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## **The Role of NGOs in International Demo- cratic Development**

**Perspectives from the  
Institute of Public  
Administration of Canada  
by Ann Masson**

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# The Role of NGOs in International Democratic Development

## Perspectives on Good Governance in the Context of the International Development Experience of the Institute of Public Administration of Canada by Ann Masson

### Introduction

Good governance is widely seen to be a basic condition for sustainable development. Indeed, there is general and well-documented agreement that good governance is a key factor in the success of economic and social development strategies, including those focused on poverty reduction. As a result, we continue to assess its meaning and significance, including concrete results, in the context of international development programming.

As international development priorities and practices are evolving, the Institute of Public Administration of Canada (IPAC) and its partners are considering a number of important questions related to governance capacity building. First, what do we mean by good governance? What are IPAC's strengths in the promotion of good governance expertise and practices in Canada and internationally? How effective have IPAC development programs been? How have we attempted to measure good governance? What are some of the factors contributing to success? And, finally, how is the international development environment changing, and how will this affect IPAC's capacity to continue to share Canadian public sector expertise and experience internationally?

This paper provides a brief overview of IPAC's international program experience and results, as well as some of the factors contributing to its success. It is hoped that this review of IPAC's experience promoting and measuring good governance in the context of its international programs will contribute to the broader questions facing Canada and its international colleagues.

### What do we mean by good governance?

There are various definitions of governance in a range of different contexts. Rather than defining governance, or good governance, in the context of the public sector, it is perhaps more useful to look at some of the key indicators or dimensions that are being used to describe and measure good governance. In a recent paper entitled "Governance Matters IV: New Data, New Challenges," authors Daniel Kaufmann, Aart Kraay and Massimo Mastruzzi suggest that the key dimensions of good governance are the following:

- Voice and accountability – political, civil and human rights
- Political instability and violence – the likelihood of violent threats to, or changes in, government, including terrorism
- Government effectiveness – the competence of the bureaucracy and the quality of public service delivery
- Regulatory burden – the incidence of market-unfriendly policies
- Rule of law – the quality of contract enforcement, the police, and the courts, as well as the likelihood of crime

- Control of corruption – the exercise of public power for private gain, including both petty and grand corruption and state capture<sup>1</sup>

Although IPAC is now conducting and documenting research in two of these dimensions – governance and regulatory burden.<sup>2</sup> IPAC's international program is focussed primarily on the dimension of government effectiveness. Using the methodologies of interjurisdictional twinning, practitioner-to-practitioner job shadowing and mentoring, as well as more traditional seminars and workshops, IPAC programs focus on strong leadership, enhanced decision making, integrated strategic planning and budgeting, policy coordination and decentralized service delivery.

### **Good governance in the context of IPAC international programs**

Canada's system of democratic government inspires and serves as a model for other countries. Our capacity to share Canadian values, management skills and technology is well known. Over the years, Canada has built an outstanding reputation for the integrity, effectiveness and responsiveness of its national and international aid programs.<sup>3</sup> As the predominant membership association of public sector research, innovation and expertise in Canada, IPAC continues to be well positioned to contribute to this success.

Effective governance contributes to setting the stage for governments to deliver their social and economic agendas. Measuring the success of public sector programs particularly in those areas related to governance is challenging. Although IPAC uses a number of different evaluation tools such as results based management (RBM) frameworks, various program satisfaction and learning questionnaires, and formal evaluations conducted by funding institutions, it continues to be difficult to define and measure, the impacts of good governance capacity building in our partner countries.

Appendix A is a brief overview of IPAC international program results. Below is a more detailed description of four international programs including a brief description of the program, the tools used to assess success and the results achieved in relation to the promotion and enhancement of good governance.

#### *Madagascar*

In 2004, the newly elected president of Madagascar was facing several daunting challenges. Among his top priorities was his commitment to improve governance, promote broad based growth and provide human security – key objectives outlined in his *Poverty Reduction Strategy Document*. He challenged his political and bureaucratic leadership, institutions and partners to begin immediately to translate these objectives into realities that could be seen and felt soon by all Malagasy citizens.

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<sup>1</sup> Daniel Kaufmann, Aart Kraay, and Massimo Mastruzzi, "Governance Matter IV: New Data, New Challenges," World Bank, May 2005.

<sup>2</sup> See Series in Public Management and Governance (IPAC, [www.ipac.ca](http://www.ipac.ca)), IPAC Centre for Governance Dialogue ([www.quantumgovernance.ca](http://www.quantumgovernance.ca)), and Smart Tape Centre for Innovative Regulation [www.smarttape.ca](http://www.smarttape.ca)

<sup>3</sup> Aid Effectiveness Discussion Forum, "The Impact of de Canadianizing Canadian Aid". February 2005.

It was in the context of these commitments that President Ravalomanana asked the World Bank and IPAC to develop a leadership training program for his ministers and secretaries general. He requested a program that would contribute to the development of a new leadership culture and a renewed focus on the results necessary to effectively reduce the level of poverty by 50 percent within the next 10 years.<sup>4</sup>

The ensuing program was developed by a small team of Malagasy and Canadian senior ministers, officials and academics under the leadership of the vice-prime minister, Mr. Zaza Ramandimbiartison, IPAC, and L'Ecole nationale d'administration publique in Quebec. Based on the needs identified by the Malagasy ministers and secretaries general, the program included a series of practitioner-to-practitioner executive seminars and dialogues on priority setting, effective communications, and change and time management, led by their Quebec government counterparts. In addition, almost every one of the 41 participating Malagasy ministers and secretaries general, as well as the prime minister and vice prime minister, had private meetings with their Quebec counterparts.

At the outset of the program, the World Bank contracted a consultant to conduct a formal evaluation. The consultant participated in the Inception Mission and liaised with IPAC in the development of the RBM framework and evaluation tools. This evaluation had two key components: a before-and-after survey of participants to seek information on participant satisfaction and behavioural change; and a one-year follow-up survey of participants to assess the program impact on three levels – individual, organizational, and institutional. Three reports were prepared.

The results of the before-and-after survey suggest that the participants appreciated the training, and that it was perceived as having an impact on their performance. The report concluded that the participants learned new concepts and management tools, experienced new insights, and changed attitudes in some important ways.<sup>5</sup>

More interesting and perhaps more concrete, however, were the results of the follow-up survey conducted through personal interviews one year after the training had been completed. In addition to their significant appreciation of the program, the participants reported tangible changes at the personal (e.g., enhanced confidence based on new skills and approaches), organizational (e.g., improved capacity to prioritize within a challenging poverty reduction agenda), and institutional (e.g., a shared vision of the future, enhanced interministerial consultation, cooperation and partnership) levels.

Finally, the participants reported a number of concrete results that suggest not only the sustainability of the learning and relationships, but also the impact of the program on good governance within Madagascar. These include the Secretaries General Circle, a regular forum for interministerial dialogue and consensus-building, strategic planning and budget prioritization; publication of minutes of cabinet meetings; consultation and information-sharing meetings with the

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<sup>4</sup> Ann Masson, "The Leadership Training Program in Madagascar," *Public Sector Management*, volume 15, no. 2, IPAC, 2004.

<sup>5</sup> Dorte Kabell, Hans Martin Ramskov Kuhl and Alphonse Ralison, "The World Bank Sponsored Executive Leadership and Management Training Program in Madagascar Feedback to Participants," Kabell Consulting, October 2004.

private sector, media and the public; and continuing dialogue with some of their Quebec counterparts.<sup>6</sup>

### *Lithuania*

In the late 1990s, IPAC commenced work with the Government of Lithuania to assist with the modernization of their government decision-making system. In their efforts to join the European Union, Lithuania recognized that their management systems offered scant hope of the public sector reform and renewal necessary to adapt to a new future. Under the inspired leadership of a new Lithuanian prime minister, Kubilius, IPAC worked closely with the Province of Ontario and the Lithuanian chancellor and government secretary to focus on policy management through the implementation of a new integrated strategic planning and budgeting process based on Ontario's business planning experience.

Over a five-year period, this Canadian International Development Agency (CIDA)-funded project developed a close practitioner-to-practitioner relationship between the Lithuanian and Ontario Public Services. Twenty-five senior Ontario public servants, including the secretary of cabinet, and twenty-three senior Lithuanian political and bureaucratic counterparts travelled to observe and share experience and expertise.

In the search for meaningful governance indicators, the project manager, Gord Evans, began exploring ways of measuring the success of governance reform projects. He looked to the World Bank, OECD, New Zealand, the United Kingdom and Canada for measures that would capture the quality of policy management. None were found. Mr. Evans, along with a colleague at the World Bank, Nick Manning, devised the following schematic (figure 1) to indicate the stages of executive policy unreliability as well as a summary of policy unreliability indicators.<sup>7</sup>

Using these indicators, Mr. Evans found that Lithuania had made significant progress on all fronts.<sup>8</sup>

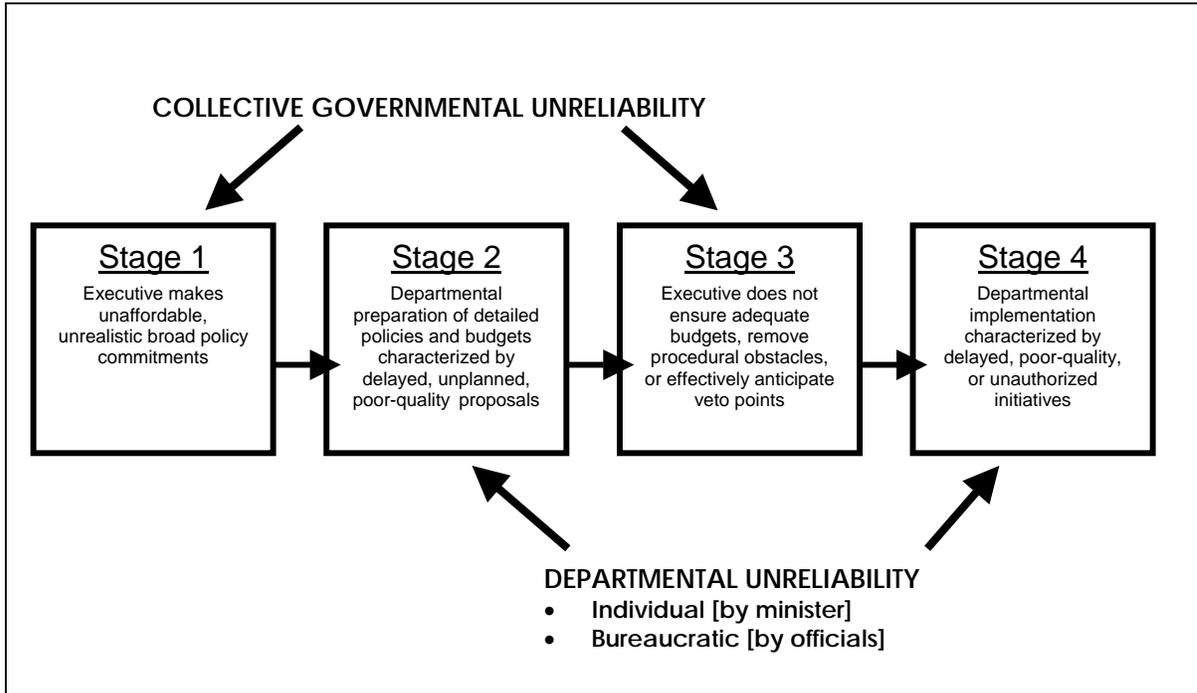
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<sup>6</sup> Dorte Kabell and Fara Helmine Velonoroaspiera, "Madagascar: Initiatives de Renforcement de capacités en leadership et management Banque Mondiale Feedback des entretiens du 2-10 mai 2005," Kabell Consulting, May 2005.

<sup>7</sup> Joseph Galimberti, "Best Practices and Innovations in Government: Perspectives, Challenges and Potential," presented at the United Nations Department of Economic and Social Affairs Experts Meeting on "Approaches and Methodologies for the Assessment and Transfer of Best Practices in Governance and Public Administration" in Tunis, Tunisia, June 13, 2005.

<sup>8</sup> Gord Evans, "Exporting Governance: Lithuania Adapts a Canadian Policy Management Model," *Canadian Public Administration*, IPAC, vol. 48, no.1, (spring 2005), figure 2 and table 5.

Figure 1. Schematic Indicating Stages of Executive Policy Unreliability



**Summary of executive policy unreliability indicators**

<i>Stage 1 - Government makes broad policy commitments</i>
-- Reflection of fiscal dimension in statements of government priorities
-- Reflection of government priorities in ministry plans
-- Reflection of government priorities in ministry budgets
<i>Stage 2 - Ministries prepare detailed policies, laws and budgets</i>
-- Ministry compliance rate with cabinet-imposed deadlines for policy proposals
-- Proportion of government's legislative program devoted to priority laws
-- Degree of realism in ministry budget requests
<i>Stage 3 - Government ensures means to implement commitments</i>
-- Proportion of cabinet/committee discussion time devoted to priority vs. technical issues
-- Severity of legislative backlog
-- Reliable provision of approved budgets
<i>Stage 4 - Ministry implementation</i>
-- Implementation rate of cabinet decisions
-- Success rate of ministries meeting performance targets

## *Ghana*

With the successful conclusion of the national election in December 2004, which returned the ruling National Patriotic Party (NPP) to power, Ghana firmly established itself as one of the few stable democracies in West Africa. When President Kufuor was first sworn in 2001, his priorities, consistent with the Ghana Poverty Reduction Strategy, encompassed macroeconomic stability, increasing production and employment, infrastructure development, the provision of basic services and good governance.

But the government inherited a public service that had become demoralized. Military rule had truncated Ghana's development and traditions of public sector management. Many of the president's ministers had strong private sector management experience, but few had prior experience in the public sector, much less in public policy development and management. Capacities for strategic planning and interministerial cooperation that would give coherence to the president's agenda were limited.

The Ghana Central Governance Project, co-managed by the Government of Ghana and IPAC and funded by CIDA, is now consulting on the options presented in a framework document, *"A Framework for Ghana's Policy Management and Decision Making System."* This document may be viewed as a blueprint for a coherent, policy management and decision-making system.

The framework, though not yet fully implemented, remains a significant outcome that touches on the core governance of the country. When implemented, it will accelerate the momentum toward profound policy management reform and impact on Ghana's pace of democratization and wealth creation. In the interim a number of policy tools and supporting technologies have been developed, based in part on the policy management experiences shared by Canadian counterparts.<sup>9</sup>

## *South Africa*

Early in South Africa's transformation into a country with a democratic form of government, good governance was seen as critical to stabilizing the country and fostering stability in the region. The nine provinces, created in 1994, required considerable strengthening in order to be able to manage their new responsibilities and deliver programs and services. The Canada-South Africa Provincial Twinning Project, funded by CIDA, was designed to strengthen provincial government systems and processes through practitioner-to-practitioner knowledge sharing. A detailed results based management (RBM) framework was developed for the program overall, and for each of the provincial partnerships.

Over a four-year period, interprovincial (Canadian and South African provinces) knowledge-sharing contributed enhanced the capacity of South African provincial governments to deliver the mandates, programs and services that would meet citizens' basic needs and reduce poverty. Many key results were identified in the respective RBM reports at the conclusion of the project, some modest and others suggesting significant outcomes. These included the effective implementation of strong, durable cabinet systems and the corresponding enhanced decision-making to meet the needs of South African provincial governments; a high proportion of policy recommendations approved because policy development is better coordinated within government and with stakeholders; improved quality of cabinet memoranda; and

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<sup>9</sup> Nellie Mayshak, "Improving Ghana's Policy Management and Decision Making System." To be published in *Public Sector Management*, IPAC, summer 2005.

enhanced policy monitoring systems using Ontario's electronic model for tracking political commitments and subsequent decisions.

## Lessons learned

The lessons learned in successful international programs delivery tend to be reinforced from one program to the next. Focusing on the framework of the lessons learned in the Lithuanian Civil Service Reform Project,<sup>10</sup> below is a brief description of some examples of the recurring lessons learned in IPAC's international experience.<sup>11</sup>

**Embrace volatility:** Most technical assistance projects require a risk assessment. For projects focused on centre of government reform, this is not a pro forma exercise. To remain on the political agenda requires active and sustained support from the president, prime minister and/or other key officials. Lack of such support consigns the project to the margins. Given that political turbulence registers most strongly at the centre, the risk that political or economic events may conspire to deflect attention from the reform is extremely high.

The Lithuania Civil Service Reform Project was implemented in a highly volatile environment and came perilously close to achieving few if any of its objectives. Thanks to a confluence of fortuitous events and determined political direction, the project met and/or exceeded most of the agreed upon project outcomes.

The Madagascar Leadership Program was implemented following decades of economic stagnation under military leadership and a brief period during which newly elected President Ravalomanana failed to unseat the former leader. After massive street protests and a near civil war, the former president fled into exile and Mr. Ravalomanana assumed the presidency. Per capita income was under \$300 per year and the economy had shrunk by 13 percent during the turmoil. It was clear that the new president needed to act quickly and effectively to promote economic development and reduce poverty. Although his government's vision was soon clearly and comprehensively documented in a Poverty Reduction Strategy, he realized he needed to renew and refocus his political and bureaucratic teams to "kick-start" the implementation of the desired reforms.

### *Leadership matters*

This is so obvious as to be trivial, but there are nuances from each of our successful projects that warrant sharing. In the case of the Madagascar Leadership Program, the president not only requested a leadership program, but clearly and openly defined his expectations not only to his ministers, secretaries general and senior bureaucrats, but also to the public. The vice-prime minister led the working group and he, along with the prime minister and president's chief of staff, provided strong leadership throughout the program planning, and participated actively in the actual training program activities and evaluation.

In the case of the Lithuanian Civil Service Reform Project all three prime ministers provided strong support to the project and viewed cabinet decision-making reform as a high priority. Interestingly, like the president in Madagascar, the prime minister in Lithuania made it clear, both in cabinet and the press, that this was

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<sup>10</sup> Gord Evans, "Reforming the Centre of Government in Lithuania," *Public Sector Management*, volume 11, no. 2, IPAC, 2000.

<sup>11</sup> I owe special thanks to Gord Evans for expressing these so clearly in his article, "Reforming the Centre of Government in Lithuania."

both a personal and political priority. In communicating this he closely tied the reforms to Lithuania's broader modernization agenda, portraying strategic planning as a national goal, rather than partisan policy. In appointing the chancellor to lead the working group and the government secretary to operationalize the reform across government delivered a clear message that the project was being driven from the centre.

### *Make it real*

In many developing countries, public servants are exposed to a plethora of seminars provided by sundry foreign experts on all sorts of matters. In the realms of public sector reform and management accountability, these tend to be theoretical in nature. For many of our partners, this is insufficient. As one public servant observed, "If you can't touch it, it will never be real."

The active participation of Canadian public servants in international development projects has been crucial. Rather than dealing solely with consultants, IPAC's partners have been able to meet and work with their direct counterparts. During missions to Canadian jurisdictions, they have been able to observe the system as it is, dealing effectively (or not) with the issues of the day. Although public sector exchanges are common, there were a few unique features in the Lithuania and Madagascar programs.

Beyond advising on processes and methodologies, the Lithuanian partnership with the Ontario public service ensured close practitioner-to-practitioner relationships between the respective public servants. Over five years around 50 Canadian and Lithuanian public servants shared information on how to design, manage and maintain a vital policy management system. But importantly, senior Lithuanian officials were also permitted to attend meetings of the Ontario cabinet and the Policy and Priorities and Management boards. This intimate view of the Ontario decision-making processes contributed fundamentally to cementing their commitment to change in Lithuania.

As in the case of Lithuania, the leadership program in Madagascar focused on real issues and challenges through practitioner-to-practitioner presentations and dialogues among Madagascar and Quebec public servants. Although the contexts were different, the primary issues, challenges and professional concerns were similar. In addition to the structured program, individual meetings between counterparts were arranged to allow for frank dialogue and relationship building that might be sustained beyond the term of the program. In the subsequent evaluation of the program, these individual meetings and the sharing of concrete, and sometimes confidential, experiences in Quebec were deemed to be the most useful aspects of the program.<sup>12</sup>

### *Stay the course*

In some instances, it has seemed that we should pull the plug on a project. And some of our funding institutions, such as the Canadian International Development Agency (CIDA), deserve credit for their patience.

There were a few subtle reasons why perseverance can pay off.

***Why should they trust you?*** The well-documented litany of ill-conceived technical assistance projects suggests that host countries have every right to be sceptical. Not only does it take time for new ideas to register with your partner, it also takes time for you to discover how to express them in a relevant way.

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<sup>12</sup> Dorte Kabell, Hans Martin Ramskov Kuhl and Alphonse Ralison, p. 6.

*It is personal.* There are usually dozens, even hundreds, of projects underway at any given time, and foreign consultants arrive and depart with great regularity. This is not a unique observation, but it does make an enormous difference if you develop a personal rapport with individuals and positive working relationships with groups over an extended period of time. IPAC manager Lynn Minja makes this observation frequently and eloquently in her reports on the South Africa Provincial Twinning Project and in the recent evaluation of the Caspian Greenhouse Basin Emissions Reduction Training Program.<sup>13</sup>

*Whose path is critical?* Although elaborate action plans with charts and lots of performance measures impress, the connection between them and an actual course of action can be remote. Things can move quickly, but seldom predictably, and only when a partner's time, not yours, is right. In reality, the first year of a major reform project may be devoted as much to building credibility as to producing results. This has certainly been the case in a number of IPAC projects, including those in South Africa and Lithuania.

*Respect (but do not indulge) historical legacy*

When one walks through the government buildings in most partner countries one cannot but observe that we are not in Canada. In Lithuania for example, long, dimly lit corridors lined with dozens of closed office doors, traces of cigarette smoke, and an eerie quiet characterize a work environment designed to ensure minimal interaction. Far beyond ministry silos, in Lithuania hardened silos may exist between small divisions. One intangible result of the Lithuania project has been to provide a convenient forum where officials within and between central agencies, often supplemented by line ministry staff, can meet and explore mutual problems.

In Madagascar, the new president appointed a number of new ministers from the private sector, made a number of changes to the ministry portfolios, and to the cadre of secretaries general. As a result, many of the ministers were new to the public sector, and many of the ministers and secretaries-general did not know each other well. In the program evaluations the participants reported the establishment of new mechanisms for horizontal communication, and a renewed focus on a common vision of a future in which there would be enhanced cohesion, coherence and cooperation.

## International development environment

International priorities and practices are evolving. The international community is moving toward a multilateral approach to the design and implementation of international development and aid programs. Allocating funds directly to governments of developing nations, donor nations are pooling their resources and developing sectoral approaches to promote local ownership and to facilitate program coordination.<sup>14</sup>

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<sup>13</sup> Marbek Resource Consultants, "Mid-Term Review Of The Caspian Basin Ghg Emissions Reduction Training Program (Ctp) Final Report," prepared for the Canadian International Development Agency Central Asia and Caucasus Program, March 11, 2005.

<sup>14</sup> Sector-Wide Approaches (SWAP) and Basket Funding: the sector-wide approach (SWAP) has been defined in various ways. Essentially this approach means that all significant funding for any given sector is pooled and supports a single policy and expenditure program, under government leadership. SWAP aims to reduce earmarked money, eliminate geographic and programmatic fragmentation that is associated with individual donor priorities, and achieve greater aid coordination and efficiency. Donors may either pool their funding in "baskets" that support the overall program, or through parallel channels to activities that are part of the program. If they pool their funds, donors agree to shift their support from projects to a common pool that is managed by one of the partners. Funds from the pool or "basket" are disbursed to the country's government.

Canada's commitment to multilateral funding approaches was confirmed in its April 2005 International Policy Statement.<sup>15</sup> Canada has elected to focus a portion of its international development spending along functional (governance, health, basic education, private sector development and environmental sustainability) and geographic lines (25 developing countries in Africa, Asia, the Americas; and the Ukraine in Europe). These decisions suggest a respect for partner decision-making and a desire to work with others, as well a sincere commitment to and understanding of the long term nature of international development work, and they positively reinforce local ownership and strengthened funding in priority areas.

IPAC's early experience would suggest that there may be some factors inhibiting the capacity of nongovernmental organizations (NGOs), such as IPAC, to continue to provide international development assistance in an effective and timely way.

*Overlapping priorities* Development agencies, international financial institutions and think tanks continue to develop independent assessments of not only what should be done for and in developing countries, but also of how to tackle the difficult questions of how to plan, implement and monitor the new funding arrangements.

*Local ownership/leadership* IPAC's experience confirms that local ownership and leadership are key to the success of international development projects. IPAC has observed, however, that in some countries the corresponding capacity to develop strategic and effective contracting processes is lacking. As a result, it may not be easy to identify the best technical assistance available.

*International cooperation* In recent months a number of donor countries, including Canada and Great Britain,<sup>16</sup> have reinforced their commitments to assisting developing countries, and in particular African countries, reduce poverty. It is unclear, however, how these countries will cooperate among themselves to ensure that technical support in their respective countries can be easily and effectively accessed by developing country partners.

*Local presence* In order to continue to work effectively with our developing country partners, it is necessary to spend more time "on the ground" to understand and respond to emerging interests in international partnerships and assistance.

Over the past decade, IPAC has been establishing new international partnerships, networks and expertise. Recognizing the core value of good governance in developing countries, it has focused its international programming on strong leadership; enhanced decision-making; integrated strategic planning; and budgeting, policy coordination and decentralized service delivery. IPAC members and staff will continue to seek new and effective ways to measure the success of governance capacity-building, and to document not only the factors contributing to successful program implementation, but also the indicators of successful governance within our partner countries.

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<sup>15</sup> Government of Canada, "Canada's International Policy Statement: A Role of Pride and Influence in the World," April 2005.

<sup>16</sup> Commission for Africa, "Our Common Interest: Report of the Commission for Africa," March 2005.

## APPENDIX

Table A1. Institute of Public Administration of Canada: International Programs

PROGRAM	OBJECTIVES	RESULTS
<p><b>CHINA PUBLIC POLICY OPTIONS PROJECT (PPOP) Phases I and II</b></p> <p>CIDA (\$4.7M) Phase I November 1996 – March 2001</p> <p>CIDA (\$6.1M) Phase II June 2001 – March 2007</p> <p><i>Partner</i> - Conference Board of Canada</p>	<ul style="list-style-type: none"> <li>• A responsive project that matches requests from Chinese authorities for assistance in analyzing policy alternatives to the best expertise available in Canada.</li> <li>• To promote China's continuing socio-economic reform in areas critical to the development of a socialist market economy</li> </ul>	<ul style="list-style-type: none"> <li>• Since 1996, over 50 projects have been completed.</li> <li>• To date, no less than 32 policies, regulations, or laws have been developed, proposed, passed, tested, and/or implemented</li> <li>• Over 260 Chinese have increased their knowledge during study tours to Canada and are better able to formulate social, environmental and economic policies</li> <li>• Policy-makers have been exposed to gender issues as all project work plans include gender strategies. As a result, a number of measures have been adopted</li> </ul>
<p><b>GHANA CENTRAL GOVERNANCE PROJECT</b></p> <p>CIDA (\$3.9 M) February 2003 – October 2006</p> <p><i>Partner</i> – BearingPoint</p>	<ul style="list-style-type: none"> <li>• Improve the decision-making policy capacity of the executive and selected MDAs</li> <li>• Assist in developing and supporting the implementation of a human resource strategy for policy analysts</li> <li>• Design, develop, and implement a management information system to support the policy management process</li> </ul>	<ul style="list-style-type: none"> <li>• A framework document: "A Framework for Ghana's Policy Management and Decision Making System" was developed. This document provides a draft blueprint for a coherent policy management and decision-making system, from which other incremental process improvements can be derived or anchored.</li> <li>• Training seminars and study tours have provided an opportunity to share best practices on a range of issues including understanding the government's strategic agenda, policy development, horizontal collaboration, policy review processes, strategic communications, writing and presenting policy advice to the executive, and central agency challenge</li> </ul>

PROGRAM	OBJECTIVES	RESULTS
		<p>functions.</p> <ul style="list-style-type: none"> <li>• A comprehensive <i>Cabinet Memorandum Manual</i> that includes instructions on how to formulate policy, carry out impact analysis, develop options, and route a proposal through the review process has been developed. Other key documents completed include <i>Security Measures for Cabinet Documents</i>, <i>Code of Conduct (for Ministers)</i>, <i>Handbook for Ministers</i> and <i>Impact Assessment Guidelines</i></li> </ul>
<p><b>PUBLIC SECTOR CAPACITY BUILDING FOR GOVERNANCE AND SOCIAL DEVELOPMENT PROGRAM (MSOP)</b></p> <p>CIDA (\$5.31M) September 2001 – September 2006</p>	<ul style="list-style-type: none"> <li>• Foster responsive, democratic governance and an enabling environment for sustainable development and poverty reduction in selected countries</li> </ul>	<ul style="list-style-type: none"> <li>• The program consists of Canadian provincial government twinning partnerships with ten countries and six public administration membership and training organizations</li> <li>• Practitioner-to-practitioner capacity-building is provided in seminars, job shadowing and study tours</li> </ul>
<p><b>THE NATIONAL PROJECT FOR PUBLIC SERVICES ADMINISTRATION DEVELOPMENT IN QATAR</b></p> <p>State of Qatar (\$8.7M) 2003 – Ongoing</p> <p><i>Partners:</i> BearingPoint, ATOS/KPMG Public Services Consulting, UK</p>	<ul style="list-style-type: none"> <li>• Establish Qatar as a leading example of public service excellence</li> <li>• Create an economic environment that supports business and attracts global investment while sustaining the social and cultural values of the Qatari society</li> </ul>	<ul style="list-style-type: none"> <li>• The design phase ended in June 2004.</li> </ul>
<p><b>SOUTH AFRICA MUNICIPAL FINANCIAL MANAGEMENT TECHNICAL ASSISTANCE PROJECT</b></p> <p>Development Bank of South Africa (\$5.0 M) September 2003 – June 2006</p>	<ul style="list-style-type: none"> <li>• Assist in the development of institutional, fiscal and financial reform at the municipal level</li> </ul>	<ul style="list-style-type: none"> <li>• International municipal financial management experts, including a number of Canadians, have been assigned to various municipalities across South Africa to provide advisory services for 18 months</li> </ul>

PROGRAM	OBJECTIVES	RESULTS
<p><i>Partners:</i> Cowater International Inc., Federation of Canadian Municipalities</p>		
<p><b>CASPIAN BASIN GREENHOUSE GAS EMISSIONS REDUCTION TRAINING PROGRAM (CTP)</b></p> <p><b>CIDA (\$4.2M)</b> <b>April 2002 – December 2005</b></p> <p><i>Partners:</i> IRIS Environmental Systems Inc., ICF Consulting Canada</p>	<ul style="list-style-type: none"> <li>Strengthen the capacity of Azerbaijan, Kazakhstan, and Uzbekistan to reduce future growth in greenhouse gas (GHG) emissions, and create an environment more conducive to future private sector investment in the energy sector</li> </ul>	<ul style="list-style-type: none"> <li>Training seminars, train-the-trainer courses and study tours have been provided to over 20 local trainers and 35 trainees in each country</li> <li>An interactive web site in English and Russian has facilitated intercountry communication and learning <a href="http://www.ctp-ghg.com">www.ctp-ghg.com</a></li> <li>10 small demonstration projects have been established</li> <li>5 large demonstration projects have been identified</li> <li>Marbek Consultants reported in their 2005 evaluation of the program that “the CTP is a well designed, well managed project that is highly regarded by the partners and participants”</li> </ul>
<p><b>KENYA BENCHMARKING STUDY TOUR TO CANADA</b></p> <p><b>CIDA (\$11,940)</b> <b>May 9-13, 2005</b></p>	<ul style="list-style-type: none"> <li>To provide technical support to the Kenya Public Sector Reform and Development Programme in developing tools and a capacity-building manual to be used for mainstreaming ethics, values, governance, core and managerial competencies, roles and responsibilities, the management accountability framework and the performance management system with based management approach principles in the public service.</li> </ul>	<ul style="list-style-type: none"> <li>9 senior officials from the Government of Kenya increased their understanding of <ul style="list-style-type: none"> <li>the Canadian experience, including successes and challenges, in planning, communicating, implementing and monitoring public sector reform</li> <li>how a results based management approach can contribute to the Kenyan Public Sector Reform and Development Programme; objectives, accountability and transparency</li> <li>Canadian approaches to the development of public sector ethics and values policies and codes;</li> <li>Canadian approaches to leadership capacity building in the public sector</li> </ul> </li> </ul>
<p><b>TANZANIA GOVERNANCE STUDY TOUR FOR SENIOR OFFICIALS</b></p>	<ul style="list-style-type: none"> <li>To gain a better understanding of the decision-making environment in the Canadian public service</li> </ul>	<ul style="list-style-type: none"> <li>7 senior officials from the Office of the Chief Secretary, including the chief secretary, increased</li> </ul>

PROGRAM	OBJECTIVES	RESULTS
<p>CIDA (\$19,379) May 9-17, 2005</p>	<ul style="list-style-type: none"> <li>To provide participants the opportunity to meet with their Canadian counterparts and to share information on the principles underling effective decision-making processes as well as issues management at the centre of government</li> </ul>	<p>their understanding of:</p> <ul style="list-style-type: none"> <li>the basic structure of the Canadian federal system and the roles and responsibilities of its main institutional actors;</li> <li>the institutional set-up and roles and responsibilities of central agencies, particularly the Prime Minister's Office, the Privy Council Office, the departments in the Treasury Board portfolio, the Public Service Commission, and the Office of the Auditor General</li> <li>the process of decision making in central agencies, particularly in relation to policy-setting and relations with Parliament and cabinet;</li> <li>the fundamental processes and control frameworks for the management of financial, human, materiel, and information resources in the federal public sector</li> <li>approaches to strategic government communications</li> <li>historical and current issues in Canadian public sector management.</li> </ul>
<p>CANADA – SOUTH AFRICA PROVINCIAL TWINNING PROJECT  CIDA (\$3.48M) June 2000 – September 2004</p>	<ul style="list-style-type: none"> <li>Assist South Africa to strengthen its capacity to provide efficient governance in the effective and efficient delivery of government services and programs by enhancing linkages between and among South African and Canadian provinces</li> </ul>	<ul style="list-style-type: none"> <li>The outcomes and outputs of the project met current and emerging needs and contributed to the capacity of provincial governments to provide democratic governance and to deliver programs and services that meet their residents' needs for education, heath, social services, social cohesion, safety and security, provincial and community economic development, and improved quality of life</li> </ul>
<p>MADAGASCAR LEADERSHIP TRAINING PROGRAM</p>	<ul style="list-style-type: none"> <li>Provide leadership training for ministers and secretaries general in Madagascar</li> </ul>	<ul style="list-style-type: none"> <li>3 one-week executive seminars were delivered in Quebec for around 40 ministers and secretaries</li> </ul>

PROGRAM	OBJECTIVES	RESULTS
<p><b>World Bank (C\$300,000)</b></p> <p><b>January 2004 – June 2004</b></p> <p><i>Partner:</i> Le Bureau national pour la bonne gouvernance, le développement et la réduction de la pauvreté</p>		<p>general from Madagascar</p> <ul style="list-style-type: none"> <li>• The executive seminars program focused on priority setting, change management, government communications, and time management</li> <li>• Almost all ministers and secretaries general participated in individual meetings with their Quebec counterparts</li> <li>• A one year follow-up evaluation conducted by Ms. Dorte Kabel indicated a very high participant satisfaction rate overall, practitioner meetings and presentations received highest ratings, choice of “instructors” reflected participants’ interests, and participants confirmed that they learned new concepts and management tools and experienced new insights</li> </ul>
<p><b>LITHUANIA-CANADA PUBLIC ADMINISTRATION REFORM PROJECT</b></p> <p><b>CIDA (\$1.3M)</b> <b>Phase I - July 1998 – March 2001</b></p> <p><b>CIDA (\$451,770)</b> <b>Phase II - June 2001 – December 2002</b></p> <p><b>CIDA \$148,000</b> <b>Phase III - January – September 2003</b></p>	<ul style="list-style-type: none"> <li>• Improve the processes and structures supporting cabinet decision-making</li> <li>• Strengthen planning and accountability systems, through the introduction of business planning</li> <li>• Build central agency capacity</li> <li>• Pilot business planning in selected ministries</li> <li>• Introduce an effective approach to assessing policy and financial impacts and measuring results</li> <li>• Create an ongoing partnership between the Lithuania government and the Ontario Public Service (OPS)</li> </ul>	<ul style="list-style-type: none"> <li>• Cabinet approval of strategic planning methodology for all ministries</li> <li>• Budget process harmonized with strategic planning process</li> <li>• Methodology design led by chancellor through multi-ministry working group</li> <li>• Strategic Planning Unit created within the Chancellery (Cabinet Office)</li> <li>• Government priority-setting process conducted using project-developed methodology</li> <li>• Consolidated planning units created in all ministries</li> <li>• European accession process integrated within strategic planning system</li> <li>• Survey completed to assess progress using methodology co-developed with World Bank</li> <li>• Impact assessment methodology and supporting</li> </ul>

PROGRAM	OBJECTIVES	RESULTS
		<p>manual approved by cabinet and implemented across all ministries</p> <ul style="list-style-type: none"> <li>• Three training programs on policy and fiscal impact assessment, including case studies, and analytic techniques delivered to over 270 Lithuanian officials</li> <li>• Cooperation agreement between the governments of Lithuania and Ontario signed</li> </ul>
<p><b>CANADA – UKRAINE ENVIRONMENTAL COOPERATION PROGRAM</b></p> <p>CIDA (\$1.4M) June 1999 – June 2003</p>	<ul style="list-style-type: none"> <li>• Strengthen Ukraine's capacity to act within the UN Framework Convention on Climate Change and the Kyoto Protocol through the development of a national climate change strategy</li> <li>• Promote Joint Implementation projects and long-term links between Canadian and Ukrainian public and private sector institutions active in the environment and energy sectors</li> </ul>	<ul style="list-style-type: none"> <li>• Ukraine has strengthened its capacity and capability to act responsibly and effectively within the UNFCCC and the provisions of the Kyoto Protocol</li> <li>• Canada and Ukraine will also benefit from investment opportunities and business development through technology and expertise transfer</li> </ul>
<p><b>BOSNIA AND HERZEGOVINA LOCAL DEVELOPMENT PROJECT</b></p> <p>(\$21,792) June 2000 – May 2002</p> <p><i>Partner - Cowater International Inc.</i></p>	<ul style="list-style-type: none"> <li>• Assist selected municipalities to become credit-worthy</li> <li>• Advise/assist local governments in rationalizing municipal government budgets and in complying with government and World Bank infrastructure project requirements</li> <li>• Ensure that local governments comply with Local Development Funds of the Federation of Bosnia and Herzegovina and Republika Srpska (LDP) eligibility</li> <li>• Assist local governments to achieve citizens' participation in project selection and observe high standards of transparency and public accountability</li> <li>• Assist in the development of a Local Government Borrowing Regulatory Framework</li> </ul>	<ul style="list-style-type: none"> <li>• Approximately 60 municipalities in BiH received training by teams of international and local experts</li> <li>• The training consisted of 6 separate modules focused on building financial (and governance) capacity to a level that would enable municipalities to achieve and demonstrate credit worthiness. Topics included accounting, reporting, budgeting, capital planning and financing, citizen participation, supply chain management, etc.</li> <li>• Project office also provided one-on-one training with finance staff in higher capacity municipalities</li> <li>• Project office staff worked with higher capacity municipalities in identifying and developing project proposals that would qualify for financing under the standards developed by the program</li> </ul>

PROGRAM	OBJECTIVES	RESULTS
<p><b>MANAGEMENT FOR CHANGE PROGRAM</b></p> <p>Phase I CIDA (\$400,000) July 1992 – June 1994</p> <p>Phase II CIDA (\$500,000) July 1993 – March 1995</p> <p>Phase III CIDA (\$2.4M) March 1995 – March 1998</p> <p>Phase IV CIDA (\$2, 182,500) April 1998 – March 2001</p>	<ul style="list-style-type: none"> <li>• Establish long-term relationships between senior- level federal and provincial government managers and senior public service managers in developing countries that lead to improvements in public service organization, administration and management capabilities</li> </ul>	<ul style="list-style-type: none"> <li>• Linkages were established and MoUs were signed between IPAC and the governments of the Philippines, Vietnam, Malaysia, Indonesia, Malawi, Uganda, Namibia, Ghana and the city of Port of Spain (Trinidad andTobago). Training and exchanges focused on central agencies of government, senior management development, decentralization and local government, women in development, environment, fisheries and oceans</li> <li>• Linkages and partnerships were established with the following institutions: African Association for Public Administration and Management, Eastern and Southern African Management Institute, Association of management Training Institutions of Eastern and Southern Africa</li> <li>• IPAC incubated in 1994 the Commonwealth Association for Public Administration and management</li> </ul>
<p><b>PUBLIC SECTOR MODERNIZATION PROJECT – GOVERNMENT OF JAMAICA</b></p> <p>World Bank (\$1.6M)</p> <p>October 1997 – April 1998 October 1998 – July 1999</p> <p><i>Partners:</i> Public Sector Reform Group (a consortium composed of: The ARA</p>	<ul style="list-style-type: none"> <li>• Modernize 13 agencies and 3 ministries with a view to improve the quality of services provided</li> <li>• Continue to rationalize the public sector; improve efficiency, value for money and transparency in government procurement and contracting</li> <li>• Enhance public sector accountability; and to improve quality of financial and personnel management</li> <li>• Prepare the next stage of the modernization process</li> </ul>	<ul style="list-style-type: none"> <li>• Established three executive agencies, called Strategic Operating Agencies</li> <li>• Senior officials were trained on decision-making process in government and on how the executive agencies fit into the process</li> </ul>

PROGRAM	OBJECTIVES	RESULTS
Consulting Group; DMR Group; Ontario Ministry of Consumer and Commercial Relations; John van Nostrand Associates Limited; Stikeman, Elliott; Teranet and the University of Wisconsin Land Tenure Centre)		
<b>CANADA – UKRAINE PARTNERS PROGRAM – PUBLIC ADMINISTRATION (CUPP)</b>  CIDA (\$574,000) Transition Project October 1994 – November 1995  CIDA (\$1.2M) Phase II January 1996 – March 1998 (with a 3 month extension)	<ul style="list-style-type: none"> <li>• Develop and strengthen sustainable capacity to contribute to Ukraine's democratic reform process</li> <li>• Develop and strengthen sustainable partnerships and linkages with Canadian public administration institutions</li> <li>• Assist Ukraine to respond to its needs for expertise in government administration</li> </ul>	<ul style="list-style-type: none"> <li>• Policies, programs, laws, and regulations in support of the reform initiatives were developed</li> <li>• New departmental structures were developed, training programs delivered, computer systems provided in order to facilitate the implementation of policy, programs, laws, and regulations</li> <li>• Long-term linkages and partnerships were established between Ukrainian and Canadian organisations</li> </ul>
<b>LOCAL GOVERNMENT SUPPORT PROGRAM PHILIPPINES</b>  CIDA (\$1.9M) May 1995 – March 31, 1998  <i>Partners:</i> Groupe TS and Associates; Sogemu Inc.; Pacific Rim Innovation and Management Exponents Inc.; Quazar Management Inc.; IPAC (minority partner)	<ul style="list-style-type: none"> <li>• Strengthen local government capacity in planning, policy formulation, development and management in three selected regions: Western Visayas, Southern Mindanao, and the autonomous region of Muslim Mindanao</li> <li>• Develop linkages between officials of the LGUs (i.e., provincial municipal and town units) in the Philippines and existing Canadian resources</li> </ul>	<ul style="list-style-type: none"> <li>• This delivery mechanism program supported the Philippine government's decentralization initiative. IPAC provided expertise for the organization and provision of short term consultancies and training</li> </ul>
<b>INSTITUTIONAL PARTNERSHIPS - UKRAINE AND RUSSIA</b>	<ul style="list-style-type: none"> <li>• Widen the presence of Canada in CEE and FSU countries</li> </ul>	<ul style="list-style-type: none"> <li>• Experienced Canadian government officials served as policy advisors to assist in the development of</li> </ul>

PROGRAM	OBJECTIVES	RESULTS
DEPARTMENT OF FOREIGN AFFAIRS AND INTERNATIONAL TRADE (\$451,074) January 1992 – June 1994	<ul style="list-style-type: none"> <li>• Provide institutional support to numerous organisations</li> <li>• Strengthen institutional partnerships</li> </ul>	government administration in Ukraine and the reform of the public sector in Russia