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Agence canadienne de
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Evaluation of the Canadian Colleges Partnership Program Phase II (2001-2008)

Executive Report

April 2005

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EVALUATION OF THE CANADIAN
COLLEGES PARTNERSHIP PROGRAM,
PHASE II (2001-2008)

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Evaluation Division
Performance and Knowledge Management Branch
Canadian International Development Agency

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We thank the consultants, Universal Management Group, for their professional implementation of the evaluation.

This Executive Report has been prepared by Evaluation Division as a way of providing concise information for consideration of the improvements of Phase II and the design of any subsequent phase of the Canadian Colleges Partnership Program.

G. Singh
Evaluation Division
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List of Acronyms

ACCC	Association of Canadian Community Colleges
CCI	Canadian College Institution
CCPP	Canadian Colleges Partnership Program
CIDA	Canadian International Development Agency
CPB	Canadian Partnership Branch
DAC	Development Assistance Committee (of the OECD)
DC	Developing Country
DCO	Developing Country Organization
ICDS	Institutional Cooperation and Development Services
IFI	International Financial Institution
ILO	International Labour Organization
IMRC-FMI	Information Management Resource Centre – Framework for the Management of Information (Government of Canada)
KAR	Key Agency Results
LFA	Logical Framework Analysis
MDG	Millennium Development Goals
OECD	Organisation for Economic Cooperation and Development
PDF	Project Development Fund
PKMB	Performance and Knowledge Management Branch
SAE	Strengthening Aid Effectiveness
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UCP	Universities and Colleges Program
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UPCDP	University Partnerships in Cooperation and Development Program
VP	Vice-President

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M a n a g e m e n t R e s p o n s e

Introduction

CPB has been supporting the involvement of Canadian colleges and training institutes in international development for over 20 years. The latest such program, the Canadian Colleges Partnership Program (CCPP) has been in place since 1994. The first six years of the program (1994-2001) are commonly referred to as Phase I. Treasury Board approval for a second phase was obtained in March 2001 and this phase got underway in August 2001.

The evaluation looks at this second phase of the CCPP which covers a six-year period ending in July 2007. Included in the evaluation is a review of several longer-running Phase I projects which contribute to the overall conclusions. CPB regards the evaluation as an objective assessment which will greatly assist the Branch in determining whether a submission to Treasury Board for continued funding of the CCPP beyond 2007 is warranted.

We are pleased with the evaluators' observation that CCPP Phase II is effective in realizing expected results and is well administered by the Association of Canadian Community Colleges (ACCC), on CIDA's behalf. It is also worth noting that CCPP projects were found to be cost-effective and that the majority of completed projects forming part of the review were sustainable at the local institution level. We recognize, however, that the evaluators also concluded that CCPP's current goals, objectives and design could be made more congruent with Canada's evolving priorities.

We, therefore, fully support the five recommendations identified in the Executive Summary. The first three are short-term in nature and will be addressed over the balance of Phase II, in close consultation with ACCC. The other two have a longer-term perspective and would be incorporated in the design of a further phase of the program for which we would seek Treasury Board approval, as noted above.

Recommendations	Commitments / Actions	Responsibility Centre	Target Completion Date	Status
Short-term (Phase II) Recommendations 1-2				
1. In partnership with other key CCPP stakeholders (notably ACCC, acting on behalf of Canadian community colleges and technical institutes), CIDA should review and revise expected Program and project results so that they are clear, appropriate and each level coherently linked to the other.	<p>Agree. This is already underway.</p> <p>CPB is working closely with ACCC, as the umbrella organization for Canadian community colleges and technical institutes, to achieve greater overall coherence for CCPP by revising the program Logical Framework Analysis (LFA) as follows:</p> <ul style="list-style-type: none"> • clarifying expected program results at the individual, institutional, client and sector levels and expected project results for both Canadian and local institutions. • clarifying gender equality and environment results. • defining and describing results expectations for the different types of funding available. 	CPB	December 2005	In progress
2. CIDA should review the mandate of the CCPP Steering Committee and reconstitute its membership over time to ensure a range of stakeholders who can provide strategic vision and help ensure greater transparency.	<p>Agree.</p> <p>The CCPP Steering Committee is currently made up of two CIDA representatives drawn from CPB and two representatives from ACCC. CPB, in consultation with ACCC, will increase the size of the committee to include representation from stakeholders drawn from both within and outside CIDA. This will ensure that while still addressing regular program issues (e.g. scheduling of competitions), the committee is able to track policy decisions and new orientations which could impact on CCPP and might warrant program adjustments.</p>	CPB	December 2005	To be initiated June 2005

<p>Long-term (beyond CCPP Phase II which ends in July 2007), Recommendations 3-4</p>				
<p>3. CIDA should review and clarify the program rationale for any future phases of CCPP taking into account the shifts in the international environment and issues of CIDA and developing country priorities, concentration and coherence.</p>	<p>Agree.</p> <p>CPB acknowledges the observation on page 10 of the Executive Summary which states that while there is ample evidence of results achievement in CCPP projects, “the overall impact of the program in developing countries appears diffused, largely as a consequence of the CCPP design, which discourages rather than encourages focused investments in countries and DCOs.”</p> <p>CCPP has already demonstrated an ability to adapt to new CIDA priorities. In this regard, CCPP selection criteria were amended in 2003 to require that at least one-half of the projects recommended for funding over the balance of CCPP Phase II be in Africa.</p> <p>In designing any future phase, CPB will clarify the program logic and develop a framework and strategy to guide, manage, monitor and report on CCPP performance at project and program levels.</p> <p>CPB is also committed to ensuring CCPP respects the International Policy Statement. In this connection, a further phase of the program would conform to CIDA’s objective of achieving greater country concentration in the poorest countries, where effective programming to address the Millennium Development Goals is possible and adds real value.</p> <p>CPB would also introduce measures to promote greater local ownership by the recipient countries.</p>	<p>CPB</p>	<p>March 2006</p>	<p>To be initiated June 2005</p>

<p>4. Subsequent to recommendation 3, CIDA should ensure that any future phase of CCPP is guided by a clear program framework, a results orientation and a strategy/action for change.</p>	<p>Agree.</p> <p>Any decision to pursue a further phase of CCPP will be dependent on the elaboration of a program framework that is widely understood and speaks to the importance of country relevance, capacity development and sustainability.</p> <p>A renewed program would also place added emphasis on the results chain, where expected outcomes and anticipated impacts can be readily measured.</p> <p>Finally, through a strengthened steering committee structure, the program would be validated on a regular basis and called on to adapt (via its selection criteria) to changes in CIDA's overall orientation, as appropriate.</p>	<p>CPB</p>	<p>March 2006</p>	<p>To be initiated in June 2005</p>
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1 . I n t r o d u c t i o n

CIDA's Canadian Partnership Branch (CPB) has been supporting the involvement of Canadian colleges in international development for over 20 years. The latest such program, the Canadian Colleges Partnership Program (CCPP), is a mechanism through which CPB supports and provides funding for partnership activities between Canadian and developing country education and training organizations. The Program is managed by the Association of Canadian Community Colleges (ACCC) under a contribution agreement with CIDA and is funded through the Universities and Colleges Program (UCP) of CPB. Since 1994, CIDA has funded two distinct phases of CCPP, as well as a transition phase. In 1998/99, CIDA's Canadian Partnership Branch conducted a review of the Program and on the basis of the review, proceeded with a second phase over the period 2001/02 to 2007/08.

The goal of Phase II is to increase the capacity of developing country education and training organizations to address their country's sustainable development priorities. In 2004, CCPP Phase II was in its third year of operation. In keeping with CIDA's Performance Review Policy, which calls for periodic and independent evaluations of its policies, programs and projects and operations, CIDA commissioned this evaluation of CCPP. The findings and conclusions of this evaluation will be used to effect improvements for Phase II, and to make decisions regarding any future funding.

2 . T h e E v a l u a t i o n

2.1 Evaluation Objectives

The key objectives of the evaluation were to:

- Assess the Program's developmental performance to date (including the Program's cumulative performance since 1994) with respect to results achievement, sustainability and relevance, as well as its operational performance regarding partnerships, informed and timely action and resource utilization;
- Identify key issues emerging from reviews of the context of CCPP stakeholders – CIDA, other donors, Canadian College Institutions (CCIs), Developing Country Organizations (DCOs) and Developing Countries (DC) – that may positively or negatively affect the relevance of CCPP;
- Formulate recommendations regarding needed changes or improvements in the current and/or potential future phases of the Program; and,
- Identify lessons from the experience of the current program strategy to apply to the remainder of the current phase, and to inform any future phases or other similar programs.

2.2 Methodology

CIDA engaged Universal Management Group to conduct an evaluation planning study to identify review priorities and develop the methodology for the study. A Steering Committee was formed, chaired by Performance and Knowledge Management Branch (PKMB), to provide oversight and advice during the evaluation. Members included staff from Canadian Partnership Branch, PKMB, and ACCC.

An analysis of the information collected during the evaluation planning study culminated in the presentation of preliminary findings and the identification of proposed evaluation issues. These were subsequently reviewed, revised and prioritized by the Steering Committee, and informed the development of Terms of Reference and an approved work plan for the second stage of the evaluation (May 2004).

Data was collected and analyzed between May and November 2004. The following lines of evidence were used:

- a review of relevant documents from Phase II (e.g., program management plans, budgets, tools, guidelines, workshop materials, program reports, and project proposals and reports from 9 recently approved Phase II projects);
- interviews with approximately 127 individuals and 20 groups - including DCO representatives and clients, other donors, CIDA representatives, and other key stakeholders;
- focus groups: 2 (1 English – 8 participants, 1 French – 19 participants) at CCPP Conference, February 2004; several in Mali, Tanzania, Vietnam & Cuba with staff, students, community groups and private sector;
- a survey of 265 CCIs active (80) and inactive (185) in CCPP¹; and,
- field visits to Mali, Tanzania, Viet Nam and Cuba to examine the developmental and operational performance of 15 CCPP projects from Phase I and II.

Finally, major stakeholders provided feedback at various stages throughout the review, including written and verbal comments from ACCC and CIDA in December 2004 and January 2005 on the preliminary draft version of the consultant's Background report.

2.2.1 Sample

The evaluation is focused on Phase II, however the sample includes 12 Phase I projects and 3 from Phase II. The rationale is as follows:

- Phase I and II projects are sufficiently similar to make extrapolation of findings, conclusions and recommendations relevant to Phase II (See Section 3.2.);
- Observations from the 12 longer-running Phase I projects would better inform management about the subject of the duration of both projects and phases of CCPP; and,

¹ Active CCIs were defined as those receiving CCPP funding since January 1998 while inactive CCIs had not received CCPP funding since that date. The 5-year period – 1998- 2003 – spanned both phases – the last years of Phase I and the beginning of Phase II.

- There is more likelihood of establishing development results and conclusions on sustainability from the Phase I projects.

The illustrative sample was approved by the Steering Committee based on an agreed process and criteria which included: frequency of completed projects; countries with highest frequency of projects; factors such as geographic location of participating Canadian institution, sector, project value, success stories and project status – completed or not. Of the 15 projects in the sample, more than half were still receiving funding through 2004.

The projects are: (projects in italics are from Phase II)

Cuba: Extension Services Centre; Partenariat École-Industrie; *Centre of Excellence (Refrigeration and Air Conditioning)*

Mali: Autonomie par l'entrepreneuriat; Technologie appliquée à l'école; Perfectionnement, entrepreneuriat et autofinancement.

Tanzania: Water Care and Rural Health Trainers; Rural Entreprise Training Project – Mwanza; Building Regional Capacity to Meet the HRD Challenge; *Tanzania-Rural Communities Health Project.*

Vietnam: Femmes et développement rural; Hatay Food Processing Program; Linking for Success Agriculture Education; Paysan: santé et environnement; *Community-based Tourism Training.*

2.3 Limitations

- The evaluation examined 7% (12) of approved Phase I projects and 6% (3) of 52 operational Phase II projects. Steps were taken to mitigate against this small sample, including validation of findings with various CCPP stakeholders and identification of trends across projects.
- Information available in documentation focuses more on short-term activities than on longer-term results. Beyond the sample of 15 projects, there was limited data to judge performance. In addition, there have been few ex-post project evaluations by CIDA and ACCC.
- Survey response rates from Canadian college institutions were low, despite follow up from ACCC: responses were received from 22% (18) of 80 colleges considered active in the Program and 14% (26) of those (185) considered inactive. The report may not do justice to the diversity of views of CCIs.
- Developing country organization representatives were interviewed in the 15 projects selected. The report may not do justice to the diversity of DCO views on the Program. Future reviews of CCPP should include strategies to collect this information.

3. CCPP Overview

3.1 Background and Financial Support

Since the 1980s, CPB support for colleges has been channeled through ACCC. In 1994, CIDA approved a new arrangement to consolidate all CPB college funding into a single program – the Canadian Colleges Partnership Program (CCPP). As shown in Exhibit 1, CPB support increased over time to a peak of \$50 million. The current budget for Phase II is \$40 million.

Exhibit 1 Evolution of CPB Support to Canadian Colleges 1984-2008

Years	Program	Value (millions)	Annual average (millions)
1984- 1988	Project Development Fund	\$11.00	\$2.75
1988-1991	Project Development Fund	\$17.00	\$5.66
1991-1994	Fund for Collegiate Institutional Cooperation	\$26.80	\$8.93
1994-1999	CCPP Phase I	\$50.00	\$10.00
1999-2001	Transition period	\$1.23	\$0.61
2001-2008	CCPP Phase II	\$40.20	\$5.70

3.2 Goal, Purpose, Objectives

Neither the goal nor the purpose of CCPP has changed considerably since 1994. Both Phase I and II:

- share the same overall goal of increasing the capacity of DCOs to address their country’s sustainable development priorities;
- place importance on supporting the internationalization of DCOs;
- Emphasize partnerships between DCOs and CCIIs to achieve results; and,
- Emphasize raising Canadian awareness of international development issues.

The expected results of Phase II are indicated in Exhibit 2.

Exhibit 2 Expected Results for CCPP Phase II

AREA	EXPECTED RESULTS
Impacts	<ul style="list-style-type: none"> – Increased participation of DCOs in the socio-economic development of their country – Effective, long-term, developmentally-focused mechanisms for cooperation between participating DCOs and the communities they serve – Mutually beneficial cooperation between DCOs and CCIIs as well as other relevant organizations
Outcomes	<p>Increased capacity of DCOs to:</p> <ul style="list-style-type: none"> – Offer appropriate programs and educate/train human resources needed to meet development needs – Establish partnerships with the communities they serve – Plan, manage and assess the DCOs programs effectively – Work in full partnership with CCIIs – Improve access to training and education for disadvantaged persons and organizations

AREA	EXPECTED RESULTS
	Increased capacity of CCIs to: <ul style="list-style-type: none"> – Assess and respond to DCO capacity development needs and meet CCPP project goal and purpose – Increase CCI student participation in international projects – Increase Canadian community awareness in international development issues
Outputs	<ul style="list-style-type: none"> – Comprehensive situational, capacity and needs analyses – Set of valid and reliable baseline performance indicators – Relevant training programs for key DCO staff delivered locally, in Canada, and/or in third country – Innovative teaching methods and materials introduced – Relevant publications produced – Management capacities of DCOs addressed – Capacity of documentation centres/laboratories improved – DCOs participating in networking enhanced – Appropriate training materials and equipment provided

As with the goals and objectives, the designs of the two phases share many characteristics:

- CCPP continues to serve as an administrative mechanism to support capacity development projects put forward by Canadian College Institutions (CCIs) in association with their counterparts in Developing Country Organizations (DCOs);
- CCPP is managed like, and shares many similarities with, a CIDA FUND or umbrella project;
- CCPP is designed to solicit and respond to proposals put forward by CCIs (in association with their developing country counterparts) rather than direct requests by DCOs. Thus, by design, it tends to be more supply than demand-driven;
- The bulk of the CCPP project support is targeted at strengthening individual DCOs (known as Category 2 projects, up to \$400,000 per project). A relatively small proportion of the budget (approximately 10% in Phase II) is set aside for sector level reform projects (known as Category 1 projects, up to \$800,000 per project);
- CCPP provides support to build the project management capacities of CCIs through the development and provision of tools, guidelines, workshops, and so forth. This is supplemented by coaching. Phase II has also earmarked similar support for DCOs; and,
- CCIs are expected to provide contributions of 25% (monetary or in-kind) of the Canadian contribution to CCPP projects. In Phase II, CCIs are required to track and report on such contributions.

Differences between the phases include:

- A Program LFA was put in place for the first time for CCPP Phase II;
- Phase II includes a Project Development Fund (PDF) to provide funding (up to \$7,500) available on a competitive basis to help CCIs prepare project proposals. The PDF offsets some of the development costs on a cost-sharing basis;
- Changes were made to the CCPP project selection processes to address concerns raised in Phase I regarding transparency of the selection process. ACCC now serves as the secretariat rather than as the chair of the Selection Committee. The Committee now

includes two international representatives to include the perspective of partner countries. The CIDA Minister makes the final decision regarding project approval;

- CCPP project proposals are sent to CIDA staff abroad for their assessment of the local institutions, the local context, and the level of funding from other donors in the sector/area targeted by the proposed project;
- The private sector component was not continued due to its modest success in Phase I; and,
- Environmental sustainability is now a cross-cutting concern.

3.3 Phase II – Snapshot at June 2004

3.3.1 Financial Profile

The bulk of the Phase II budget is allocated to CCPP projects (78%). At June 2004, approximately 48% of the overall budget was disbursed – a rate conforming to the management plan. While some program expenditures have disbursed less than half of the budgeted amount, this is to ensure sufficient funds remain to cover projects to the end of Phase II (and beyond, for projects scheduled to end after Phase II). See Exhibits 3 and 4. (Rounding-up creates a number greater than 100% in Exhibit 3.)

Exhibit 3 CCPP Phase II Budget in millions

Component	Total budget	% of total budget
Projects	\$32.58	78.00%
PDF	\$0.65	1.60%
Selection Committee	\$0.23	0.60%
Capacity Development	\$1.20	3.00%
Administration	\$6.77	17.00%
Total	\$41.43	100.00%

Exhibit 4 CCPP Phase II Disbursements (in millions) at June 2004

Component	Total budget	Total Expenditures	% of total budget expended to date
Projects	\$32.58	\$15.75	48%
PDF	\$0.65	\$0.44	68%
Selection Committee	\$0.23	\$0.09	37%
Capacity Development	\$1.20	\$0.39	32%
Administration	\$6.77	\$3.11	46%
Total	\$41.43	\$19.73	48%

3.3.2 Distribution of Phase II Approved Projects

At June 2004, 52 projects were receiving CCPP Phase II support, of which 48 are Category 2 projects (up to \$400,000 over 5 years). Projects are in 44 countries. The greatest proportion is in Africa (50%), followed by Asia (30%) and Americas (20%).

The frequency of projects per country varies: there are 30 countries (68%) with 1 project each; there are 9 countries with 2-4 projects each, and there are 5 countries (11%), - Vietnam, China, Cuba, Mauritania and Senegal – with 5-8 projects each².

As would be expected, the majority of Developing Country Organizations involved are colleges (54%). Other organizations include: government ministries (18%), universities (17%), NGOs, (8%) and hospitals (3%).

3.3.3 Project Development Fund (PDF) Projects

There have been two rounds of PDF to date with the last scheduled in 2005/06. A total of 106 proposals were received, of which the majority were approved – a minimum of 80% each round.

In 2002/03, 28 projects received Category 2 funding.³ Of these, 20 projects (71%) had received PDF support. Although this would seem to imply that PDF support increases the probability of being awarded a CCPP project, the evaluation could not validate this analysis given the limited data.

3.4 Responses to the previous evaluation

CIDA's Canadian Partnership Branch commissioned an evaluation of Phase I in 1998. Most of the recommendations have been implemented, and most recommendations relating to administration and management were implemented in Phase II (see Appendix 1).

However, some recommendations related to enhancing impacts in developing countries were not addressed. For example, recommendations regarding the possible convergence of the University Partnerships in Cooperation and Development Program and CCPP countries of high project concentration as a possible approach to achieve more impact has not yet been studied. This is due, in part, to staff turnover in the two programs.

The evaluation of Phase I emphasized the need to focus more at the sector level to increase impact: the effects of projects alone are not sufficient to provide the necessary impulse to support the sustainable development of the targeted sectors or to have any significant impact on poverty reduction.⁴ These observations are still relevant. Lessons learned from Phase I and from the evaluation influenced the design of sector-focused projects in Phase II.

² This data is based on the 105 projects active at a point in Phase II, in comparison with the 52 which were operational during this evaluation.

³ The number of submissions received is not available : we understand that it is approximately 60, thus the approval rate is about 47%.

⁴ Francine Marier et Mario Robillard, Rapport de Revue Évaluative du Programme PCCC, 1998, p. 40.

4. Context

This section sets the stage for the analysis in the subsequent sections by outlining some of the key changes in the development context over the past 10 years that are of particular relevance to CCPP. The evolving context has implications for the relevance of CCPP.

4.1 International Context

There have been significant changes in the international development context since CCPP was originally designed a decade ago. As developing countries seek ways to participate effectively in the global economy, they recognize the need to develop a skilled workforce, and increased recognition of the importance of technical and vocational skills development given the emphasis on youth employment and poverty reduction in the MDGs and national development agendas.

Moreover, capacity development approaches have become the subject of considerable debate and research, leading to increased reflection on the “what, why and how” of capacity development and recognition of the need for more systematic approaches, experimentation and learning. These changes are having profound consequences for developing and donor countries, development agencies and development partners, causing them to examine the continued relevance and appropriateness of their programs and adapt them as required. There is also increased inter-connection among the citizens of the world, and increased recognition of the need to further strengthen and support such connections at national levels.

Key Changes in the International Context

Emergence of a global development agenda including the Millennium Development Goals (MDGs), which serve as the world’s “road map” for development cooperation

Increased importance given to demand-driven programming approaches that respect the principles of local ownership and increased attention paid to the need for approaches that support development effectiveness and sustainable development

Increased recognition and importance of the role played by civil society, given the decentralization agendas of many developing countries.

4.2 Canadian Context

These global changes have informed and continue to inform Canada’s and CIDA’s development policies and priorities, as well as its relationships with, and support for, its overseas and Canadian partners. There is increased desire to ensure that Canadian development agendas are congruent with and supportive of global ones. This has led to some significant strategic, programming, structural, resource allocation and other changes in the Agency over the past five years. It has also contributed to some reflection inside and outside the Agency about the role, added-value and niche of Canada’s development program— not only in terms of expected developmental outcomes, but also in terms of its role in engaging Canadians in Canada’s international development activities. Global changes are also expected to influence the upcoming International Policy Statement, which in turn will have important (but as yet unknown) implications for Canada’s international development policies and priorities, including CIDA’s 2010 visioning exercise. Like other branches of CIDA, Canadian Partnership Branch is affected by these changes and is clarifying how it should best respond to these changes and clarify its niche. It is expected that such clarifications will have some implications for its future programming.

4.3 CCI context

There has also been a significant, positive evolution in the interest, capacities, and performance of Canadian colleges in supporting international development over the past 20 years in part due to the ongoing support of the Canadian government and particularly CIDA. The question now is what direction the CCIs will take in their future international work, and what role, if any, the Canadian government should play in supporting this in the future.

5. Results – Developmental Performance

Evidence for results achieved is based mainly on field visits to 15 projects in Mali, Tanzania, Vietnam and Cuba supplemented with information obtained from CCPP project reports and evaluations where relevant and available.

5.1 Developing Country Results

Individual CCPP projects are realizing important results and benefits in developing countries at organizational, individual, client and sector levels. CCPP projects have increased the capacity of DCOs to design, adapt and manage education/training programs. CCPP projects have had a very positive effect on DCO staff attitudes and perspectives about learning, and have helped DCO staff acquire new knowledge and skills. At the individual level, 10 of 15 projects introduced approaches to teaching and training, which considered the needs and skills of client groups and the use of such skills as competency-based approaches and curriculum development, experiential/hands-on learning, participatory methodologies, and the use of visual aids.

Examples of Institutional results

In **Cuba**, the University of Cienfuegos staff consulted technicians, engineers, industry managers and government representatives at all levels, as well as faculty members to design a teaching program aimed at upgrading workers skills to international standards in Refrigeration and Air Conditioning, a sector critical to the Cuban economy.

Strategic planning and human resource management techniques, including total quality management, were introduced to the Mbegani Fisheries Training Centre in **Tanzania** four years ago. Today, these tools are used to coordinate all Centre-related activities.

The Women's Union (**Vietnam**) adapted materials and technical knowledge to develop simple training courses on business management (e.g., marketing bookkeeping, product development, etc.) for rural women entrepreneurs with low educational levels.

Trained women and men are generally able to apply their skills with their clients (students, community) but several DCO staff interviewed in Africa and Asia indicated challenges in transferring their knowledge and skills to their colleagues (this was not reported in Cuba). Factors included: insufficient mastery of the knowledge and skills to train colleagues and the favouring of outside 'experts' by their organizational culture. CCPP projects benefited women and men at the individual level (typically in terms of their access to training opportunities), particularly in projects where the focus was on women.

Examples of Individual results

A portable sawmill introduced by the Perfectionnement, entrepreneuriat et autofinancement project in **Mali** provides important hands-on training opportunities to forestry students.

The Water Care and Rural Health Project in **Tanzania** is credited with having developed sound management approaches to coordinate a multi-partnered project, and enhancing the knowledge and skills of participating staff in the control and prevention of water-borne diseases. The project also provided DCO staff with the means to develop a training curriculum focused specifically on the needs of rural women.

Seven of 15 projects focused on disadvantaged groups (e.g., unemployed youth, rural women, poorer ethnic populations) through training programs. Most DCOs acquired the capacity to offer these programs beyond CCPP. However 5 of the 7 faced some financing challenges. There is evidence that Phase II projects pay more attention to sustainability issues.

CCPP projects have contributed to the establishment of partnerships or cooperation mechanisms between participating DCOs and the communities they serve during the course of projects, but expectations regarding the long-term success of such initiatives need further clarification.

Collaboration with partners

In Mwanza, **Tanzania**, support and involvement of relevant public health officials was crucial to the success of the Water Care and Rural Health Project. The project managed to ensure the coordinated efforts of the regional Water Authority, the Bugando Medical Centre, the Tanzania Home Economics Association and the Ministry of Agriculture Training Institute in Ukiriguru.

Hatay Community College (**Vietnam**) kept the provincial level People's Committee aware of its progress and won financial support to build a laboratory for its new Food Processing Program.

In **Mali**, all of the projects reviewed integrated the private sector at various levels, including: consultations at the design stage to determine needs and realistic project approaches (e.g., Tabakoro Forestry Project, Autonomie par l'entrepreneuriat, Technologie appliquée à l'école); ongoing support through advisory functions (e.g., Autonomie par l'entrepreneuriat, Technologie appliquée à l'école); and student placement (e.g., Tabakoro Forestry Project).

In **Cuba**, the DCOs had written agreements with several enterprises outlining their roles and responsibilities with respect to their involvement in the DCOs program.

To conclude, while there is ample evidence of results achievement in CCPP projects in developing countries, the overall impact of the program in developing countries appears diffused, largely as a consequence of the CCPP design, which discourages rather than encourages focused investments in countries and DCOs.

5.2 Gender Equality

5.2.1 Promoting Gender equality

In line with CIDA's Gender Equality Policy (1999), CCPP includes provision for the promotion of gender equality as a crosscutting theme. In Phase II, CCPP has taken measures to assist CCIs and DCOs implement gender equality strategies through: Gender Equality Guidelines, gender

component in Institutional Diagnostic Tool, and joint CCPP-CIDA Project Evaluation. CCPP has offered workshops on gender in 2003 and 2004. These are good initiatives.

Furthermore, the CCPP projects in the sample included one or more of the following strategies:

- striving to achieve gender balance in terms of access to training opportunities locally or in Canada;
- providing opportunity for female staff to gain experience in project management and administration (e.g., as project coordinators);
- increasing awareness of the role that women play in development through workshops or seminars, using the project's focus as a basis for discussion (e.g., agriculture, forestry, environment, etc.);
- encouraging girls and women to enroll in fields that were traditionally male-dominated (e.g. mechanical engineering, refrigeration and air conditioning); and,
- Increasing women's leadership skills specifically to enhance their participation in decision-making.

5.2.2 Gender equality results

An in-depth exploration of GE results was not within the scope of this evaluation, however a few observations can be made. CCPP gender results tended to be secondary to the projects' principal objectives and results. In addition, gender equality results are not systematically reported on. Requirements for reporting GE results have recently been established.

Gender equality results

In **Cuba**, the Faculty of Mechanical Engineering at the University of Cienfuegos developed a video aimed at demystifying the career of engineering, which was shown to promising female candidates in high schools. They also sent female faculty members to talk to students about the career to allay their fears and provide a positive role model. The Faculty was able to increase the number of girls in the program from two to seven.

To increase female enrollment in technical and vocational programs, the *Enhancing TEVET Outcomes* project, **Malawi** developed a strategy that included the production of a video and implementation of career guidance program to entice girls to enter non-traditional trades and support them after they enrolled.

In **Mauritania**, a project aimed at building the capacity of the Secrétaire d'Etat à la condition Feminine (SECF) achieved remarkable success in building its capacity to offer entrepreneurship training to women in Mauritania. As an indicator of the project's success, the number of loans to women increased from 47 in 1997 to 787 in 2002 with a recovery rate of 95%.⁵

Unintended results did not differ by gender or alter gender relations significantly. However, one of the projects (Water Care, **Tanzania**) had a notable impact on gender relations, as the project led to more gender balanced leadership in some of the villages involved in the project.

⁵ ACCC, Évaluation formative, Femmes et Entrepreneuriat 1999-2003.

There were gender equality results at the individual and institutional level. All DCOs were sensitized to CIDA requirements and projects were most successful in providing women with increased access to training, and women participants gained new knowledge and teaching skills. In about half of the project sample, women in DCOs were given opportunities to participate in the project coordination and management. In some cases, community women had an equal voice in project-related decision-making, e.g., projects in the Lake Zone-Mwanza region, **Tanzania**.

In spite of gender equality results at the institutional level, none of the project sample had taken significant steps to alter institutional policies, procedures or systems. Mitigating factors include:

- gender equality results are not defined at the institutional level;
- CCI staff report they lack the specialized expertise to address gender issues, particularly in an unfamiliar culture;
- Gender equality is not perceived as a core project objective; and,
- Institutional changes take time.

5.3 Canadian Results

The CCPP Program and its precursors have had important positive impacts on the Canadian CCI community. To date, 42 CCIs (28 as lead and 14 as associates) received funding in Phase II. Much of the following information is anecdotal, based on focus groups, interviews and survey responses, thus not quantified. CCPP and its precursors have played an important role in enhancing the capacity of CCIs in international development activities. It has provided many CCIs with important, multiple, and much valued entry points and opportunities to build their knowledge and skills, apprentice with more experienced CCIs, develop their own experience, and build the capacity and performance of their institutions in international development activities. As an example, many of the 15 CCIs interviewed give credit to the capacity building support and experiences they received through CCPP. Overall, CCIs found the training events provided by ACCC were very useful in helping them better assess the needs of their developing country counterparts and in developing better projects. Some CCIs that were dependent on CCPP (and similar programs) in their early years are now engaged in international development activities independent of CCPP support. Respondents to the survey described participating in opportunities such as bilateral development projects and projects for the World Bank and UNICEF, or with the private sector. Participating CCIs have generated considerable community interest and commitment to international development issues, particularly in rural communities in Canada. An example of the impact on Bathurst, New Brunswick is found in the text box below. One of the most frequently cited benefits, both in Canada and abroad, is the opportunity for sharing experiences and lessons, and Canadian respondents suggested there should be more mechanisms for sharing knowledge and experience – a finding confirmed in an evaluation planning study conducted of CIDA’s FUND-type projects⁶.

⁶ This study was presented to Audit and Evaluation Committee in May, 2003.

Examples of Canadian results:

Student involvement:

One student who participated in a reviewed project in **Tanzania** self-financed an extension to her original mission, and created a Fund for Women to finance micro-enterprise projects. Four years later, the Fund has increased, is managed by the women's groups, and receives ongoing technical and fund-raising support from the same student who is now completing a graduate degree in public health.

Institutional results:

"The CCPP has provided the College with the opportunity to gain valuable experience and capacity in international development. Through this program we have made valuable contacts and have gained recognition in the international field." Survey respondent

Community level results

The impact of the project Technologie Appliquée à l'école on both partners has exceeded all expectations. For CNB Bathurst and staff from the Ministère de l'éducation nationale de **Mali**, the project has had a multiplier effect within their respective communities. As a result, Bathurst residents pooled their resources to offer more than \$200,000 in quality computer systems, reference materials and a variety of other didactic resources; partnership agreements between the Minister of Education of New Brunswick and its respective counterpart in Mali were signed; in-kind support agreements were signed between the private sector in the Bathurst area, CNB Bathurst and the developing country partners including the local private sector; and there is now pairing of elementary and secondary schools between both countries to encourage learning and the sharing of ideas and stories.

The survey, interviews and project files contain evidence of mutual commitment between CCIs and DCOs, such as:

- Continued exchange of resources/materials beyond the project's life;
- Professional or personal relationships that carry over;
- Continued support from Canadian communities to DCO communities;
- Joint ventures between CCIs and DCOs to provide training to other organizations; and,
- Completion of another CCPP project to respond to additional capacity building needs.

5.4 Relevance

Reviewed CCPP projects are generally relevant to the needs of the targeted DCOs and country strategies and priorities. The program is congruent with most CIDA policies and priorities (e.g. Strengthening Aid Effectiveness, CIDA's Sustainable Development Strategy 2004-06, CPB priorities, specific policies in Education and Gender Equality).

CCPP was clearly aligned with and supported Canada's development priorities in 1995. However, given the changes in both the international development context as well as Canada's own evolving international development agenda, CCPP's current goals, objectives and design are no longer as congruent with Canada's evolving priorities, particularly those that emphasize demand-driven approaches. While CCIs make every effort to ensure that DCOs are active participants in project design and management, CCPP projects are typically initiated by CCIs, not DCOs.

Any CIDA investments in CCPP beyond Phase II will need to be grounded in the development priorities of the day. Once these priorities become clearer, CIDA will need to review and clarify its rationale for supporting such types of investments in the future.

5.5 Sustainability

The majority of CCPP projects are sustainable at the individual level (DCO staff and faculty report that they are continuing to utilize and benefit from the knowledge, awareness and skills they gained through the project). At the institutional level, approximately 60% of the completed projects reviewed were sustained beyond the life of the project. The sustainability of other projects was challenged by a variety of factors, including lack of time to build relationships, lack of exit strategies, insufficient DCO resources to continue activities, lack of support from national or regional governmental bodies, inappropriate mandates, staffing changes, and client inability to pay for services.

Project sustainability

The project Perfectionnement, entrepreneuriat et autofinancement was initiated as a result of diminishing financial support from the Ministry of Environment. The growing economic austerity experienced by all sectors in **Mali** has so far prevented the forestry training centre from generating adequate resources to meet its needs.

The Water Care project in **Tanzania** was coordinated through a project office that employed the services of several partner organizations. Once the project ended, partners disbanded and outreach at the village level stopped.

The project Autonomie et entrepreneuriat sought to develop the capacity of the Institute de Gestion, the only computer training facility in Bamako, **Mali**, to manage its computer infrastructure autonomously and acquire business acumen. Through the IT component, the Institute was able to use the knowledge gained through the project to set up computer training classes which now attract both full-time students and part-time professional students. After the CCPP project, the Institute established a successful fee-for-service training program focused on computer skills.

While sustainability of results is reviewed in approving CCPP projects, it is not sufficiently addressed throughout the project cycle (e.g. in annual project planning, implementation, reporting, monitoring and evaluation).

Recent changes to CCPP reporting requirements include reporting on sustainability, - a positive initiative. This could be enhanced by encouraging comments on challenges encountered and requiring project stakeholders to identify implications and/or necessary changes required in project implementation. Such information could provide valuable insight into what is and is not working and create useful lessons.

5.6 Operational Performance

5.6.1 Administration, Management and Governance

CCPP is administered and managed effectively by ACCC, which has initiated numerous changes to enhance program effectiveness and efficiency over time and align CCPP project investments with changing CIDA policies and priorities. However, CCPP reporting, monitoring and evaluation systems have generally focused on short-term rather than long-term results achievement. Overall, information on CCPP performance is not as rich and informative as it might be. Some recent initiatives are promising: in 2004, ACCC revised the monitoring tool to

increase the emphasis on risk mitigation and the new evaluation format examines context in terms of project relevance. In addition, recent Phase II projects are now responding to a specific question in the annual report on gender equality. However, the emphasis on results rather than activities could be stronger.

There is room for improving how the program is governed by CIDA – primarily in terms of the composition and role played by the CCPP Steering Committee.

5.6.2 Cost Effectiveness and Resource Utilization

Overall, CCPP program and project costs are reasonable. This, combined with the multitude of results achieved and leveraging of resources, suggests that CCPP is relatively cost-effective. There are some areas in which resources could be utilized more effectively to enhance program results and efficiency (e.g. more concentrated, long-term project investments, investing more in program monitoring and reviewing training delivery approaches, duration and follow-up).

5.6.3 Design

While there have been changes to enhance CCPP effectiveness and efficiency over time, the program's goals and objectives have remained fairly constant despite the significant changes in the Program context. The program has had an LFA since 2001 (updated in 2003), but it is used primarily for annual reporting and is not particularly useful in guiding, managing or monitoring the program.

CCPP has not kept sufficient pace with the latest thinking regarding capacity development. Its program documents and materials provide limited information or guidance on the program's logic, or the model being used to guide its capacity development projects. Project designs tend to support the successful development and/or transplant of training programs in DCOs, with relatively modest activities planned or resources allocated to the process of organizational development. The absence of a clear, common definition of what CCPP stakeholders mean by capacity development contributes to some ambiguities regarding what the program is trying to accomplish.

In Phase II, CCPP stakeholders have made various efforts to integrate the principles of results-based management in the design of CCPP projects. However, CCPP project designs tend to emphasize immediate outputs rather than longer-term results, and project rather than Program results which has negative implications for project and Program implementation and reporting.

Finally, while CCPP program stakeholders are united in wanting to make CCPP more demand-driven, this is not fully supported by the current design of the Program. ACCC has undertaken several activities to foster demand-driven approaches, including: regional meetings in Senegal (1992) and Zimbabwe (1996) which brought DCOs and CCIs together, and exploratory missions to identify potential needs of DCOs, in South Africa and Vietnam (1991), Cuba and Senegal (2002) and Brazil and Chile (2004). A shift to a more demand-driven program would likely require a significant re-design of the program (e.g. concentrating on a smaller number of developing countries and institutions, and placing the onus on DCOs to initiate requests for CCPP support) and would have important implications for the program and its stakeholders.

6 . L e s s o n s

This lessons section, which emerges from the evaluation work, is intended to benefit all programs similar to CCPP, particularly those with a focus on capacity development.

6.1 Capacity development efforts are more likely to succeed when:

- They are viewed as long-term, iterative and progressive processes that are flexible enough to adapt to the evolving and changing conditions within which they are taking place.
- They focus on the needs and priorities of the organization as a whole (as opposed to individual needs) and recognize that the capacity of an organization as a whole is greater than the sum of the capacity of its parts.

6.2 The impact of capacity development efforts is likely to be greater when:

- A capacity development initiative is based on a clearly articulated logic that coherently links project results to program level results.
- An initiative involves a smaller number of connected projects rather than a large number of isolated and unconnected projects. (It is also less costly to monitor and assess program impact when initiatives are fewer and connected rather than widely dispersed in focus and location.)

6.3 Sustainable results must be planned for, and are more likely to be achieved when:

- An organization initiates its own capacity development process and is in charge at all stages.
- The capacity development process is guided by sound multi-stakeholder consultations and all relevant state level institutional stakeholders play a central role in planning, designing and monitoring project results.
- Partners involved in a capacity development process have prior knowledge of each other's strengths and weaknesses and have developed trust.

6.4 Gender equality results at the organizational level are more likely to occur when:

- Those involved have a clear understanding of the organization's internal and external context and needs, and use this knowledge to identify realistic results.
- Clear outcomes and a well-defined integrated strategy have been identified at the organizational level, particularly when several competing objectives are pursued.
- Those involved who do not have sufficient understanding of gender issues seek guidance and support from gender equality experts to design, implement and monitor results.

7. Recent thinking on capacity development

7.1 Definition

The CCPP Management Plan includes a definition (see text box), however it should be reflected more consistently in CCPP documents, manuals, workshops, etc.

Definitions

Capacity is defined as the organizational and technical abilities, relationships and values that enable countries, organizations, groups and individuals to carry out functions and achieve their development objectives over time.

Capacity development refers to the approaches, strategies, and methodologies, which are used by national participants and/or outside intervenors to help organizations, institutions and/or systems improve their performance.

CCPP Management Plan (CIDA, 2001), footnote 2, p. 1

7.2 Emergence of a holistic approach

Capacity development (CD) emerged in the late 1980s as a popular development approach. Currently, it continues to be the central approach of many development agencies. For example, CIDA has a capacity development web site while the European Centre for Development Policy Management has recently launched a study on capacities, change and performance for the DAC.

Major issues arising over the decades include:

- Is CD a process or an objective?
- What entry levels are appropriate (sector, institution, individual) for capacity development initiatives and what are the interrelationships among the levels?
- What are realistic, achievable results of capacity development initiatives?

Some of the clearest findings are that all stakeholders in a development investment must adopt the same definition of CD, and that CD is about change and transformation. On the other hand, organizational CD is under experimentation - there are evolving models, frameworks, systems and tools. To increase and ensure the effectiveness of capacity development programs, all stakeholders must keep up-to-date.

Following a study by IDRC (Douglas Horton et al, 2003), principles of a holistic approach to capacity development at the organizational level were developed to address these concerns, including;

- CD should focus on the needs of the whole organization.
- Management of CD processes is crucial for success.
- Monitoring and evaluation of CD programs/initiatives must be planned at the outset of any initiative.
- CD is a process that evolves over time and requires resources.

- The success of CD initiatives depends on the establishment of an environment conducive to learning and change.

7.3 Next steps

It may be timely to revisit the definition of capacity development used for CCPP, in a participatory manner, to determine whether it should be re-stated or revised. Following that agreement, a common understanding of the expected CD results, at the program and project levels, can be developed.

As part of this process, there is a need to be clear about the interrelationships among organizational capacity, change and performance. In most CCPP projects, it is assumed that the training program or community service will be successfully embedded in the DCO upon completion of the project. Yet, there are relatively few related or supporting activities built specifically and systematically into project design.

Key stakeholders involved in any future design of CCPP could review and assess their satisfaction with CD results achieved to date, and determine if more holistic approaches should be fostered. Implications of a more holistic approach could include the need for supportive tools and coaching of CCIs, the need for increased flexibility for project budgets, allocations for different inputs, and expected results. The findings of such a major reflection would be invaluable in establishing the framework for future funding.

8 . C o n c l u s i o n s a n d R e c o m m e n d a t i o n s

8.1 Conclusions

The evaluation concluded that CCPP Phase II is effective in realizing expected results and is well administered and managed by ACCC. Individual CCPP projects realize important and sometimes very significant positive results in partner countries, and in Canada, at individual, organizational, client and sector levels. There is evidence that CCPP projects are cost-effective and 60% of the completed projects reviewed were sustainable at the level of the institution. CCPP has had important positive impacts on the Canadian college community. Finally, there have been and continue to be numerous changes to enhance program effectiveness and efficiency.

CCPP Phase II is relevant to individual CCIs and DCOs and was clearly aligned with and supported Canada's development priorities in 1995. However, CCPP's current goals, objectives and design are no longer as congruent with Canada's evolving priorities. There are some adjustments which could be made in Phase II to increase alignment between CCPP and these priorities – as outlined in the short term recommendations.

The possible impact of programs like CCPP may be affected adversely by the diffusion of results over many projects and countries. Another factor is the level of coordination between geographic branches and CPB. The evaluation recognizes that concentration is not an explicit objective of CCPP, however raises the topic as a point for future deliberation.

The evaluation concluded that certain operational changes could be made, for example to continue to improve the focus of reporting on cumulative performance, gender equality, the environment and sustainability. Lessons should be gathered – and shared – annually, to benefit from stakeholders' opinions on what worked and what didn't.

However, investments beyond Phase II will need to be grounded in the developmental principles and priorities of the day. As these become clearer, through the International Policy Statement, Vision 2010 and other policy documents, CIDA will need to carefully review and clarify the rationale for supporting such programs.

8.2 Short-term Recommendations (Phase II)

These recommendations relate to improvements that can be made within the scope of the current Phase II which ends in fiscal year 2007/08 in order to enhance effectiveness and/or efficiency.

Recommendation 1. In partnership with other key CCPP stakeholders, CIDA should review and revise expected Program and project results so that they are clear, appropriate and each level is coherently linked to the other.

This has several implications. CIDA and key stakeholders could consider the following:

- a) Clarify expected Program results at four levels, e.g. individual, institutional, client and sector for developing countries and Canada (as appropriate), and clarify project results for CCIs and DCOs.
- b) Clearly state expected Gender Equality and Environment results. ACCC should be encouraged and support project holders to develop more specific gender equality results and strategies, based on gender analysis.
- c) Clarify the definition and expected results for Category 1 and Category 2 projects, as well as the rationale for the division between the two types of projects.
- d) Revise the Program LFA to reflect expected results, taking into account recommendations a), b) and c) above, and paying particular attention to the vertical logic (cause/effect of the different levels) and horizontal logic (identifying appropriate indicators and assumptions).

Recommendation 2. CIDA should review the mandate of the CCPP Steering Committee and reconstitute its membership over time to ensure a range of stakeholders who can provide strategic vision and help ensure greater transparency.

As the CCPP Steering Committee membership is renewed over time, CIDA should strive for a balance of members who can provide CCPP with more objective and more strategic guidance. New members should include individuals who have an arms-length relationship with those managing the Program, and who have skills and knowledge that can complement the administrative expertise of current ACCC and CIDA CPB members in areas such as capacity development.

Recommendation 3. CIDA should work with its key partner, ACCC, on a variety of operational issues to improve the management and performance of Phase II.

The topics to be discussed include:

- a) clarification of the CCPP approach to capacity development;
- b) adapting reporting practices for the Program to make them more meaningful and performance-oriented; and,
- c) improving CCPP project monitoring, reporting and evaluation requirements to make them more participatory, results-oriented, analytical and gender-sensitive.

8.3 Long-term Recommendations (beyond Phase II)

The following strategic considerations are intended to assist CIDA and other CCPP stakeholders in reflecting about future phases of CCPP, in order to enhance its potential relevance and effectiveness in the longer term.

8.3.1 Defining the Rationale

Any future CIDA investment needs to be guided by a clearly defined program rationale that is grounded in the priorities of developing countries and the priorities of Canada.

- Developing Country Priorities – Assuming that the MDGs and principles of development effectiveness continue to influence Canadian priorities, the rationale for CCPP in the future will have to be grounded in these priorities as well. Supporting technical and vocational education and training should be clearly linked to one or more of the MDGs.
- Canada’s priorities vis-à-vis engaging Canadians in international development – If CIDA continues to emphasize, promote and encourage involvement by Canadians in international development, there will be a clear and important opportunity to continue supporting CCI involvement. The form of this involvement, and the type of support provided by CIDA, might well (and perhaps should) differ from that of the past.
- Enhancing the Focus on Program Results (Outcomes and Impacts) – CCPP results in developing countries have been diffused over a large number of projects and countries, with little evidence of concentrated impact in any one country or region. This is so for several reasons:
 - Concentration is not an explicit objective of CCPP. Thirty (68%) of the 44 developing countries involved in Phase II have only one ongoing CCPP project. This limits the possibilities for collaboration and synergy within a given country.
 - Impacts at the institutional level are modest due to CCPP budget limitations at the project level and rules that discourage multiple interventions in one institution. Similar concerns were raised in the 1998 CCPP evaluation.
 - Insufficient coordination between CIDA’s geographic branches and CPB may also limit the impact of programs like CCPP.

The intent of this analysis is not to judge CCPP retroactively, but to raise questions for CCPP stakeholders about the future directions of CCPP and the results it expects to achieve. Some of the following issues and questions are relevant:

- Is it sufficient to realize a number of successes at the DCO and/or CCI levels or should the Program aspire to have more concentrated impacts at national, regional and/or sectoral levels in developing countries?
- Should expected Program level results be greater than the sum of its parts (project level results)?
- Should the Program aim to become known for and have a respected role and valued niche in technical and vocational education and training in (selected) developing countries?
- Given noted achievements in the past in building CCI capacities and performance, should the bar be raised in terms of expected Program impacts in Canada?

Recommendation 4. CIDA should review and clarify the program rationale for any future phases of CCPP taking into account the shifts in the international environment and issues of CIDA and developing country priorities, concentration and coherence.

8.3.2 Clarifying the Program Logic and Model of Change

CCPP lacks a clear, relevant, useful framework and strategy to guide, manage for, monitor and report on CCPP performance at project and Program levels. As a consequence, there is no clear basis for judging the performance and the potential value of the Program. This increases the vulnerability of CCPP, particularly in light of changes in CIDA's policies and CPB's context. CIDA will need to consider how to align the future program design with CIDA policies that encourage local ownership and that foster development results at the program and project levels, while meeting the challenge of engaging a diverse Canadian civil society.

CIDA should determine the extent to which CCPP should be demand-driven rather than supply-driven in the future. Making CCPP more demand-driven will have various political and management implications for CIDA, developing country organizations, and Canadian colleges, including how the Program is planned, managed, resourced and structured. The bigger question relates to whether CPB and CIDA see the potential value of such changes, and have the will and mandate to implement them.

Recommendation 5. Subsequent to recommendation 4, CIDA should ensure that any future phase of CCPP is guided by a clear program framework, a results orientation and a strategy/action for change.

Appendix 1: Status of Recommendations from Branch-led Review of Phase I (1998)

NUMBER	RECOMMENDATION	STATUS ⁷	COMMENTS
1	That the program be renewed for an additional phase.	I	
2	That CIDA increase the budget allocated to CCPP.	Action taken	The total amount was reduced.
3	That the level of development of a country be added as a selection criterion for funding (to favour less developed countries).	Action taken	However, at least 50% of projects must be in Africa, which has many less developed countries.
4	That a strategy focusing on partnerships between DCOs and socio-economic actors in DCs, particularly businesses and industry, be part of the next phase of CCPP.	I	Long-term sustainable partnership between DCO and community sought/stated in LFA. In CCPP, community includes the private sector.
5	That EIP develop a strategic framework in order to provide strategic orientation for its two programs.	NI	CIDA reports that it is in its workplan to examine this issue.
6	That a strategic framework be developed for CCPP and UPCD and integrated with EIP strategic framework in order to increase their complementarity.	NI	Dependent on # 5 above
7	That larger initiatives be identified from the results of existing projects, in light of the strategic orientations of EIP, CCPP and UPCD.	NI	As above.
8	That the present system of level 1, 2 and 3 projects be replaced with a two-tier system, level I being new projects and level 2 emerging from existing initiatives and that appear to have a good potential with respect to CIDA's public aid priorities.	I	Evidence in Phase II of Cat 1 projects emerging from Cat 2 initiatives.
9	That the budget limit for level I projects be \$500 000 and \$1 M for level II.	I	However, the amounts were lowered for both categories (to \$400K and 800K respectively) to permit greater numbers of CCPP projects to be implemented.
10	That periodic monitoring be planned where appropriate for level I and II projects after they end, as long as the initiatives do not last more than 5 years.	NI	

⁷ Where I = Implemented; NI = Not Implemented

NUMBER	RECOMMENDATION	STATUS ⁷	COMMENTS
11	That ACCC follow up on its intention of implementing a more integrated internal structure to facilitate coordination and program coherence.	I	
12	That a two-step request for proposal be instituted, starting with i) a letter of interest (pre-selection) and ii) a planning mission, followed by a detailed final submission for final selection.	I partially	The first part has not been implemented. The second has (see recommendation # 20).
13	That ACCC take the most appropriate measures to ensure that the perception of lack of transparency from Canadians colleges is eliminated.	I	The Selection Committee has been restructured. Final decision for project approval now rests with the Minister. Documents clearly lay out the approval process.
14	That Canadian colleges' financial reports be submitted on a semi-annual basis instead of four times a year.	NI	Still on a quarterly basis.
15	That ACCC allow, under certain conditions (submissions of a revised annual plan, % of total budget, etc.), for projects to carry-over a portion of their budget.	I	
16	That the next budget phase provide for additional funds in order that ACCC may carry out project monitoring and evaluation.	NI	
17	That ACCC make better use of its strategic framework at the monitoring and evaluation level, in light of sustainable development and results-based management.	I partially	An LFA was developed but there is lack of congruence between that framework and project level results tables.
18	That the two present components, involving environment and private sector development be reintroduced horizontally in the elaboration of the strategic framework of the new phase.	I partially	Implemented for environment but not for the private sector development. Private sector development stated as a priority in selection criteria in 2004 RFP (p.13).
19	That ACCC disseminate more information on CCPP's management structure, including on the Project Review Committee, important rules associated with managing public monies and its contribution agreement with CIDA.	I	Clearly stated in various documents available on the CCPP website.
20	That, in the next phase, solutions be identified, such as the establishment of: i) a funding mechanism for planning missions within the request for proposals process and ii) budget increases dedicated to project coordination (to improve DCO's participation in project coordination).	I	However, CCPP regulations prevent that DCO be remunerated for their participation in project coordination.

NUMBER	RECOMMENDATION	STATUS⁷	COMMENTS
21	That the management fees for colleges be increased from 12% to 13% of total project costs.	I	Increased from 9% to 12 %
22	That the portion of colleges' contributions be reduced or at least kept at its current level.	I	Maintained at 25% but tracked more rigorously in Phase II.
23	That CIDA plan for more funds in the next phase in order to enable it to contribute to the strategic management of the program, in partnership with ACCC.	I partially	A Steering Committee made of CIDA and ACCC has been established but it tends to focus more on administrative than strategic matters.