channel close to \$3 million per year. In addition, some \$1.5 million is divided up among the other four education strategies every year, with \$300,000 going to advocacy. Although it receives relatively modest funding, advocacy is an important strategy that

ensures the sustainability of certain results in dossiers that are often complex, such as international cooperation with the Congo or international debt cancellation.

• **Education strategies**

D&P uses five strategies in carrying out its Canadian public education mandate:

1. **Education campaigns:** Through bilingual, nationwide campaigns on such themes as the promotion of an equitable and sustainable economy, this strategy is aimed at informing and educating Canadians about international solidarity, as well as studying and supporting the role of social movements in the south, particularly those that propose alternate or new solutions for the future. Drawing on 3,000 active members and supported by local groups and diocesan councils in its work to reach the Canadian public, D&P has a high profile and can rapidly reach up to 150,000 people in Canada.

2. **Dialogues on policy:** D&P's dialogues with the different levels of government are aimed at influencing or proposing the development of documents and policies. To ensure greater effectiveness, these initiatives are often carried out in cooperation with other coalitions or networks of alliances at the national or international level.

3. **Lobbying:** Lobbying consists of meeting in person with government or company representatives to present legislative, governmental or corporate reforms and recommendations.

4. **Communications:** D&P has a service that manages all its communications operations that are disseminated via television or radio, the print media, the Internet or Canadian personalities. The service issues a publication three times a year, in French as *Solidarités* and in English as *Global Village Voices*, to an extensive network of national and international contacts. Among other things, the communication service works primarily to make Canadian decision-makers aware of public opinion on solidarity-related issues and to promote more in-depth reflection on themes of public interest.

5. **Advocacy:** Advocacy consists of various activities that call for work with institutions or businesses to attain specific objectives (policy change, amendments to a law, changes in a company's code of ethics, etc.). These activities can extend over several months, and sometimes years, and are largely the responsibility of D&P's General Management Department, the Executive Director being the principal spokesperson for the organization. Advocacy, an undertaking that clearly involves greater engagement, allows D&P

to take positions and propose changes or solutions for certain situations.

Advocacy efforts were considerably refined during D&P's two previous programs (1997-2000 and 2000-2003). Among other things, the complexity and intensity of actions conducted were increased, as was the case in the *Levis* and *Nike* campaigns in 1997, or the pressure campaign aimed at encouraging the government to review its export loan policy at the Export Development Corporation (EDC). As well, the need to engage in advocacy in cooperation with other partners has made it possible to achieve better results and have greater national and international impact. At the same time, D&P's expertise and credibility have been enhanced, and so has the involvement of partners in the south, as is the case with the advocacy work that C&P has been conducting since the start of the 1990s.

More recently, the Jubilee 2000 Campaign, combined with the advocacy activities directed at the Canadian Minister of Finance, has demonstrated the adaptation of the advocacy approach to the issue of globalization, by raising complex issues like international debt. Unlike other strategies such as education campaigns, advocacy leads to more long-term results, but guarantees positive and sustainable results for Canadians, decision makers and partners in the south.

Case Study – The Jubilee

In the 1970s and 1980s, rising oil prices and interest rates helped push the world's poorest countries deeper into debt. Between 1981 and 1997, the trend towards greater indebtedness became more pronounced, so that, by 1998, heavily indebted countries had an average debt payment equivalent to 165.6% of their gross national product. At the dawn of the year 2000, Pope Jean Paul II proposed, in accordance with the biblical tradition of the Jubilee, cancellation of the debts of the world's poorest nations. In 1998-1999, D&P integrated into its program the international Jubilee 2000 campaign to cancel the debts of the poorest countries by associating itself with various groups and coalitions in both the north and the south, enabling it to create networks of Canadian and international alliances that worked to inform populations and governments about the burden of debt on poor countries.

In addition to conducting a campaign on the Jubilee, D&P made an important contribution to advancing the issue of debt with the Canadian government. Meetings were held with the then Minister of Finance to present the position of D&P and of the Jubilee Campaign on the indebtedness of poor countries. The Canadian government responded positively to these activities and became the leader in the debt issue within the G8 and contributed to the adoption of a plan to lighten debt loads and place a moratorium on the \$696 million owed to Canada by 11 heavily indebted countries.

D&P's efforts on behalf of the Canadian Ecumenical Initiative for the Jubilee and the Réseau québécois sur le Jubilé enabled it to collect 450,000 of the total 630,000 signatures collected in Canada, which testifies to a great effort to educate and inform the Canadian public.

The Jubilee campaign was successful because of the credibility of the organizations involved and their ability to help one another and communicate information that was valid, sound, clear and precise.

2.3 Engagement of civil society and the public

One of Development and Peace's great qualities is its ability to engage civil society and the public, in both the north and the south.

For example, mention could be made of Development and Peace's capacity to mobilize a large part of the funds that it invests in its development activities. "Share Lent" and other fundraising activities (monthly donations, planned gifts, major donors), for example, have enabled D&P to generate an average of 67.5% of the resources it has allocated to programs between 1999 and 2002.

In addition, during events requiring a special effort, D&P has the capacity to tap into public generosity. Thus, when Hurricane Mitch struck Central America in 1998, D&P was able to collect over \$11 million, which was distributed to various

organizations in Central America, especially Honduras, which was particularly affected by this disaster. More recently, with the Afghanistan crisis, D&P collected and distributed over \$2 million to humanitarian aid operations. Other countries in the Horn of Africa, and Mozambique and India, benefited from the donations and humanitarian interventions.

As well, during its education and advocacy activities, D&P was able to gain substantial support from the Canadian public, collecting over 450,000 signatures as part of the Jubilee campaign (see box). In the fall of 2001, as part of its "Life for All: Not for Sale" campaign, D&P sent 180,000 cards to the Minister of International Trade to convince the Minister to intervene within the World Trade Organization to oppose the patenting of seeds or any other form of life. More recently, D&P was one of the leaders of the movement campaigning for peace in Iraq.

In 2001, to ensure that its organizational structure better reflected the current challenges facing it, Development and Peace used its own resources to conduct an institutional review, which resulted in the report entitled *Construire l'avenir : Développement et Paix au Canada* (building the future – Development and Peace in Canada) recommending a series of measures to enable D&P to more effectively reach the Canadian population, including a certain number of recommendations aimed at engaging young people.

3.0 Profile of the program in the regions visited

3.1 Africa program

In 1996, D&P decided to focus its strategy on increasing its presence in Africa as a result of this continent's worsening social and economic indicators and political conflicts. D&P, therefore, increased its support in Africa, while changing and restructuring its corresponding program. The goal of the Africa program is to promote the emergence of a diversified social movement that is well rooted in communities and contributes significantly to the development process.

1. Concentrating support: At this time, D&P is supporting some 60 organizations in 13 African countries, not counting six continental networks, which represents a significant reduction compared with the 470 organizations in 28 countries, of which the program consisted in 1991-92.

2. Restructuring the program around four geographical regions in Africa: The four regions are West Africa, the Gulf of Guinea, Central Africa and the region of southern Africa.

3. Diversification of types of organizations: The proportion of support going to development structures linked to churches is diminishing as D&P turns toward women's groups, human rights groups, and grassroots social movements.

4. Incremental adoption of a new strategy: As it did with its programming for other continents, D&P has shifted from a reactive approach aimed at meeting the demands of partner organizations to a more proactive approach based on a response to strategic issues for a given country. By 2004, it is expected that framework programs will have been prepared for all African countries with programs. These framework programs will be reviewed every three to five years.

5. More staff: D&P has increased from two to three its number of program officers in order to ensure that the program analysis, follow-up and establishment of partnerships is adequate.

3.1.1 Program in Rwanda

After the genocide of 1994, \$1.4 million was allocated basically for emergency aid for the populations displaced within Rwanda. Following this intervention, a socioeconomic rehabilitation and reinsertion program was carried out in the prefectures of Butare, Gitarama and the city of Kigali. This involved a support program for local organizations that provided almost half the house rebuilding. In 1996, after the massive return of Rwandan refugees, CIDA agreed to support the action initiated by the diocesan committee of Kabgayi, with a view to reconciling populations at the local level. It provided \$2.5 million for the construction of 1,200 family homes in the prefecture of Gitarama. These two programs ended in September 1999.

In 1999, to assist in the fight against poverty and to help build lasting peace in Rwanda, D&P defined a program to strengthen local organizations, which is funded by the bilateral program. The project was approved in May 2000 and will continue until July 2003. With a total budget of \$3,508,000, the project is aimed at contributing to the strengthening of civil society, poverty reduction, and national reconciliation by making viable the communities for those returning and for refugees. It is part of the continuation of the two ongoing bilateral programs that have been in operation since 1994.

D&P's strategy in Rwanda consists of building the capacities of recognized partner organizations to enable them to meet the socioeconomic needs of their members and to contribute to the emergence of an organized civil society. In addition, as part of its regular programming, D&P has been supporting other

partners involved in reconciliation projects and the promotion and defence of human rights in this country.

3.1.2 Program in the DRC

In the DRC, the main objective of the D&P program is to "promote genuine participation by the population in the process of restoring peace and of restarting the process of democratization of the country".

In 2001-2002, CIDA funded a school meal project in the popular communes of Kinshasa, with a total budget of \$610,000. The program to promote peace, restart the process of democratization and strengthen civil society in the DRC, operating from September 2001 to December 31, 2004, has a total budget of \$5,050,000, with \$4,850,000 provided by CIDA and \$200,000 by D&P. The program is aimed at supporting local initiatives – civil education activities, the establishment of community radio stations and community actions for peace and democracy that organizations that are already active in their community can implement in Katanga Province and the Eastern Province and at the national level.

3.1.3 Program in the region of southern Africa

D&P programming in the region of southern Africa consists of support to Madagascar, Zimbabwe, Zambia and South Africa. A draft framework program exists for Madagascar, but framework programs for South Africa and Zambia will be developed over the next two years. D&P will undertake no significant planning activity in Zimbabwe as long as the political situation in the country remains unstable.

Until recently, the education and development program was the cornerstone of D&P's support strategy in the region of southern Africa. For over 25 years, D&P has provided considerable support for this thematic program, which started as community facilitation program for diocesan workers in Kenya.

Using a cooperative and participatory approach, D&P has adopted the new direction of its Africa program. Below is a brief overview of D&P's support for the two African countries in the evaluation.

• Program in South Africa

Under its 2000-2003 program, D&P has invested \$723,220 to date in South Africa, ensuring the organization's support to five different civil society organizations. D&P has considerably reduced its support in South Africa over the past few years, because of the general level of development and

the transition towards political pluralism that characterizes the country. D&P considers, however, that it is strategically important to maintain a presence in South Africa, given the economic and political importance of this country to the continent. The support to civil society that D&P provides will continue to focus on strengthening the democratic process inside South Africa and on supporting the engagement and influence of civil society organizations in the creation of effective regional and continental networks dealing with issues of economic justice, based on the following objectives:

- ❑ establishing and reinforcing ties with other African partners in addressing such issues as the settling of conflicts, civil education, economic literacy, political supervision and the role of the media in the democratic process;
- ❑ creating a national network of organizations involved with popular education that contributes to strengthening the capacity of leaders at the community; and
- ❑ initiating a range of community organizations into lobbying and promotional activities.

3.1.4 Program in Zambia

To date, D&P has given \$400,000 to support Zambia under its 2000-2003 program. The program has formulated no particular program for this country — a situation that results from the transition from the old directions for Africa to the new ones. D&P recently withdrew from a long-term funding agreement with an organization linked to the Catholic Church and has just renewed a national agreement with Women for Change, a partner of long standing in Zambia. D&P foresees consolidating and expanding its program in Zambia over the next few years. After Madagascar, Zambia will be the subject of a country framework program. Those D&P staff in charge consider that identifying new partnerships will be essential to this strategic process.

3.2 Program in South America

D&P has been present in Latin American and in the Caribbean since it was founded in 1967. On average, through its Latin America program, the organization distributes around \$5 million every year to some 138 partners in 11 priority intervention countries: Bolivia, Brazil, Colombia, El Salvador, Ecuador, Guatemala, Haiti, Mexico, Nicaragua, Paraguay and Peru. Another is Honduras, where D&P has set up a reconstruction program in the wake of Hurricane Mitch.

The goal of D&P's Latin America program is to help reduce social inequalities using a

partnership approach that gives priority to strengthening the capacity of the partner organizations. The program targets two main objectives:

- consolidating important social movements; and
- promoting the establishment of continent-wide networks (through links between NGOs, community organizations and the popular church).

As part of the evaluation, we looked at three specific components of the Central America program: the special reconstruction program in Honduras, in the wake of Hurricane Mitch; the regular D&P program in El Salvador and the special reconstruction program established in the wake of Hurricane Mitch in 1998 and the earthquakes that rocked the country in 2001; and D&P's regular program in Guatemala.

3.2.1 Program in Honduras

In late October 1998, Hurricane Mitch slammed into Central America. Honduras, which was already vulnerable on the social and environmental fronts, suffered tremendously from this disaster, which directly affected 76% of the population and left 7,000 dead and 8,000 missing in its wake.

Given the scope of the crisis (infrastructure destruction and heavy loss of life), and with no preparation or means, D&P reacted immediately, starting to collect funds and to intervene directly with the victims. This gave rise to the special reconstruction program in Honduras that, from 1998 to 2002, has already distributed \$4,045,000 to three Honduran partners: *Cáritas Nacional de Honduras*, the *Pastorale sociale de Choluteca*, and the *Pastorale sociale de Trujillo*.

The Honduras reconstruction program specifically targeted women in rural areas, peasant communities, cooperatives and micro businesses. Through its intervention, D&P seeks to achieve the following three results:

- ❑ taking responsibility for developing and providing citizenship training in over 800 rural communities (including 400 in the south, via the *Pastorale sociale de Choluteca* and more than 400 in the north via the *Pastorale sociale de Trujillo*);
- ❑ carrying out concrete environmental actions, particularly with respect to sustainable farming and urban ecology;
- ❑ providing education on the process of democratization for rural and urban communities.

3.2.2 Program in El Salvador

The civil war, which ended with the signing of the peace accords of 1993, has left deep scars on the society and people of El Salvador, which continues to face severe problems of social injustice, exclusion, limited access by the poor to resources, violence committed with impunity, and insidious forms of repression.

Moreover, in an economic situation that remains fragile, the government of El Salvador is applying policies (public service cutbacks, privatization of public services, tax hikes, trade liberalization) that are having a strong impact on the most vulnerable populations.

D&P set up a regular program in El Salvador that has distributed a total assistance of \$315,000 to projects being carried out by four partners in El Salvador. The beneficiaries of these projects are women in rural areas, peasant communities, and cooperatives. Through its regular program, D&P seeks to achieve the following three results in the field:

- ❑ promoting the participation of women in rural areas as full citizens in municipal and regional governments;
- ❑ promoting the use of biological agricultural techniques by farms and rural communities;
- ❑ carrying out, through various civil society organizations, concrete mobilization and training actions to ensure participation in the democratization of the country.

In addition to being hit by Hurricane Mitch in 1998, El Salvador was rocked, at the start of 2001, by two earthquakes that devastated the regions already affected by Mitch, helping aggravate the already vulnerable socio-economic position of the inhabitants. This conjunction of events prompted D&P to launch a reconstruction program in El Salvador, which lasted from April 2001 to March 2003, and which received \$1.9 million from D&P and \$100,000 in funding from CIDA. In El Salvador, the reconstruction program was the only one reviewed in this evaluation.

3.2.3 Program in Guatemala

In Guatemala, the signing of peace accords in December 1996 marked the official end of an armed conflict that, in 35 years, had caused 200,000 deaths, while another 45,000 people went missing and 1.5 million were displaced. The conflict, which was rooted in the inequitable distribution of wealth (in a country in which 2% of the population controls 70% of the land), caused innumerable human rights violations (rapes, torture, summary executions, the massacre of whole communities), that mainly targeted

Aboriginals, even though these represent only 64% of the Guatemalan mosaic. This violence shredded the social fabric of the country, sowing fear everywhere and forcing human rights groups and Aboriginal, peasant groups and union associations to operate in secrecy.

In this complex social and political context, D&P operates a regular program that supports 12 partners, sharing \$370,000 among them. Through this program, D&P seeks to achieve two main results:

- ❑ strengthening Aboriginal organizations, fostering their democratization and consolidating their capacity to participate actively in political and social actions;
- ❑ empowering Aboriginal communities in a few municipalities in order to define a development plan.

The primary issues are: strengthening local organizations, citizen participation and land access.

4.0 Review of key questions: observations and recommendations

4.1 Overall finding

Generally speaking, D&P's program is appropriate and effective, and the organization represents an important partner for CIDA. Its performance in terms of development support is considered highly significant.

The first element to stress in any analysis of D&P effectiveness is its vision and commitment toward the poor and social justice. As a Catholic organization rooted in the values and philosophy of social justice and international solidarity, D&P has a particularly clear vision of what it wants to achieve, which is to give the poor voice in the process of democratization and to support grassroots movements aimed at fostering social change.

The second component is the fact that this vision is coherently structured through partnership strategies based on local ownership and mutual respect, as well as public education and the mobilization of civil society regarding these issues at the local, national, regional and international levels.

The third element to stress relates to Development and Peace's capacity to mobilize. Examples abound. Whether it is a case of mobilizing Canadians to help populations affected by Hurricane Mitch, or conducting a campaign to reduce the debt of the poorest countries as part of Jubilee 2000, tens of thousands, or even hundreds of thousands of Canadians are informed and persuaded to

provide either financial or moral support. Few non-governmental organizations can boast a similar capacity.

Finally, we believe that Development and Peace is a "learning" organization that in recent years has been able to adapt to numerous challenges involving both the organization's internal management and local, national and international development problems.

In light of these overall findings, the question that arises is whether all these efforts translate into development results that affect the living conditions of the poorest populations. The members of the evaluation team unanimously agree that this is the case. Now the degree of success in terms of institutions and beneficiary populations is creating numerous methodological challenges for many organizations involved in international cooperation. Among others, we should mention:

- working in the area of human rights and governance;
- an institutional capacity building approach;
- the problem of partnership accountability;
- the fact that a number of partners in developing countries do not belong to RBM;
- working within national and international networks makes accountability for results more difficult.

D&P's logical program framework indicates that the organization seeks, in the mid term, to build the capacities of local organizations (strategy development and systematization of experience) and, in the long term "to improve the living conditions of populations". Given that its partners do not always adopt a results-based management approach and that D&P also balks at imposing this management method on them, it is difficult to measure the effectiveness and impact of the results.

In this context, we believe that the following aspects could be the subject of particular reflection and attention:

- The RBM framework used by D&P in its support program for the south;
- The role of capacity building, in a partnership framework;
- The capacity of D&P partners to understand and use the RBM approach in a learning perspective.

When D&P presented its 2000-2003 program, D&P and CIDA both acknowledged that the issue of identifying and attributing credit for results at the organizational level and results involving improvements to the living conditions of local populations should receive closer attention.

Recommendation 1: D&P's regional strategy of concentrating its interventions is quite timely and commendable. It is recommended that the organization continue in this direction in order to target its interventions in the context of "stronger institutional partnerships," so that it can eventually reduce the number of organizations supported, but at the same time increase its funding and its "presence" with these organizations. This would be essential for implementing the various recommendations that follow, particularly with regard to capacity building and RBM.

4.2 Program relevance and poverty reduction

• Preferential option for the poor

D&P's action programs in the field reflect a "preferential option for the poor" that is reflected in interventions ultimately aimed at helping society's most marginalized segments: Aboriginals, women, rural communities, displaced persons and children.

This perspective leads D&P to judiciously choose and support partners that have a structure, a clear vision and an already existing roadmap, and whose vision consists of building the capacities of the poorest to enable them to dream of improving their quality of life on the economic, social and cultural levels.

The groups supported by D&P devote their efforts to dealing not only with the symptoms of poverty, but also and above all with its root causes: social and economic exclusion; ignorance of rights; illiteracy; and exclusion from decision-making structures. Among their various means, they give priority to education and awareness, basic training, literacy in Aboriginal languages, organizational capacity building, participation in the development of local authority, the defence of human rights, and actions to fight impunity.

• Participation of women in development

The validity of D&P's approach lies in ensuring that the most marginalized groups, including women, participate in development, decision making and actions leading to political change.

From the outset, D&P has supported the full participation of women in its programs as well organizations that promote gender equality. The program being planned in Zambia will focus almost exclusively on equality. D&P also strengthens advocacy groups and dialogue on policies relating to equality, as these relate to key issues of social justice.

In El Salvador, the basic work of *Concertación de Mujeres*, a partner of D&P, consists of promoting spaces for exchange between groups of women and mixed groups of women and men, with the aim of breaking down the old models and barriers and promoting action targeting and involving men. In order to build a new, more equitable society in which women play an active role in decision making, this partner has understood that it is necessary to also enhance men's awareness.

In this regard, a telling example comes from a community served by *Concertación de Mujeres* which, through mental health activities, has tackled the problem of conjugal violence and the degradation of the status of women. All witnesses agree that the community has been radically transformed in the space of two years. Thus, for the 85 or so families that live there, mistrust, conflicts and the unfair treatment of women have given way to a spirit of mutual help, respect and openness.

The partnership approach developed as part of the PROB project in Rwanda is aimed at supporting partner organizations that help women widowed because of the genocide by obtaining tools for them and providing their members with repayable loans to enable them to carry out small profitable projects that make it possible to improve their living conditions and those of their families.

GENTA: A Powerful Network

Gender and Trade Network for Africa (GENTA) was founded in 2001 and belongs to the most important international network of its kind. GENTA is a network of organizations and individuals possessing skills relating to promotion, comparative gender analysis, research and international trade. It offers technical assistance to members in 18 African countries, enabling its members to build their capacity for dealing more effectively with the repercussions of trade agreements and to promote the liberation of women. The network looks after basic research, gives training in economic literacy as part of an initiative concerned with gender equality and promotes comparative gender analyses in the context of commerce and decision making. GENTA is an active member of TWN and has established ties with Women for Change, which is also a D&P partner.

• Respect for partners' needs, plans, priorities and autonomy

As it is careful to respect the plans, priorities and autonomy of its partners, D&P is satisfied with providing support that may be modest but is, nonetheless, significant for the recipients. When it comes to the interests of the poorest populations, the organizations supported offer an alternative to the gap left by the almost general lack of interest shown by governmental authorities towards the poor.

The partners' priorities are chosen by the local members and reflect the stakeholders' real needs. D&P imposes no geographical limits to intervention zones, unlike some organizations or agencies that oblige groups to work in particular regions or fields in which they act as implementing agencies.

D&P organized a continental workshop in Nigeria in April 2002, bringing together, for the occasion, its partners on the continent, to discuss priorities for promotion and D&P's development cooperation program for the next three years. The African partners are also invited to participate in D&P's triennial planning meetings, and they regularly present the African point of view to D&P's Canadian representatives at organized events. Although several of these initiatives are relatively more recent in Africa and more reflection is needed to better assimilate the African partners' views on D&P's promotion activities, the organization is listening attentively to the south and is adapting its promotion strategy as a result.

Furthermore, D&P does not replace public institutions, a stance that distinguishes it from some local NGOs that, according to the partners, take the place of local power and government, thereby making civil society more fragile and weakening its structure. In brief, D&P has adopted an approach that can be summed up in one simple phrase: "supporting without imposing."

Recommendation 2: Given the coherence of D&P's objectives and its capacity for public outreach, CIDA would have good reason to engage in closer collaboration with an organization such as Development and Peace (in particular the Partnership and Communications Branch) in order to promote better understanding and wider engagement on the part of the Canadian population with regard to the fight against poverty, social development, gender equality and human rights in developing countries.

4.3 Coherence and complementarity

D&P's partnership and support strategy is, overall, in harmony with CIDA's basic mission. In its programs for the south, the program specifically addresses most of CIDA's six priority sectors: the satisfaction of basic human needs; gender equality; human rights, democracy and good governance; and the environment. Furthermore, the groups targeted by D&P correspond to CIDA's priority groups — women, Aboriginals and peasants.

The cross-cutting theme underlying D&P's entire program is support for democratization — a theme

that is also intimately linked to the priority given by CIDA to human rights. This observation is more relevant than ever, given the catastrophic status of civil, economic and social rights in the target countries, and given D&P's commitment to pursuing its work for social justice and the respect of democratic principles.

In many cases, D&P's and CIDA's strategies complement one another in terms of their analyses, approaches and intervention strategies, although no formal ties exist in the field. By way of example, the work conducted by D&P to reduce poverty in Guatemala echoes the main results expected by CIDA in its bilateral programming plan for Guatemala for the 2002-2007 horizon.

In the case of a country in crisis, such as the Congo, CIDA's bilateral program thought it worthwhile to use D&P's services to increase participation and influence Congolese citizens in the political, economic, social and cultural life of the country. This project is aimed at building the capacities of civil society, particularly of women and young people in Kinshasa, Katanga Province and the Eastern Province.

Project in the Democratic Republic of the Congo

This is a three-year project (2001-2004), with a total budget of \$5,050,000, of which D&P contributed \$200,000.

The project reflects one of CIDA's priorities in its bilateral program in the DRC, namely support for national reconciliation and peace initiatives. The desired results are the following:

- The participation of women, men and young people in the defence of peace and the restarting of the process of democratization in the DRC.
- The strengthening of civil society partner organizations in Katanga and the Eastern Province;
- Participation by civil society organizations in discussions regarding the creation of new democratic institutions through better access to communication networks and joint action outside the provinces and within the DRC.

The beneficiaries of this project will receive funding, training support and expert advice to help them carry out activities to promote peace and democracy.

D&P differs, however, in its analysis of the fundamental development themes and in the strategy associated with it. Accordingly, whereas CIDA supports from the outset approaches and movements undertaken by bilateral and multilateral organizations (such as poverty reduction strategies and others), D&P questions some of the guidelines on which these analyses are based and the initiatives that result from them, as well as their potential and actual

contributions to the maintenance or creation of poverty. Among other things, D&P wonders openly about the nature, democratic scope and participatory value of the initiatives and consultative processes that have led, in particular, to the establishment of poverty reduction strategies.

In Honduras, D&P has chosen to intervene on its own initiative on account of the hurricane, a disaster that has had devastating effects on the population, the infrastructures, the environment, etc. This experience, which took place under extreme circumstances, enabled D&P to establish a reputation as an effective and credible intervener in an emergency situation. In Honduras, the organization led and coordinated reconstruction actions in a sustainable development perspective, particularly with the aim of developing the local organizations' and populations' own capacities to react and take charge in similar critical situations.

Recommendation 3: Apart from the projects for which D&P receives bilateral funding, relations and exchanges between D&P and CIDA in the field remain very limited. In the past, this has led to certain missed "rendez-vous." In actual fact, there seems to be no organized mechanism to allow the two organizations to share information and experiences on a geographic basis. In addition, D&P's recent experiences in intervening in critical and emergency situations, as well as its interventions in countries in crisis, would justify strengthening this collaboration between the bilateral, multilateral and partnership programs.

• Nature of the ties between D&P and the other organizations working in the field

A good number of D&P partners enjoy the support of other organizations and often count on multiple donors. D&P does not always interact with these other players and, in some cases, has only a limited knowledge of their programs.

D&P's program officers, who are already swamped with work, have trouble playing an "interface" role at all levels. However, the mandate of the consultants responsible for doing environmental scans could be extended to inform D&P about the "web" of players working in the various countries.

As part of its emergency programs conducted in Central American in the wake of Hurricane Mitch, D&P spared no effort to rally Canadian organizations around a common and joint approach. That being said, exceptions aside, interactions between D&P and the other NGOs in the field would gain by being enhanced. We find it regrettable, however, that CIDA has not been part of this effort.

Even in the case of organizations through which D&P claims to nurture significant advocacy relationships (e.g., *Cáritas Internationalis* or other members of CIDSE, such as Trocaire in Guatemala), instances of joint action in the field remain fairly limited and would merit being revitalized.

We have observed, however, in some cases (Democratic Republic of the Congo), a certain independence that some could qualify as parochial with regard to other Canadian non-governmental interveners. This type of attitude does not allow the creation of the synergy that would make it possible to amplify the effect, impact and scope of the interventions.

Recommendation 4: The degree of exchange and coordination between D&P and other Canadian and international NGOs in the field would benefit by being increased in order to reinforce the synergy needed to increase the effect and scope of the interventions, which, taken alone, have little impact on the real issues they address. In addition, in view of the fact that D&P has no permanent presence in the field, its reading of the economic situation in the country is based essentially on the work of local consultants. This is why it would be in D&P's interest, wherever possible, to take the pulse of other organizations that share the same humanitarian values which are oriented towards the poorest populations in order to improve its own understanding of the field and to intervene in a more enlightened manner.

4.4 Dialogue on policies

• Dialogue between partners and creation of networks

D&P has shown that it is effective in its efforts to support local and regional organizations, and networks that, through their projects on policy dialogue, advocacy and education, have significant scope and repercussions. The case of the ecologists' union of El Salvador (UNES) — a recognized player in the area of environmental dialogue in El Salvador — illustrates this finding.

In El Salvador, the government tried to impose, without legislation, the privatization of the health care system, a project that raised waves of protest (demonstrations bringing together hundreds of thousands of people in the capital, work stoppages by doctors in 15 hospitals). With the help of D&P, the consumer protection centre (CDC) — another D&P partner organization — succeeded in promoting the adoption of a law to oppose the government's privatization plans. This initiative had an enormous impact on the citizens, who would have suffered adversely from privatization.

UNES: participation by citizens in the formulation of environmental laws

By organizing weekly press conferences on hot current issues, UNES (ecologists' union of El Salvador) quickly established itself as a force to be reckoned with in any debate relating to environmental issues in El Salvador.

In this way, UNES participated directly in discussions raised by the project to draft a national law on the environment, at the same time promoting the importance of the avant-garde concept of citizen participation. Among other things, UNES participated in strengthening the law on civil protection, which had been previously limited to the role of security forces in disasters or serious situations.

After UNES took the initiative to reformulate the law, a joint commission was set up to compare this document with the law in effect, which resulted in the version proposed by the agency. Similarly, UNES promoted risk management and the analysis of vulnerabilities in disaster situations (e.g., the Mitch experience, from which the partners learned some important lessons). In brief, with the help of D&P, UNES cultivated its capacity to rally political, academic and intellectual players around the same table to reflect on issues of importance.

D&P supports the organization of national seminars. Such events enable partners to unite around a common cause and plan and launch actions while learning.

As well, D&P supports networks on the three continents where it is active and initiates events designed to rally partners around the sharing of experiences and to discuss themes and challenges that transcend national contexts. Beyond their mobilizing effect, such networks and events have the merit of rallying important civil society players around issues that are regional or international in nature.

• Voice of the South in efforts to dialogue on policies in the North

D&P's partners have clearly expressed their perception of the roles that NGOs from the North should play in advocacy and policy dialogue: they should act as facilitators in order to provide opportunities for organizations from the south to meet and should support the strengthening of networks. As well, they should help the partners in the south better understand the positions and processes of governments in the North and better understand how positions emerge and decisions are made.

This vision is in harmony with that of D&P, which rightly perceives its role as that of facilitator. This translates into actions that support partner organizations and networks, in order to create forums so that civil society can evolve and can strengthen common positions. The program

approach that D&P prefers to take with all its partners provides the necessary stability to allow partners to maintain an adequate balance between programs for support, research and advocacy.

• **Advocacy activities**

D&P's advocacy activities are highly targeted (advocacy for the Congo, Nike and Levis, EDC). Obviously, a number of partners would like to see D&P develop advocacy activities for their particular causes or themes. The activities chosen by D&P to complete an advocacy strategy often depend on complex factors, such as the global economic situation, the urgency of some actions, the capacity to count on other allies, etc.

However, the evaluation team noted that education and advocacy activities, for the most part, involve very large publics, without always taking into account the specific and particular nature of each of the themes tackled, a fact that can reduce the possibilities of attaining meaningful results at reasonable costs. For example, the issue of fair trade could target industrial workers more specifically, whereas farmers would certainly be more sensitive to issues surrounding genetically engineered organisms. A more strategic approach would no doubt be preferable.

From this perspective, over the next few years, D&P intends to begin a reflection on a way to more clearly identify the nature of the advocacy to be conducted in certain countries, since a number of partners would like to see an intervention in this direction. Similar clarification work is possible and fully deserves to be done. However, in financial terms, advocacy remains a secondary strategy within D&P's education mandate and must be used as a complementary tool in major education campaigns developed by D&P and its support programs for the south.

• **Complementarity, funding and synergy**

D&P fosters the promotion of complementarities and synergies among partners. This concern is inherent in the support process adopted by the agency to create ties with other organizations and platforms for discussion and the exchange of views, precisely in order to ensure complementarity at the level of interventions and experiences.

D&P fosters the establishment of debates to get its partners to question their missions, refine their strategic vision, develop initiatives with other interveners in the region, and discuss and debate national issues around the same table. A wealth of experiences is observed, with the aim of developing alliances and multiplying possibilities

of systematization, exchanges of experience, and the creation of ties and collaboration among organizations, which is a question, especially, of ensuring coherence and productive synergies. With this approach, the very choice of certain partners is coherent.

Recommendation 5: It would be in D&P's interest to better define what is meant by advocacy and articulate this definition in the context of its educational and development programs. In terms of advocacy in Canada, and in view of the adoption of a three-year strategic plan, it would be to D&P's advantage to develop tools that would enable it to report and evaluate follow-up on its activities. To make its advocacy activities more effective in this context D&P might envisage targeting the public particularly concerned with various issues. In order to maximize advocacy opportunities, D&P and CIDA (especially at the Policy Branch level) would benefit by collaborating and joining efforts in dossiers of common interest (debt, fair trade, etc.).

Concerning advocacy in developing countries, D&P could explore the possibility of developing certain training workshops for its partners so that they will be able to develop their own tools and education strategies, including advocacy. As well, given the importance of advocacy for partners in countries of the south and the increasingly important place advocacy occupies in their work, the Development Program could collaborate more actively with the Education Program to find partners capable of becoming involved in D&P's campaign to reinforce the content and focus of these campaigns.

4.5 Good governance and partnership

• **Choice of partners**

Since it was founded, D&P has developed alliances and has set up networks to allow it to easily identify partners whose missions and objectives demonstrate a certain coherence. Accordingly, D&P works with partners that are not involved in partisan politics but that nevertheless campaign for social and political change with the aim of improving the quality of the life of populations, in particular, the most vulnerable ones.

D&P chooses its partners in an informal way, on the basis, first, of the organization's philosophy and approach, but also according to the priorities chosen and the results desired in terms of social change — which reflect the situation in the target countries.

Having a coherent philosophy and approach to development is an essential condition for setting up a viable partnership. Partnerships are

established with credible interlocutors that, from the outset, share a similar mission centred around access to democracy through active and effective participation by populations and communities. D&P shares the same desire to attack not only the symptoms of poverty (in the short term), but also its root causes (in the long term).

• Coherent partnership approach

When it comes to creating partnerships, D&P advocates an approach that reflects its philosophy. This approach is based on the values and principles that are embedded in the way the organization works.

In the three regions visited by the evaluation team, the respondents whom the team met praised the virtues of the type of partnerships advocated by D&P: respect for the mission and priorities of the partners, respect for the beneficiaries' autonomy in choosing actions; continuous exchange and sharing of knowledge; transparent dialogue and fluid communications; mutual learning and the channelling of knowledge into institutional development on both sides; clarity in cooperation agreements; and implementation of simple conditions that respect the integrity and unique character of all concerned.

This way of operating, which has been advocated by D&P since it was founded, is in line with the principles that are currently under discussion at CIDA as part of its reflection on effective development: local ownership; promotion of good governance; importance of continuous learning; acknowledgement of the position and value of capacity building; and importance of taking a long-term perspective. Accordingly, D&P's preferred approach picks up on these principles. In this regard, the organization's experience could be useful in supporting CIDA's reflection on these key issues associated with effective development (see following chapter).

Over the past decade, D&P has progressively increased the scope of its interventions. Working initially at the local level, the organization has progressively strengthened its support to organizations that are capable of intervening at the national, regional, and international levels (see box below).

Partnership Levels	
Meta level (regional and global)	<ul style="list-style-type: none"> • The partners – or networks of partners – are concerned with major issues at the regional or global level.
Macro level (policy)	<ul style="list-style-type: none"> • The partners are able to influence national policies (human rights, environment, social justice).
Meso level (strengthening institutions)	<ul style="list-style-type: none"> ▪ The partners themselves are able to strengthen capacities; ▪ The partners are national or regional.
Micro level (community)	<ul style="list-style-type: none"> ▪ The partners are able to offer services that help improve living conditions in the communities; ▪ The partners are able to mobilize at the community level.

• Partnership networks

During the past 10 or 20 years, the structures of non-governmental organizations in developing countries have been evolving. Increasingly, and in addition to local groups, one finds groupings of organizations working in a certain sector or region.

To maximize its impact in a particular country or region, Development and Peace increasingly establishes partnership agreements and offers support to networks of associations, rather than to individual organizations. This approach has some advantages, including allowing for economies of scale. Even though this makes it more difficult to follow up results and results appropriation for the funding organization, we consider this trend of taking various development problems into account by associating local and global aspects, to be quite appropriate.

4.6 Capacity building

According to the logical framework presented to CIDA for the 2000-2003 integrated program (see appendix), an important results window for D&P's outputs is the organizational strengthening of groups in the south. D&P's strategy of building partner capacity seems to vary from one country or region to another.

In South Africa, the strategy consists above all of providing basic stable funding, negotiating long-term cooperation strategy and measuring program progress, as well as putting organizations in contact with wider networks, coalitions and forums at the national and continental levels.

As part of D&P's bilateral program in Rwanda and the DRC, capacity building is an integral part of the program strategy and is based on a more systematic organizational diagnostic and on the respective organizational development processes for all the partners.

Given D&P's emphasis on support and international solidarity, the agency is reluctant to impose direct capacity-building actions on its partners. D&P sees capacity building as a service that it can offer its partners, but the service must be requested by the partners. Although this philosophy is in harmony with D&P's mandate and culture, the evaluators believe that the organization could take a more proactive and systematic approach in its dialogue with its partners in the south concerning capacity building, organizational performance and following up results in this regard.

Many of D&P's partners seem to be experiencing serious problems related to organizational capacity and change, a situation that could have repercussions on the performance and viability of each organization. The following cases provide examples of typical problems experienced by some of D&P's partners:

- ❑ The organization *Women for Change* in Zambia seems overwhelmed because of the resources available to it, both in terms of the range of community activities it undertakes, and the geographic region it serves. Two evaluations (a program evaluation in 1999 and a mid-term review in 2002) commissioned by other donors confirm this observation and they advise the organization to consolidate its current program before expanding it further. Since 1999, the organization has almost doubled the number of regional associations that it supports and has considerably increased the number of community groups with which it works. Among other things, it has taken on the task of training traditional leaders and plans to integrate this training into its 2003 program as a regular component.
- ❑ *Law and Development Association (LADA)* in Zambia is trying to maintain coherence in its approach and its program, despite its limited basic resources and capacity, and despite the divergent objectives of the donors.
- ❑ *National Land Committee (NLC)* in South Africa is at present facing a split in its membership and personnel over the changing role of the network, which supports grassroots movements like the *Landless People Movement (LPM)*.

In this position, D&P must face a major challenge: it must determine how best to promote capacity building within the framework of partnerships characterized by equality, autonomy and mutual respect, and how to support its partners effectively over the long term, through the crisis and transitions that all organizations experience.

- Systematic approach

Although it is true that there are no simple solutions, an organization such as D&P must give more in-depth attention to such reflection. In actual fact, D&P does not seem to undertake from the outset any systematic organizational analysis with its partners, a procedure that would reduce the risk of organizational capacity building needs being raised or fulfilled in a holistic manner.

D&P provides its partners with core funding through its regular program. However, partnership agreements rarely seem to deal with the organizational aspects of performance. When it selects partners, D&P identifies organizations on the basis of an analysis of their mandate and values, their program "niche," their financial stability and their reputation, without conducting any specific analysis of their capacities. Partnership proposals and partnership agreements in good standing focus above all on program objectives, without concern for the overall organizational context in which the program is carried out.

- Continuous learning organization

This evaluation has allowed the observation that D&P is a learning organization that seeks to improve its performance, question its work and adapt its practices. When it requires the same commitment towards learning and change from its partners in the south, taking into account their limited resources and respective capacities, D&P is acting in accordance with its mandate, vision and partnership approach.

Given the specific nature and character of most of the D&P partners visited as part of the evaluation, it is likely that they would be open to a more systematic discussion of their organizational capacities and the means that D&P has to support the improvement of their performance. Organizational capacity building is a process that seems to have been effective and usually appreciated by partners in Rwanda and the DRC. The lessons learned from these experiences could certainly provide feedback on, and suggest improvements for the approach advocated by D&P as part of its regular programs.

Strengthening civil society organizations in the DRC

A number of organizations are new and have little experience in project implementation. The objective of strengthening member organizations has been adopted by all of the following organizations: the Conseil régional des organisations non-gouvernementales de développement du Katanga (CRONGD) (regional council of non-governmental development organizations of Katanga), which brings together 45 organizations in the region, the SYPA (synergy for peace) in the Eastern Province, which brings together 18 organizations, and the Réseau d'organisations des droits humains et d'éducation civique d'inspiration chrétienne (RODHECIC) (Christian-based organization network for human rights and civil education), which is based in Kinshasa and brings together 36 organizations. These three groupings have given themselves the objectives of creating a space for joint effort and synergy for their actions. They also intend to strengthen the institutional capacities of NGO members by improving their members' skills in facilitation. Advocacy and communication.

The program provides specific support to these groupings to enable them to give training in planning, project management, communications, etc.

• Importance of systematizing and strengthening institution building

If D&P continues to define its results in terms of organization building (the relevant results and their respective indicators will have to be clarified in accordance with a realistic role for D&P), it would be advantageous to develop a conceptual framework to direct its understanding and to design a more systematic process for building the capacity of its partners. The objective would not be to apply a process blindly in this regard, but rather to broaden the current dialogue between D&P and its partners, in order to integrate the organization's and the program's learning and progress and to use D&P's existing mechanisms and tools to bring about this broader dialogue.

It is clear that increased support for capacity building will have repercussions on D&P's means and the means of its partners. They will have to decide together what is realistic and achievable, given their respective capacities and resources. Some partners will no doubt need more support than others during the different stages of their organizational development. Capacity-related analysis and development initiatives will also

have to be coordinated with those of the donors, in order to ensure complementarity and to prevent duplication of efforts and undue administrative burdens for the partners in the south.

If results were observed in this chapter, what emerges is that a more systematic approach – and a more strategic one – to capacity building will lead to more convincing institution building. However, it is not easy to measure D&P's own contribution in a “scientific” way. The amounts allocated are generally relatively modest in real terms, given the needs of the organizations and also the contributions from other donor agencies.

D&P and its partners in the south are in an ideal position to generate, together, knowledge on the integration of capacity building in an incremental partnership process. They should therefore document their progress in this regard for their own benefit and for the international development community.

• Long-term approach to organization building

D&P has a practice of supporting its partners over a long period. The idea behind this type of support is, in principle, to promote and contribute to organization building, particularly on the strategic level, and to maintain continuity in action. Institution building is a long-term strategy to which ad hoc interventions need only contribute in a minor way.

The preferred strategy consists of supporting processes rather than projects, an approach that gives better results in the long term.

The support that D&P provides is characteristic of the organization. Of course, financial support is essential, but a cooperative relationship is as well, and is defined above all in strategic terms. With several of its partners, D&P has bet on supporting the organization as a whole, participating especially in the choice of programming strategies and priorities, in a spirit of openness, transparency and flexibility.

Recommendation 6: D&P would benefit from strengthening and systematizing its interventions in the area of organizational capacity building as part of its partnership approach. D&P's approach and strategy in this area would benefit from being better defined and more coherent from one region and one country to another. It would be to D&P's advantage to:

- ❑ establish a conceptual framework to guide its understanding and organizational capacity-building approach;

- ❑ realistically define its own role in building its partners' capacities, based on a reasonable needs and resources assessment;
- ❑ review its results statement and define the appropriate performance indicators in accordance with this role;
- ❑ develop a more systematic approach for developing capacities within the framework of its support program for the south, based on knowledge acquired in Rwanda and the DRC.

4.7 Development results

• Contribution to sustainable results

The ultimate aim of Development and Peace's program is to promote the emergence of sustainable human development. The results expected in terms of outputs within the framework of the south support program relate mainly to organization building while, in terms of effect and impact, the objective is an improvement in the living conditions of populations.

However, one is obliged to note that, when it comes to effects, the results are rather difficult to document for a number of reasons. On the one hand, Development and Peace's partners are responsible for carrying out activities at this level. On the other, these partners do not necessarily use a results-based management approach. Finally, the problem of attribution is twofold. In many cases, D&P's contribution to the organizations represents a modest part of the resources needed to carry out the activities that will lead to better living conditions. As well, D&P is intervening increasingly through "networking," which is to say, via intermediary organizations.

Below are a few examples of results obtained through D&P programs.

Examples of Results Obtained from D&P Interventions

Project or organization	Results
FUNPROCOOP (Honduras)	<ul style="list-style-type: none"> ▪ 16 organized groups ▪ agricultural diversification plan developed by 80 families ▪ 15,000-quintal increase in agricultural production
El Salvador	<ul style="list-style-type: none"> ▪ mobilization of 50,000 people ▪ cancellation of a \$250,000 debt ▪ mobilization of 350 leaders in 14 municipalities
UNES (El Salvador)	<ul style="list-style-type: none"> ▪ preparation of a bill on the prevention and reduction of disasters
COICAPEP (Guatemala)	<ul style="list-style-type: none"> ▪ organization of 25 communities, including 62% in which the leaders are women ▪ training of 25 leaders (men and women) ▪ agricultural support activities for 375 peasants ▪ substantial increase in the production of corn ▪ savings of \$155,000 for seed (or \$6,200 by community)

It should be mentioned that D&P's school meal program in the DRC is directly aimed at improving the living condition of populations. According to D&P representatives, this program is relatively "atypical" compared with its regular programming.

• Emergency measures

The logical framework for Development and Peace's program also indicates that, in the case of emergency situations, the emphasis will be put on the direct improvement of the living conditions of populations.

The best example of this is provided by interventions in Central America (mainly in Honduras, but also in Nicaragua, El Salvador and Guatemala).

**Central American Region –
D&P reconstruction program in Honduras**

Immediately following Hurricane Mitch's passage through Central American (October and November 1998), D&P designed a vast emergency and reconstruction program. A special fundraising campaign collected over \$11 million (of the \$17 million collected by all the NGOs in Canada).

This program was carried out from November 1998 to December 2002 in collaboration with partners chosen on the basis of their ability to reach and support rural populations. The fact that D&P counted on regional representation (four countries) was an original aspect of this program and one of its strengths. Each partner made it possible to reach a specific region of Central America in the list of the main areas affected by Hurricane Mitch.

Results

In the southern and northern regions of Honduras, the reconstruction support program allowed hundreds of new local development committees to be created in as many rural communities: 450 committees belonging to Coordination in Development (CODEL) and around 400 committees belonging to the Corporation for Solidarity Development (CODESOL). Some 300,000 persons improved their living conditions and became involved in a collective sustainable development process. The large number of organizational structures that are still operational is a major indication of success. These organizations have obtained, since 1999, a number of benefits from local authorities for the well-being of rural families (repair of access roads, electrification, potable waterworks, irrigation systems, the construction of schools and health clinics, etc.).

Recommendation 7: In light of these experiences and the results obtained, one might wonder whether CIDA (in particular the Multilateral Programs Branch) should not consider appealing to Development and Peace to provide humanitarian assistance in regions in which this organization has acquired and developed links with local organizations that would allow them to properly manage this assistance, especially in the case of countries in crisis or in conflict where government institutions do not have the capacity to provide the necessary response.

4.8 Efficiency

• RBM and accountability

RBM is part of a very widespread trend in western donor countries and is used to reform the public sector, make it more effective and improve its performance. CIDA was a pioneer in this area and, since adopting an RBM policy, it has asked the non-governmental organizations with which it deals to conform with the policy. There are grounds for questioning the implications of such an approach, given that, for many organizations such as D&P, CIDA funding is only a small part of their total financing. For many non-governmental organizations, this

represents a major challenge, since their partners in developing countries generally do not have the capacity to meet what is required of them.

In this context, NGOs are required, in annual performance reports, to provide information on development that can be attributed to their projects and programs (outputs), but also information on significant results for the development of the targeted beneficiaries (effects and impacts of the development). In addition, standardizing data from different countries and initiatives sometimes makes it difficult to tally significant results.

One of the problems of this approach stems from the fact that a number of partner organizations (aid agencies and NGO donors) are not involved directly in the implementation of development initiatives and therefore exercise only limited control over the results obtained. D&P is exactly in this situation. In the mid-90s, this NGO began a process of change that led to its willingness to implement a results-based management approach.

Learning to Use RBM

- In the mid-90s, with CIDA's support, D&P began the process of familiarizing itself with RBM's principles and terminology.
- In 1997, D&P began to work more concretely on the definitions and the application of RBM in the framework of its programming activities.
- CIDA showed a willingness to have D&P produce, in three months, its 1997-2000 plan in a way that integrated RBM concepts.
- In 1998-1999, D&P committed resources to help the organization integrate RBM into the 2000-2003 program. As the organization's reflections progressed, D&P had CIDA constantly validate its initiatives.
- CIDA and D&P agreed that D&P would report on development results obtained with partners in the field. At that point, capacity building results were not considered "results" in the RBM sense of the word.
- From then on, it was commonly agreed that the concept of "results" would also include management results as much as capacity building results.

Given its approach to partnership and the core funding it provides to its partners, D&P exercises only limited control over the achievement of results at the level of the program beneficiaries. A number of its partners in the south are funded through multiple donors and, in most cases, D&P is not the main one, so that the question of accountability and attribution raises serious problems.

Clarifying the issue of attributing results is therefore fundamental as far as D&P is concerned, as it is as well for many non-governmental organizations. It is therefore important to distinguish between results at the output level and effects (building partners' organizational capacities) for which D&P is willing

to assume responsibility, and results at the level of living conditions for populations, for which its partners take responsibility.

Recommendation 8: We suggest that CIDA and D&P clarify the levels of attribution and contribution in the context of Development and Peace's interventions, recognizing **responsibility** for results in building partners' institutions, while at the same time acknowledging D&P's **contribution** to the results of its partners. D&P should not, however, lose sight of the level of effect and impact and its objective to improve the well-being of the poor. Although D&P must not be held accountable at this level, it should certainly support its partners in order to evaluate and improve their performance through regular support for evaluation and capacity building. Although not directly accountable at this level, D&P should, however, continue to report on these development results.

D&P recognizes the need for better information on results, and certain advantages that RBM offers its partners, particularly improvements in program direction, learning and performance. As part of this evaluation, we were able to note that a number of D&P's partners are in the process of establishing a learning culture, and that these partners are interested in evaluating and improving their performance. Unfortunately, their experience with RBM to date has been rather negative. When D&P commits to strengthening the RBM capacities of its partners in the South, it should do so on the basis of a dialogue in harmony with its partnership approach.

Recommendation 9: We recommend that D&P begin discussions with its partners regarding their capacity building needs in the area of performance evaluation. It would be important, however, that D&P's initiative to promote RBM capacity building be designed as an incremental process of organizational change rather than as an additional program reporting requirement. The process should be started through dialogue and take root in the needs, strategy, structure, capacity and process of each partner, taking into account real costs for the partners.

The following box proposes a division of attribution and responsibilities for the various levels of the logical framework that will contribute in a fairer manner to identifying the reasonable extent of D&P's contribution.

Logical Framework and Attribution of Results		
Level of Result	Results Statement	Attribution and Accountability
Impact	Living conditions of the partners served by D&P improved	<ul style="list-style-type: none"> Partners Other partners Networks
Effects	Partners that are more effective and efficient in the context of their interventions with target populations	<ul style="list-style-type: none"> Partners Networks D&P
Outputs	<ul style="list-style-type: none"> Relevant and effective development activities Partners' organizational capacities strengthened 	<ul style="list-style-type: none"> Partners D&P
Inputs	Human and financial resources managed effectively according to the RBM approach	<ul style="list-style-type: none"> D&P CIDA

5.0 Main lessons

This evaluation had a second important objective, that of identifying any lessons drawn from experience that could be applied to other contexts or situations. To this end, a more extensive literature was consulted so as to suggest some reflections with a view to providing a contribution to these ideas on the effectiveness of development cooperation by NGOs such as D&P.

Recently, CIDA adopted a policy statement on effective development, entitled "Canada making a difference in the world," which constitutes the backdrop for this reflection. The lessons that emerge from the evaluation could prove relevant and useful, for D&P and CIDA equally, as well as for other organizations, particularly non-governmental organizations interested in reflecting on the issues of the effectiveness of development cooperation.

One of the debates that the evaluation follow-up committee had on this subject revolved around the concept of "aid," which a number consider too paternalistic. D&P suggested the term "development," which is the objective behind its actions. Others suggested the term "cooperation," which represents an intervention modality. It was agreed that the phrase "cooperation for development" would best express the means and ultimate aim of our action.

5.1 Millennium Development Goals

One of the basic elements underlying CIDA's comprehensive strategy for increasing the effectiveness and efficiency of development cooperation concerns the international community's concerted effort to achieve the Millennium Development Goals.

These goals have been identified not only by international cooperation organizations, but also and above all by the developing countries themselves. In addition, these objectives are aimed at targets that have long been the subject of repeated requests on the part of civil society organizations in both the north and the south, namely poverty reduction, universal primary education and increased continuing education for adults, primary health care, participation of women, etc.

However, it appears that, at this level, civil society organizations can only have a limited contribution for several reasons. First, in most of the world's countries, education, potable water, primary health care, and so on, are public services.

Effectiveness principles for development cooperation and non-governmental organizations

Principles

- **Achievement of the Millennium Development Goals** – constitutes a common objective; however, the role each may play in it remains to be determined;
- **Local ownership** – can be strengthened by participation of local civil society partners, in particular in countries in crisis;
- **International coordination** – a corporative approach would make it possible to better coordinate and position "Canadian cooperation";
- **Close partnerships** – through the development of agreements spelling out the respective and shared responsibilities of "stronger" partners;
- **Results-based approach** – that must, in the context of partnership, take each one's responsibilities into account;
- **Greater coherence** – by promoting exchanges on reflections regarding national, regional and international issues in areas other than cooperation between governmental and non-governmental organizations.

Factors

- **Good governance** – the contribution of non-governmental organizations to good governance is a factor in development success and effective cooperation.
- **Capacity building** – strengthening of non-governmental organizations is essential for promoting sustainable development and the effective participation of beneficiaries;
- **Mobilization of civil society** – "membership" organizations play an important role in mobilizing civil society, both in Canada and in developing countries;
- **Program approach** – assumes a shift from the traditional project-based approach to a form of cooperation that supports partner organizations in their totality.

In this context, non-governmental organizations balk at taking government's place. In addition, meeting these challenges means mobilizing very substantial resources to which NGOs do not have access. Finally, the tendency in the non-governmental community is to favour an approach aimed at claiming the respect of "citizens' rights," which include economic social rights. It can therefore prove illusory to want to "attribute" development results related to improved living conditions for populations to local organizations and to judge their performance in this regard.

Lesson 1: Given the importance that CIDA and non-governmental partners give to achieving the Millennium Development Goals, the establishment of a dialogue should be promoted to reflect on respective contributions in this area.

5.2 Local ownership

One of the principles of effective development cooperation is local ownership of the development process by governments and populations. CIDA's definition includes both governments and "populations."

The partnership approach preferred by certain organizations such as D&P implicitly advocates giving support to judiciously chosen local players, who in turn intervene with target populations. This approach has given very convincing results with D&P's direct and indirect beneficiaries, thanks, among other things, to the type of partnership that the organization has forged with its partners in the south. In the framework of this evaluation, we were able to note, in several regards, the positive role that civil society can play in strengthening democratic processes, whether the countries in question are emerging from bloody civil wars (Guatemala, El Salvador, Rwanda) or are countries in crisis (Democratic Republic of the Congo).

Lesson 2: Support to, and the strengthening of local civil society organizations by Canadian non-governmental organizations is an asset in broadening a sense of ownership of development strategies beyond government structures. This contribution is all the more important in countries in a post-conflict or crisis situation.

5.3 Coordination with and among partners and donors

In its policy statement on more effective aid, CIDA recommends improving coordination among donors, while recognizing that the primary responsibility for this coordination rests with the beneficiary countries. However, one is forced to admit that this is a major issue, especially if one adds to it the issue of the diversity of interveners, whether they are multilateral, bilateral or non-governmental.

In this context, should CIDA take on the mandate of "coordinating" Canadian cooperation in a given country? Is our preferred corporative approach the one desired by our partners? Would non-governmental organizations find themselves "frustrated" by the very independence they demand? What's more, one can wonder about the impact of such an initiative on the partners in the south.

This evaluation has shown that, apart from cases involving bilateral projects (DRC, Rwanda), relations between CIDA and Development and Peace were in reality very tenuous, not to say virtually non-existent. Would it be more effective to share information and experiences? Would there be grounds for strengthening the synergy of bilateral interventions and partnerships?

In this evaluation, we have been able to observe certain "missed rendez-vous." Would there be grounds to wonder whether other rendez-vous have not been missed and whether we should be envisaging a more organized and proactive approach in terms of coordinating Canadian cooperation on a geographic basis?

Lesson 3: CIDA could initiate a dialogue with non-governmental organizations regarding a "corporative" approach that would imply implementing a coordination mechanism at the geographic level. Better coordination of Canadian cooperation would perhaps be a first step towards facilitating the task that falls to developing countries in this area.

5.4 Stronger partnerships

Changes in north-south relations tend to favour the establishment of partnerships that respect the specificity and contributions of each party in a context of relationships that are more egalitarian and less based on power and control.

Some non-governmental organizations have, in this respect, paved the way. North-South partnerships are structured increasingly around common global issues for which international solidarity is becoming more and more crucial. Geographic distance is less and less important because of globalization and telecommunications. Although distances can be an obstacle for training and capacity building in particular, distance can also constitute an incentive to work more closely and with greater coordination. We have also found that having too many partnerships can limit their scope and impact.

Over time, many non-governmental organizations have developed ties and partnerships with organizations whose nature and scope of action operate at very different levels. Without neglecting partners that work at the community level, these organizations are moving towards more strategic platforms by giving support to partners that defend broader missions and are able to make a difference at a more regional level, or even a global one.

Lesson 4: The global issues that we face at the international level encourage us to establish partnerships and networks of partnerships that are much more respectful of each party's interests. The establishment of "stronger institutional partnerships" would be crucial to allowing non-governmental organizations to increase the impact and scope of their interventions.

5.5 Results-based approach: the gap between theory and practice

Since adopting its RBM policy in 1996, CIDA has required the organizations that receive its contributions to adopt the policy with the same stringency. Certain voices, coming in particular from non-governmental organizations, have expressed reservations about this approach.

As part of the policy statement on effective development cooperation, results-based management is given greater importance, but is henceforth perceived in a broader context that includes other principles, such as local ownership, partnership and capacity building. The “new approach,” which is based on learning, suggests greater flexibility in establishing a more judicious balance, taking into account the reality and the capacities of the partners.

In practice, some program managers sometimes stress the control dimension to the detriment of the flexibility required by long-standing international partnerships. A number of donors try to harmonize conflicting requirements stemming from the need to report to taxpayers and the need to establish an RBM system that is valid for partners, while complying with domestic guidelines and policies.

The costs of donor requirements in terms of responsibilities are important for the partners in the south. These partners deal with a number of donors and often receive little support to build institutions and often have far fewer resources to properly report on their responsibility. The discomfort expressed by partners in the south regarding RBM is a clear indication of the gap between what donors say and what they do.

A recent OECD study on the experience of results-based management confirms that it sometimes takes five to ten years to establish and fully implement performance and management measurement systems. In actual fact, it takes time to develop strategic plans for controlling results over a long enough period to discern emerging trends and evaluate performance against the desired objectives.

Lesson 5: Although CIDA has had some success regarding the implementation of a results-based management approach where its own management systems are concerned, the same cannot be said for its partners and their own partners, who do not have access to enough resources to have their staff trained. CIDA must sometimes recognize that the non-governmental organizations find themselves in a difficult position with respect to partners who have their own management methods.

5.6 Coherence

In the policy statement on effective development, policy coherence is defined as “greater coherence in policies of industrialized countries, in areas other than aid, for example, policies on trade, investment and technology transfer, that can have profound effects on the developing world.”

A good number of international organizations are interested in these questions and it seems relevant to us to stress that there exist, in this regard, important differences of perception. These can involve fair trade with respect to a vision aimed exclusively at the free market, development strategies that are endogenous in relation to poverty reduction strategy papers (more commonly known as PRSPs), or a vision of the world aimed at local development rather than globalization. There are many issues that could be debated. It is to be hoped that this debate will occur within a structured context in order to discuss the challenges facing Canadian society, as the international community is currently doing.

Lesson 6: There is no doubt that CIDA would gain by engaging in a structured dialogue with civil society organizations and the private sector regarding issues relating to the coherence of our policies that transcend the sphere of development cooperation.

5.7 Capacity building

Today, the issue of capacity building, which is global in nature, is at the heart of the lively debates taking place in the widespread international development community. Just like CIDA and the community of NGOs, D&P is grappling with the challenge of integrating capacity building into its own approach to partnership with groups in the south. The organization is well placed to participate actively and effectively in the reflection and discussion surrounding this theme.

As part of this evaluation, it was possible to study a non-binding partnership model in which the donor participates in providing funding to partners, supports them and provides them with what they need and lack. However, this model has not yet reached the stage of institution building that is explicit, structured, organized and designed on the basis of a clear strategy that has been accepted by all the parties. Many non-governmental organizations wonder about how to keep a balance between these two poles.

Capacity and skills development is part of the programs run by many international cooperation agencies, but for a number of them, this approach has not yet been designed (e.g., identification of the limits of action, results and measurement indicators). The results desired in capacity building are not clearly established.

Lesson 7: A type of “horizontal” relation and the principles that underlie this relation (autonomy, respect, transparency, openness, flexibility) make it possible to create a space that is favourable to the development of the partners’ capacities. In order to optimize the potential impact of such a model, it would be worth developing systematization on various levels (conceptual capacity building framework, institutional analysis, results and performance indicators used in capacity development).

5.8 Program approach

For some time now, CIDA has been engaged in strenuous reflection regarding the program approach. While the members of the international community do not agree yet on a common definition of the concept, it appears that there is consensus on the principles inherent in the program approach (local ownership and empowerment; solid partnerships based on clearly defined roles and responsibilities; a vision of sustainable development vision on institution building and the participation of civil society; and a results-based approach).

In light of this evaluation, what emerges is that non-governmental organizations can also develop a program approach that goes beyond the traditional “project approach”. A number of mechanisms have been implemented by D&P: supporting an organization rather than a project of this organization; developing a programming framework at the national or regional level; concentration in certain regions, and so on.

Lesson 8: CIDA could associate civil society with exercises involving reflection and exchange on approach. An organization like D&P that has tested institutional approaches based on dialogue and relationships of trust that were built incrementally, has much to contribute to these reflections.

5.9 Mobilizing civil society

D&P is distinguished by its willingness and its capacity to act (through its development and advocacy activities, both in countries in the south and in Canada), not only on the local and national levels (in collaboration with direct partners), but also at the regional, continental and international levels. To do this, the organization occupies a specific position among

the multiple networks that intervene at these different levels and that share the same values and principles of solidarity and support for democratization. This ability to mobilize local groupings and pressure groups makes it possible, through the sharing of knowledge gained, to speak for the south in its advocacy activities in Canada.

Lesson 9: Some non-governmental organizations like D&P have identified civil society as a preferred interlocutor. Thanks to the work of these NGOs, the face of partners that show solidarity with Canada has taken a form that is specific to it, and that is keenly appreciated and valued in the countries in which they intervene. Canadian cooperation, particularly in countries where human rights are violated, would do well to take advantage of this experience gained from the powerful networks of solidarity that have emerged with time, and to improve its program with concrete measures of human solidarity, where possible.

- Conclusion

The policy statement “Canada making a difference in the world” poses questions regarding the applicability of the principles of effective development within Canadian partnership and multilateral programs.

What clearly emerges from this analysis is that non-governmental organizations not only have a contribution to make in this area, but can also provide experience that can serve as a basis for reflection and learning.

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Annexe: 2000-2003 PROGRAM - SUPPORT FOR THE PROCESSES OF DEMOCRATIZATION - PROGRAM OF SUPPORT IN THE SOUTH

GOAL

To support the emergence of sustainable and integral human development based on the principles of social justice, of public participation in decision making, of equality between men and women and of respect for the environment.

PURPOSE

Through actions in the North and in the South, to further empower the poorer populations in the South to improve their living conditions and their participation in processes of democratization.

BUDGET: \$12 Mil. /yr.

STRATEGY TO ACHIEVE THIS PURPOSE			
BASIC STRATEGY	UNDERLYING POLICIES	TYPE OF PROGRAMS	
Support and strengthen popular organizations working for social change and facilitate their integration into networks that will permit them to maximize the impact of their actions and their ability to exert influence	Gender equality Environmentally responsible development	Continental Program:s Africa, Asia, Latin America International Programs Emergency Relief Programs Special Programs: Central America, Democratic Republic of the Congo, Rwanda, East Timor	

ACTIVITIES	OUTPUTS (short term results)	OUTCOMES (over the life of the project)	IMPACTS (long term)
<p>Planning: regular assessments of the evolution in the conjuncture and the implementation of the programs.</p> <p>Indicators :</p> <ul style="list-style-type: none"> ➤ Analysis of the conjuncture and the identification of priority issues ➤ The identification of groups working on the identified priority issues ➤ Participation in Working Groups ➤ Contacts with information networks ➤ Programs developed <p>Program funding: Gathering preliminary evaluations on funding requests, preparation for and holding Development Program Committee (DPC) meetings, approval of requests and developing funding agreements</p> <p>Indicators :</p> <ul style="list-style-type: none"> ➤ Approved programs and projects conform to the criteria and priorities ➤ Funding agreements concluded with the groups supported <p>Accompaniment of groups supported and follow-up on projects/programs</p> <p>Indicators:</p> <ul style="list-style-type: none"> ➤ Administrative follow-up to projects/program ➤ Shared strategies and analysis developed with the groups ➤ Urgent actions undertaken ➤ Lobby/ representation activities undertaken ➤ Network groups (North/South and South South) ➤ Seminars with the groups that were supported ➤ Support of the consultants around organizational reinforcement and the development of specific competencies ➤ Additional funding sources in support of specific groups 	<p>Popular organizations strengthen themselves on an organizational level and operate in a democratic fashion</p> <p>Indicators:</p> <ul style="list-style-type: none"> ➤ Democratic internal operations (larger and trained membership, participatory decision-making mechanisms, leadership well linked to the base, etc.) ➤ The greater presence of women at the management level ➤ Solid planning, sane financial management and effective communications ➤ An action capacity that translates into concrete production activities, services and/or representations ➤ Links to networks and NGOs ➤ Financial viability <p>Popular organizations and NGOs develop and stand behind peace and reconciliation strategies</p> <p>Indicators :</p> <ul style="list-style-type: none"> ➤ The people are informed, consulted and involved in the implementation of peace and reconciliation strategies in their communities ➤ Campaigns developed and implemented by the civil society network and supported by the media ➤ Preventative and conflict resolution initiatives developed, put forward, and implemented ➤ Participation in negotiations between the parties involved ➤ Communications tools developed to inform and consult the public <p>Popular organizations and NGOs conceive and undertake actions for the furtherance of human rights and democracy.</p> <p>Indicators :</p> <ul style="list-style-type: none"> ➤ Proposals for laws and mechanisms that will strengthen democracy ➤ Organizing actions and public mobilizations in support of human rights ➤ Negotiations with the authorities ➤ Community media and communications tools that allow the public to be informed, educated, and mobilized to the values and practices of democracy ➤ Processes to monitor democracy, in particular electoral processes ➤ The channelling of cases of human rights violations to national and international bodies 	<p>Popular organizations will have made concrete gains that will have improved the living conditions of the poorer population</p> <p>Indicators:</p> <ul style="list-style-type: none"> ➤ Land access obtained ➤ Access to the means of production ➤ The availability of credit ➤ Training activities that increase employability ➤ Increasing the productive and commercial capacities of groups of peasants and of women ➤ Lands obtained by native organizations ➤ Access to information and analysis on the market and economic policies <p>Victims of natural and man-made disasters will have been able to ensure their survival and to foresee re-establishing a normal life</p> <p>Indicators</p> <p>Rebuilding the infrastructure</p> <ul style="list-style-type: none"> ➤ Re-establishing production and development activities in the affected areas ➤ Re-launch popular organizations' activities in support of their members and the people affected by the catastrophe 	<p>The needs and interests (political, economic, social and cultural) of the poorer populations in the South will have been taken into account through the policies and development programs of countries, aid agencies, international institutions, and large companies and these will have been manifested in:</p> <ul style="list-style-type: none"> ➤ an improvement in the quality of life available to the poor <ul style="list-style-type: none"> ➤ better access by the poorer population to education and to the means of production ➤ improved health and nutritional conditions ➤ a reduction in the social gap ➤ dignity and the exercise of citizenship ➤ a viable environment ➤ an improvement in democratic life <ul style="list-style-type: none"> ➤ greater influence by civil society networks on governments, international organizations and regional economic organizations ➤ a greater openness on the part of Southern governments to popular demands ➤ policies adopted by governments and institutions that favour the poorest populations ➤ the approval of more democratic regulations and laws ➤ improvements in the administration of justice ➤ the decline of authoritarian regimes, the holding of free elections, consolidation of democratic gains and a fundamental respect for democratic institutions by the executive powers ➤ a greater respect for human rights on the part of governments and the decline in the granting of impunity and in corruption ➤ changes to the programs of international institutions in response to popular demands ➤ changes to the policies and programs of the Canadian government ➤ changes in the practices of large companies ➤ women will have gained greater access to resources and an increased capacity to exert influence at all levels ➤ the existence of a culture of tolerance and respect for differences
Study and assessment of development experiences	Popular organizations and NGOs undertake actions and implement economic	Institutions and social practices will have become	Canadians will have demonstrated a greater openness towards

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<p>(democratic practices)</p> <p>Indicators:</p> <ul style="list-style-type: none">➤ Holding of educational meetings allowing for the exchange of experiences➤ Circulating documents (AV and written) on democratic practices	<p>alternatives that guarantee the poorer population access to and control of resources and wealth</p> <p>Indicators :</p> <ul style="list-style-type: none">➤ Action for land access and recovery of territory➤ Production projects, access to credit, job creation, and commercialization activities developed by local groups➤ Furthering and promoting alternate models for sustainable development➤ Initiatives to assess and monitor economic issues and policies <p>Popular organizations develop networks and strengthen their capacity to mobilize and to negotiate at the global level</p> <p>Indicators :</p> <ul style="list-style-type: none">➤ Utilization of the media and new information technologies to facilitate networking➤ Mechanisms allowing the exchange of experiences and expertise between popular movements➤ Circulation of information on the reality and on the proposals of popular movements at the regional and continental level <p>Popular organizations and NGOs reinforce women's participation in the development process and further equality between men and women</p> <p>Indicators:</p> <ul style="list-style-type: none">➤ Women's organizations strengthened➤ Women's involvement in peace and reconciliation strategies➤ Women's groups actions supporting their access to the means of production➤ Production and commercialization projects by women's groups➤ Lobby activities by women's groups to influence policy and to have their rights recognized <p>South/South and North/South initiatives allowing for the creation of space for reflection upon and the development of social, political and economic alternatives</p> <p>Indicators</p> <ul style="list-style-type: none">➤ Thematic seminars and international fora➤ Publications, reports, videos and films <p>Emergency and reconstruction assistance speedily and efficiently dispensed to the population victimized by natural or man-made disasters</p> <p>Indicators</p> <ul style="list-style-type: none">➤ Number of people having received food aid and front line emergency services➤ Number of families relocated or having benefited from temporary shelter➤ Number of families having received support to re-launch their productive economic activities	<p>more democratic and will allow popular organizations and NGOs to participate more fully in the development process</p> <p>Indicators :</p> <ul style="list-style-type: none">➤ Increase in the influence of the poorer population on the civil society➤ Mechanisms for the participation of the popular sector in decision-making concerning development processes and policies➤ Participatory local development experiences involving the popular sector➤ Mechanisms for the participation of the civil society within institutions for economic integration (NAFTA, MERCOSUR, APEC)➤ Decrease in human rights violations➤ Decrease in aggressive actions, in particular those against women and the poorest.➤ Human rights promoters and defenders are able to freely carry out their mandates➤ Communications means open to the realities and the interests of the popular sectors➤ Proposals for new models, forms, and democratic practices from the civil society in its interaction with the state and in public forums	<p>development issues and international solidarity</p> <p>Indicators</p> <ul style="list-style-type: none">➤ Changes of perception and of attitude with respect to North -South interdependence, towards Canadian aid and in the preparedness to welcome strangers
PROGRAM OUTREACH			
<ul style="list-style-type: none">➤ Groups directly supported by our program<ul style="list-style-type: none">. Africa: roughly 50 groups supported in 11 priority countries. Latin America: roughly 150 groups supported in 11 priority countries. Asia: roughly 15 groups supported directly in 3 priority countries and regional programs via consortia➤ The members of these groups and the populations targeted by their actions➤ The governments and institutions who are subjected to the actions of these groups		<p>Categories of groups supported</p> <ul style="list-style-type: none">➤ Popular organizations on the three continents (unions, cooperatives, women's groups, etc.)➤ Local, national, regional and international NGOs➤ The church's development structures➤ The Caritas network of organizations involved in emergency relief	
RESOURCES TO CARRY OUT THE ACTIVITIES			
<p>Human resources</p> <ul style="list-style-type: none">➤ the 5 person Latin America team➤ the 5 person Africa/Asia Team➤ the 2 Special Programs Officers➤ the 4 person Administrative Support Unit➤ the 15 members of the three DPCs (Latin America, Africa and Asia)➤ Partners and collaborators in the field➤ Consultants and experts <p>Material Resources</p> <p>The operation of the new Program Management computer program (SGP)</p>	<p>Staff training</p> <ul style="list-style-type: none">➤ The 2000-2003 theme➤ The computer program management system➤ Thematic seminars (systematizing new knowledge)	<p>Management mechanisms</p> <ul style="list-style-type: none">➤ 6 meetings per year of the Development Program Department➤ meetings for administrative support➤ the monthly meetings of the Continental Teams➤ the monthly meeting of the Asia Working Group➤ the mechanisms for preliminary evaluations and external evaluations of projects/programs➤ the twice annual meetings of the DPCs and the IPC (International Programs Committee)➤ the mechanisms for approval of emergency relief requests	<p>Networking activities</p> <ul style="list-style-type: none">➤ Various working groups of the Canadian Council for International Cooperation (CCIC)➤ CIDSE's Continental Working Groups➤ Caritas Internationalis➤ Task forces for country programs➤ Ecumenical coalitions