

Organizational Evaluation
of the
Adventist Development and Relief Agency in Canada
ADRA Canada

Prepared for
the Voluntary Sector Programs Directorate
Canadian Partnership Branch, CIDA
and ADRA Canada
by

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Acronyms

AAA	ADRA Annual Appeal
AGM	Annual General Meeting
APR	Annual Performance Review
ADRA Canada	Adventist Development and Relief Agency in Canada
CCCC	Canadian Council of Christian Charities
CCIC	Canadian Council for International Cooperation
CPB	Canadian Partnership Branch, CIDA
CIDA	Canadian International Development Agency
CSO	Civil Society Organization
DFID	Department for International Development (UK)
IPS	Canada's International Policy Statement (April, 2005)
PRC	Program Review Committee
RBM	Results Based Management
SDA	Seventh-day Adventist
SDACC	Seventh-day Adventist Church in Canada
PARS	Program Activity and Reporting System

Summary and Recommendations

ADRA Canada's performance as an organization depends on the achievement of its outcomes, which in brief are:

1. Community-based development to reduce poverty
2. Building strong partnerships, including the capacity development of Southern Partners and ADRA Canada itself
3. Building a strong, involved and informed Canadian constituency

Focusing on outcomes 2 and 3, this organizational evaluation found that ADRA Canada clearly demonstrates high levels of achievement. With 12 staff, and an annual budget of \$ 5 to 6 million, ADRA Canada manages both an international and a national program – which are strategically combined. Its individual donors and volunteers are expanding beyond the members of the Seventh-day Adventist Church. To address challenges and new opportunities, the Board and management are in the process of finalizing a five year (2006-2011) Strategic Plan.

Its International Program focuses on 5 sectors: education, health, food security, economic development and disaster response – predominately in 12 developing counties (ADRA Canada and CIDA supported), but with many small projects in other counties (“ADRA-only”, without CIDA support). To improve its efficiency and its partnerships, ADRA Canada will reduce the number countries in which it works.

The National Program supports social service projects across Canada - currently about 150 projects, implemented by volunteers. National Program staff lead the communications and development education functions, supported by other staff.

ADRA Canada capably works with nine different types of partners – internationally and in Canada (see **Exhibit 4**). While it's a small NGO, its networks are managerially complex. These form many opportunities for excellent development programming, education and capacity building. While ADRA selects its Southern partners carefully, the reasons for these good choices need to be communicated more clearly to highlight the fact that careful choices are being made.

The Board of ADRA Canada has recently adopted a results-based governance model. To strengthen their stewardship, the Board has revised the organization's bylaws to clarify to roles of the Board and the management, and new Board subcommittees have been initiated. These steps will lead to a more involved Board. While the new committees will place an additional workload on staff, in the short term it should payoff in more effective governance, and higher organizational performance.

In the last decade, many NGOs have had difficulty adapting to the changes induced by increasing demands for services and better reporting – and the uncertain funding from governments. ADRA's significant public donations (and low dependence on CIDA) have allowed it flexibility in facing unexpected delays in CIDA funding; and provide it with funds for new and riskier development investments without CIDA support. Its use of performance reporting is now more concise and better structured. Its high, and multiple, levels of financial accountability are very professional.

One of ADRA Canada's central challenges is reducing the staff and management workload – a common reality in many committed NGOs. Some of the recommendations below will help reduce the workload. Even though the number of Southern partners is being reduced, ADRA may need to hire more staff.

CIDA CPB currently supports two development programs with ADRA Canada: Program support and an Agriculture Initiative (about \$ 1.3 million per year). The only other CIDA support is the recent funding for tsunami relief (\$ 0.65 million). Both of the CIDA CPB projects expire in 2006. ADRA is currently finishing a proposal to CPB for 5 year Program funding.

Appropriateness of the Program Design and Value-added To CIDA

The ADRA Canada Program fits well within Canada's International Policy Statement and supports the achievement of the Millennium Development Goals. Program design and implementation are in line with best practices. ADRA's new Strategy (2006-2011) will strengthen program design.

In supporting ADRA Canada, there is a package of advantages to CIDA, including access to a significant development network in about 100 program offices in developing countries. With increasing focus on fewer countries/partners and the careful selection of the ADRA network programs it supports, ADRA Canada can assure CIDA that the implementation risks are low, and positive outcomes are likely. ADRA has implemented the feasible and useful recommendations from previous CIDA evaluations in 1998 and 2001.

With significant fundraising ability, and sound financial management and reporting, the financial risks to CIDA are low. ADRA Canada's professional financial management system provides transparent reporting on budgets and expenditures. Performance reporting has significantly improved. It has made the transition to concise "program" reporting.

ADRA Canada now has a proven track record of managing CIDA assistance effectively. It is a mature NGO with improved governance. As such it presents low risks to CIDA – both financially and programmatically. As well, ADRA will continue to risk its own funds, without CIDA support, to assist emerging smaller partners with longer term potential. ADRA is also a good candidate for funding from CIDA in other responsive proposals to CIDA.

Recommendations to ADRA

1. Governance: Assessing Performance (see section 3 in the report)

In periodically assessing ADRA Canada's performance, a key Board function, it is suggested that the Board include the three outcomes below using a few appropriate indicators for each:

- a. Community-based development to reduce poverty
- b. Building strong partnerships, including the capacity development of Southern Partners and ADRA itself
- c. Building a strong, involved and informed Canadian constituency

These three outcomes are embedded now in reporting on the CIDA-supported part of the International Program and are quite similar to the objectives of the “ADRA-only” part of the International Program and also the National Program.

2. Choice of Partners and their Capacity Development (section 4)

For many aspects of the performance of its international program, ADRA Canada is dependent on the field offices in the wider ADRA network of about 100 developing country offices. It is important in proposals to CIDA that ADRA outline the reasons for choosing to partner with a particular field office. This should include a brief summary of the each chosen offices’ management and programming strengths and weaknesses. Capacity development activities can be planned based on identified weaknesses.

In addition, since ADRA Canada is beginning to demonstrate improved Board governance itself, it could consider in the next few years providing capacity development services to the Boards of Southern Partners, where necessary, to assure effective local governance.

3. Financial Management: Program Budgeting (section 5)

The shift to longer term strategies will require longer term financial projections. The managers of the International and National Programs need three to five year budget projections linked to the new ADRA Strategic Plan (2006-2011). A Strategic Plan with budgetary projections grounds it in the tough decisions of where to invest resources. The Board, staff, and partners would consequently have a better understanding of ADRA’s strategic directions.

4. Communications and Reporting to Different Audiences (section 6)

In communications and reporting to both the general public and more informed audiences include aspects of 3 messages:

- how ADRA chooses implementing partners
- how it assures effects/outcomes
- and the need to build effective local organizations.

For the most informed audiences, well informed in the realities and complexity of development, do mention when projects are not performing as expected, and describe what ADRA Canada and its partners are doing about it. If projects (in effect, organizations) are working really well, do not hesitate to highlight one project/organization over another, plus describe briefly why it is so successful. This makes for more interesting, self-confident, and effective communication with persons who know well that some programming choices are risky.

5. Responses to Recommendations from CIDA Consultants (section 7)

After discussion at the Board level, ADRA Canada should formally reply to recommendations from CIDA Consultants in a brief memo to CIDA describing the pace at which it is feasible to implement

them. In some cases where ADRA perceives the recommendations may be unsuitable or unfeasible, it should state this with their reasons.

6. Simplifying Performance Reporting from Partners and to CIDA (section 8)

Adopt, as seen to be useful, the suggestions outlined in section 8. ADRA Canada has adopted many of these already. Continue to make other modifications to reporting to improve the quality and shorten the time that both ADRA Canada and its partners spend on reporting.

Written reports have limitations in conveying the full dimensions of progress and the persons involved. It is recommended that ADRA management and even Board members meet occasionally with CIDA officers and senior management in Ottawa to discuss progress. Options include: a brief presentation when ADRA staff return from field monitoring visits, or when an ADRA Country Program Director is visiting Canada for Board meetings.

7. Capacity Development of ADRA Canada: Training Plan and Budget (section 9)

ADRA Canada should design a simple staff and management training plan and budget based on identified needs and specific purposes, preferably using a two to three year time horizon. The training should be linked to the operational and management tasks in the new Strategic Plan. Aspects of staff and management training could also be embedded more firmly in visits to Southern Partners, other NGOs and other donors.

8. Strategic Plan (2006-2011) and CIDA Program Proposal (section 10)

Exhibit 6 in the report presents 13 recommendations for the Strategic Plan and/or the Program proposal to CIDA, and shows the links between these documents. A number of the recommendations have already been incorporated in the Strategy and the Proposal. Some of the recommendations will potentially help to reduce the staff and management workload. Other recommendations will likely require more resources/staff to implement. On balance, ADRA Canada will likely require more staff. The management and Board should do an assessment of the need for additional staff.

Recommendations to CIDA

Currently, ADRA Canada has relatively short term funding from the CPB (3 year Program Funding, and 2+ year funding in the Agricultural Initiative). Longer-term funding would be more efficient for both ADRA and CIDA. ADRA's partners are capable of planning for a five year period or more.

9. Longer-term and Increased Funding (sections 11 and 12)

It is recommended that CIDA support ADRA Canada with five-year Program Funding at levels above the recent annual amounts of about \$ 900,000 per year. At minimum, \$ 5 million of CIDA funding over 5 years is recommended. Based on recent trends in its fundraising, ADRA Canada can easily match increased CIDA funding.

1. Introduction

1.1 Purposes of the Evaluation

ADRA Canada will be applying to CIDA for renewed Program support in late 2005. CIDA last evaluated ADRA in 1998 (an institutional evaluation), and in 2001 (a program evaluation). The purposes of this evaluation are to conduct an organizational/institutional assessment in order to:

- Review the organization and its work through recent evaluations and audits/financial risk assessments commissioned by both CIDA and ADRA Canada;
- Review the changes made in response to the recommendations of the last two evaluations
- Review ADRA Canada's relationships with its partners and other members of the networks/associations in which it is a member
- Make recommendations for consideration in ADRA's next Program submission to the Voluntary Sector Programs Directorate of CIDA.

1.2 Methodology

The Terms of Reference are shown in Annex 4. The methodology included: a review of key documents; data collection through semi-structured and informal interviews with staff, management and Board members; site visits to a sample of regional partners in Canada; telephone interviews with a sample of Southern partners; and workshops with ADRA Canada. ADRA staff and management actively cooperated and participated in the evaluation with a high level of openness and confidence. The Workplan and evaluation framework is shown in Annex 3.

The work was conducted during the period July to October. A draft version of this report was reviewed by the Evaluation Steering Committee (CIDA and ADRA) in mid-October, and this revised report incorporates corrections and comments. The Consultant presented a summary of the findings and recommendations to the Annual General Meeting (including the Board) of ADRA Canada in mid-November 2005.

There were a few limitations in conducting the evaluation as planned. Many of the suggested CIDA interviewees were not available, and also ADRA International was fully occupied in responding to the aftermath of hurricane Katrina. This shortcoming does not jeopardize the findings and report conclusions

1.3 Brief Introduction to ADRA Canada

As part of the Seventh-day Adventist Church, and with roots in international humanitarian relief going back to the 1950's, ADRA Canada became an independent, charitable development NGO in 1985. It has approximately 8,000 volunteers and 20,000 to 25,000 individuals who donate

regularly. The Seventh-day Adventist Church in Canada (SDACC) has about 60,000 members; and a significant portion of them donate to ADRA Canada. There are also increasing donations from the public at large. Other support comes from the network of churches in all provinces and territories, donor agencies, corporate sponsors, and working partnerships with, for example, ADRA International (based in Maryland, USA), the Canadian Foodgrains Bank and CCIC.

In 2004, ADRA Canada partnered with ADRA country offices in 54 of the approximately 120 countries within the wider ADRA international network. Only a fraction of these country programs receive major ADRA Canada support. ADRA Canada focuses on 5 sectors: basic education, primary health, food security, economic development and disaster response. These sectoral choices are in line with those of the ADRA international network, and also core policies in general in international development.

Additional information on ADRA Canada is available on their website www.adra.ca. For ADRA International see www.adra.org. Information on the SDA Church is available at www.adventist.org and for the SDA Church in Canada, see www.sdacc.ca.

1.4 Current Support from CIDA

CIDA has supported ADRA Canada since the 1980s. In partnership, ADRA Canada has supported the achievement of CIDA's goals. The current CIDA support is as follows:

Three Year Program 2003-2006 (S62413), Partnership Branch

Health, basic education, nutrition, water and sanitation, and capacity development in nine countries - (Kenya, Togo, Honduras, Cambodia, Laos, Mongolia, Nepal, Jordan and Yemen). *Funding: \$3,596,000, CIDA \$2,697,000 (75%) and ADRA Canada \$899,000 (25%).*

Sustainable Agriculture Initiative 2004-2006 (S62485), Partnership Branch

Food security, increased incomes and participation of women in agricultural activities in rural communities in 6 countries (Cambodia, China, Malawi, Mongolia, Nepal, and Sao Tome). *Funding: \$1,266,666, CIDA \$950,000 (75%) and ADRA Canada \$316,666 (25%).*

Under the Contribution Agreements for these two programs, CIDA has committed roughly \$ 1.3 million per year (\$ 0.9 million for the Program, \$ 0.4 million for the Agriculture Initiative). ADRA matches CIDA funding on a 1:3 ratio, or roughly \$ 0.43 million per year.

In April 2005, CIDA also provided funding of \$ 648,000 to ADRA Canada in response to the December 2004 tsunami – for new water supply systems in Thailand.

1.5 “ADRA-Only” Projects

In addition to CIDA-supported projects, ADRA Canada provides “ADRA-only” funding to Southern partners. Over the last 5 years, ADRA has disbursed on average about \$ 1.2 million per year to partners without CIDA support¹. This amount excludes the ADRA matching portion of CIDA funding.

2. Organizational Overview of ADRA Canada

This section provides an overview of ADRA’s growth, financial resources, staff and organizational structure, target groups and individual donors, and its wider civil society context.

2.1 Growth and Increasing Demands

As the humanitarian arm of the SDA Church in Canada, ADRA Canada is now celebrating its 20th anniversary. Its significant growth is summarized in Exhibit 1

Exhibit 1: Growth of ADRA Canada

	1985	Some Ratios 1985	2005	Some Ratios 2005
Total Project value (\$)	90,000	\$ / # staff = \$ 90,000	4 million	\$ / # staff = \$ 333,000
No. of Projects	4	# projects/ # staff = 4	250	# projects/ # staff = 20
No. of Countries with Active Projects	2	# countries/ # staff = 2	40	# countries/ # int. staff * = 5
Total No. of Staff (excluding volunteers)	1		12*	

Source: ADRA “Global Impact”, Autumn 2005

* about 7 staff on the International Program

A number of findings are quite clear from Exhibit 1 and discussions with ADRA. The ratios of the number of projects, project value, and number of countries to staff have all increased. For the staff, this has led to heightened knowledge requirements and increased relationship management tasks. While the number of volunteers has also increased, the time required to manage them has also increased. As well, the fundraising and communications tasks, the reporting requirements and information systems, program strategies and project selection, have all become increasingly

¹ ADRA data: The annual amounts over the 5 years range from \$ 1 million to 1.7 million.

more complex and professional. In addition, there has been an overall increase in the demand for support from Southern partners. In general, ADRA has made appropriate changes and adapted well in its evolution as an organization. Specific changes and challenges are highlighted below.

2.2 Financial Resources

ADRA Canada's overall budget for 2005-6 is shown in Exhibit 2.² The Exhibit includes the budgets and actuals for the two preceding years, as well as the breakdown by CIDA, ADRA, and National programs. Of note, is ADRA's fundraising ability – the line items “donations to ADRA”, and the “ADRA Annual Appeal” (AAA), and also its considerable investment income.

Although no comparative data are readily available, the CIDA CPB and other CIDA portions of revenue compared to overall revenue are likely modest in comparison to many other Canadian NGOs. Its fundraising ability and low dependence on CIDA give ADRA substantial opportunities to select programs and projects carefully to assure their performance. In 2001-2002, with CIDA cut-backs, ADRA was able to cover the unexpected shortfall with its own funds (about \$ 240,000).

² ADRA Canada's fiscal year is July to June.

Exhibit 2: ADRA Canada Combined Program Budget 2005-2006 (Sept 05)

	2003-2004	2003-2004	2004-2005	2004-2005	2005-2006	CIDA	ADRA	NATIONAL
	Actual	Budget	30-Apr-05	Budget	Budget	PROGRAMS	PROGRAMS	PROGRAM
REVENUE								
CIDA/ NGO Division	899,000	899,000	700,000	899,000	899,000	899,000	-	-
CIDA/Bilateral	216,476	-	-	-	-	-	-	-
CIDA/Tsunami Matching Funds	-	-	648,109	-	-	-	-	-
CIDA/Spec Initiative/Agriculture	253,096	-	350,000	350,000	350,000	350,000	-	-
Other Consortium/govt Initiatives	80,000	100,000	105,000	100,000	80,000	80,000	-	-
ADRA Annual Appeal			807,911	850,000	850,000	-	391,000	459,000
Donations to ADRA	2,557,035	1,720,000	2,862,707	1,350,000	1,900,000	-	1,900,000	-
SDACC	130,000	130,000	88,999	130,000	77,105	-	-	77,105
North America Division of ADRA Network	100,000	100,000	173,248	100,000	118,000	-	-	118,000
Inner City			10,043		85,000	-	-	85,000
Investment Income	670,643	238,500	543,336	250,000	300,000	-	295,000	5,000
Admin Income	81,830		13,214					
Miscellaneous Income	60,783	75,000	18,786	75,000	75,000	-	75,000	-
In-Kind Revenue	6,315	25,000		20,000	20,000	-	20,000	-
TOTAL REVENUE	5,055,178	3,287,500	6,321,353	4,124,000	4,754,105	1,329,000	2,681,000	744,105

Exhibit 2: ADRA Canada Combined Program Budget 2005-2006 (Sept 05)

	2003-2004	2003-2004	2004-2005	2004-2005	2005-2006	CIDA	ADRA	NATIONAL
	Actual	Budget	30-Apr-05	Budget	Budget	PROGRAMS	PROGRAMS	PROGRAM
EXPENSES								
CIDA NGO Division-Project Funding	465,226	487,500	448,868	748,667	748,667	561,500	187,167	-
CIDA/Bilateral	216,476	-	-	-	-	-	-	-
CIDA/Tsunami Disaster Response			602,472					
CIDA/Spec Initiative/Agriculture	204,774	-	319,332	411,667	411,667	308,750	102,917	-
Other Consortium Initiatives	80,000	100,000	105,000	100,000	100,000	80,000	20,000	-
Inner City			15,043		85,000			85,000
ADRA Programs	2,458,151	1,527,933	3,498,621	1,473,636	1,932,904	-	1,666,335	266,569
Other Funding	-	50,000		-	-	-	-	-
Travel & Training	66,296	98,667	16,850	50,000	48,844	-	48,844	-
International Program Management	-	-		-	-	-	-	-
Development Education	102,338	89,900	126,751	75,000	100,000	18,750	81,250	-
In-Kind Expenses	6,315	25,000		20,000	20,000	-	20,000	-
Salaries & Benefits	742,049	570,000	616,228	745,000	843,973	269,170	383,367	191,436
General Expense (Schedule A)	407,293	238,500	214,740	354,400	345,050	90,830	171,120	83,100
Fundraising (Calendars)	100,000	100,000	31,420	145,630	118,000	-	-	118,000
TOTAL EXPENSES	4,848,918	3,287,500	5,995,325	4,124,000	4,754,105	1,329,000	2,681,000	744,105
Excess of Revenues over Expenses	206,260	-	326,028	-	(0)	-	-	(0)

2.3 Organizational Structure

With a small staff of 12 fulltime, ADRA Canada is organized into 3 main units: the International and National Programs and a Finance unit – as shown in Exhibit 3. The Director for Public Engagement is a voluntary position; and ADCOM is the Administrative Committee comprised of management and staff to coordinate and manage week-to-week operations. Many of the staff work on both the National and International programs. It is estimated that the equivalent time of about 7 or 8 staff work on the international program. Volunteers also provide assistance ranging from administrative work to strategic and operational analysis.

Over the last few years ADRA has begun to operationally combine the National and International programs. About 7 years ago, to link the international/global and national service missions of the Church, ADRA Canada became directly responsible for the National Program which was formerly managed by the SDACC National Headquarters in Oshawa. This integration is a sound strategy, combining outreach, development education and fundraising. The National Program provides funding to small social service projects in Canada with currently about 150 projects, mainly in urban centres – and all on a voluntary basis. The services include assistance to the homeless, health promotion, health screening and smoking cessation programs, food banks and kitchens, and basic skills training.

National Program staff are responsible for managing fundraising for both Canadian and overseas projects, and development education. While ADRA's National Program does not directly link with CIDA, it is a vital channel of communication with Canadian communities as part of the overall development education program. For this purpose, most of the ADRA staff periodically visit churches, conference³ meetings and camp meetings (gatherings of Church members) and other communities and schools outside the SDA network.

The National Program formulated a strategy in 2003, and the National and International Program Directors, as well as other staff and the Board, are currently in the process of completing a new (combined) Strategic Plan for 2006-2011. Some recommendations regarding the Strategic Plan are presented in section 10 below.

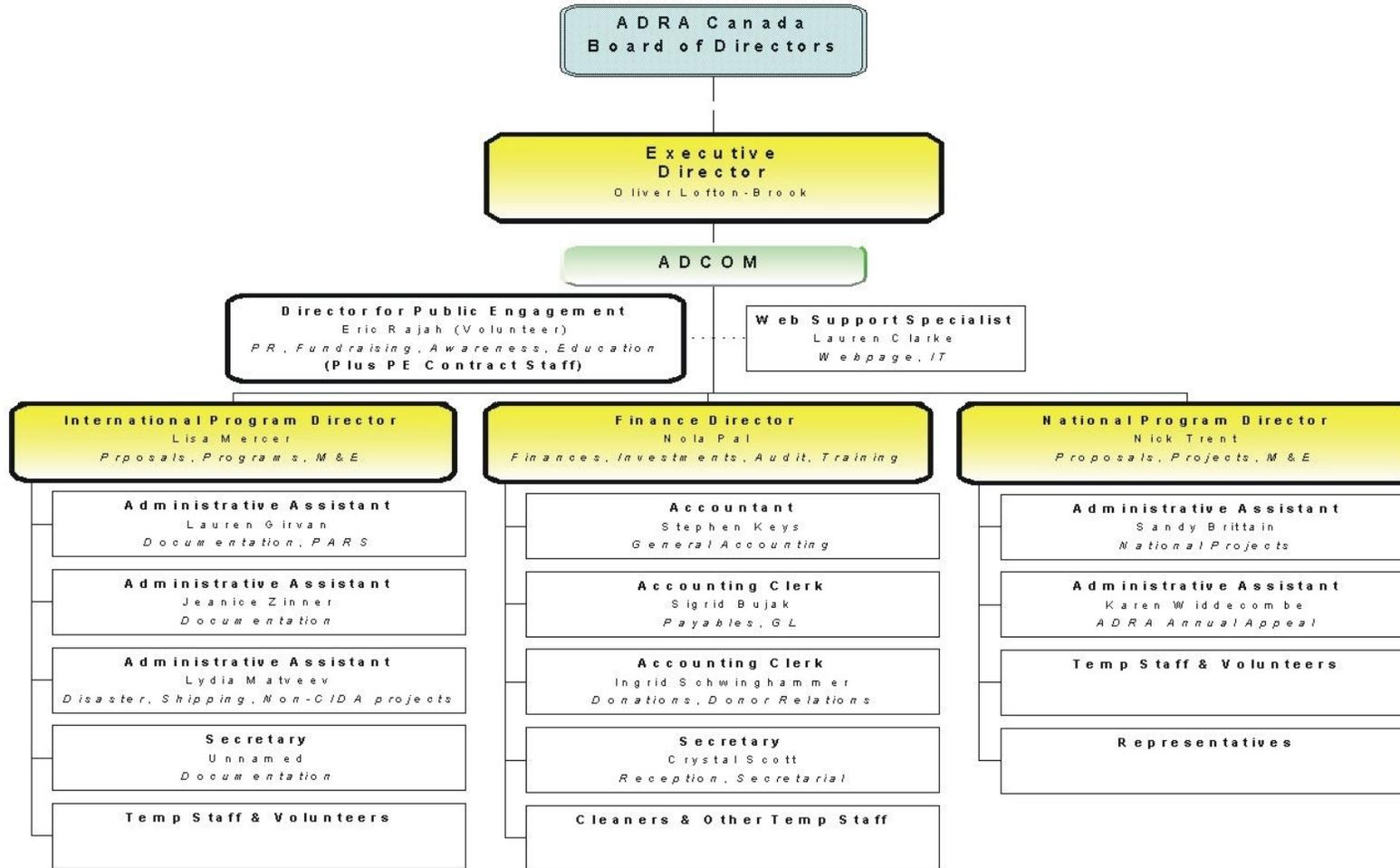
Staff perform multiple organizational functions. Given that there is no separate human resource unit, no separate monitoring and evaluation unit, or no international development policy unit, it is a stimulating and challenging place to work. ADRA's staff have a variety of skills and multi-tasking ability. It is not suggested that ADRA add more organizational units; but, as it grows in staff numbers these options need to be considered. Based on the Consultant's experience, once an NGO reaches roughly about 20 staff, more functional specialization is required. Appointing an existing staff person to help organize staff training is recommended in section 9 below.

³ The SDACC is administered through 7 regional "conferences".

Exhibit 3



Organizational Chart



LEGEND
 dotted line = staff position
 Solid line = line position.

2.4 Multiple Relationships and Accountabilities

ADRA Canada's network of relationships and partnerships has also significantly increased since 1985. The current network of 9 key relationships is shown in Exhibit 4. For a small organization, its networks are wide. The diagram is simplified to some extent; it does not include all the Board and administrative committees, and the charitable "trusts"⁴ that ADRA manages. Since this is an organizational evaluation, Exhibit 4 does not include the beneficiary communities in Canada or the South. In some cases, ADRA-only funds flow directly to a local organization and not through the ADRA country office, for example, in cases where the local office is not functioning because of civil war.

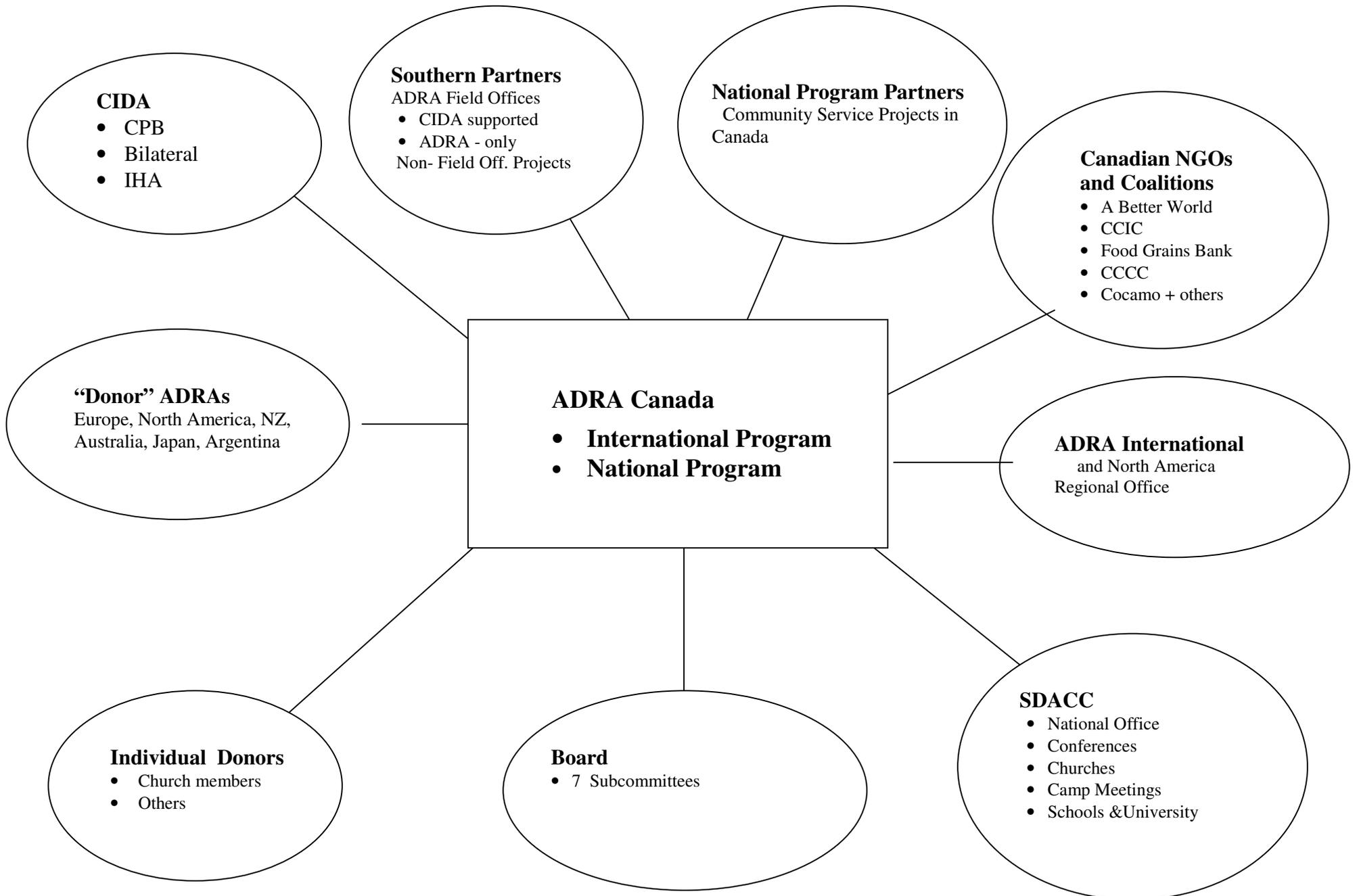
On field visits, the ADRA staff liaise with local ADRA country office staff, other NGOs, CIDA offices, government ministries, and the Board's of ADRA country offices (each ADRA country office has a Board) – in addition to the beneficiary communities. As well, ADRA International regional offices provide staff training on development program management; Andrews University in Michigan grants degrees in International Development; and the ADRA international network meets periodically to discuss progress.

Referring to Exhibit 4 again, the largest financial relationships are between ADRA and individual donors, CIDA, and Southern and Canadian partners. Associated financial accountability is a core part of these relationships, and the Board of ADRA accepts ultimate financial responsibility. (See section 5 on financial management)

Managing all these relationships effectively, and ensuring overall coordination and performance, are the key management responsibilities. A decision within ADRA with respect to one major stakeholder may affect relationships with others.

⁴ Funds (relatively small) for development or disaster relief from donations, bequests or wills, whose use is specified by the donor (e.g. water supply, or health care in a specific country, e.g. the Eastern Congo)

Exhibit 4: ADRA's Relationships



2.5 ADRA's Beneficiaries, Individual Donors and Affiliations

Both the International and National Programs predominantly reach persons who are not SDA Church members. In visits to the National Program service organizations, and in discussing and reading reports on the overseas program, it was clear that the beneficiaries are the poorer public at large. All beneficiaries are chosen based on need "without regard to ethnic, political or religious association." ADRA's funding for community service projects under the National program specifically excludes support for evangelistic efforts⁵. The International Program follows similar guidelines.

In the National Program partners visited, a number of them coordinate their operations with other social service providers such as other churches, and Provincial and Federal Government social service programs (in Kelowna BC, for example). In Red Deer, there is very active outreach to the business and retiree community with considerable success in terms of discussing development, getting volunteer field support for projects, and funding.

There are clear efforts to widen ADRA's individual donor constituency in Canada outside of the Church. It is estimated by ADRA that now about 20 to 30% of individual donations come from persons outside the Church. For example there are door-to-door fundraising campaigns, website solicitations, and music concerts that reach the public at large.

Clearly, ADRA's programming is in line with the Christian NGOs and CIDA document "Guiding Principles, Understandings and Affirmations", October 1995.

2.6 ADRA in the Wider Canadian Civil Society Context

Canadian Civil Society Organizations (CSOs), such as ADRA, have a significant socio-economic and political presence in Canadian life, and provide a wide range of services. By participating in such organizations, people learn the skills of citizenship and build bonds of trust and cooperation. A recent report called these organizations the "cornerstones of community". ADRA is but one of a multitude. In numbers, there are about 160,000 incorporated nonprofit organizations and charities in Canada.⁶ They have a paid staff totaling about 2 million people, and volunteers create the equivalent of another one million full-time jobs. The CSO workforce represents 12 % of the economically active population.⁷

Nevertheless, CSOs report significant challenges in their capacity to achieve their objectives.⁸ A majority of Canadian CSOs report difficulty in planning for the future, difficulty recruiting

⁵ National Program Project Guidelines, Jan 2004

⁶ From a survey of 13,000 organizations: Statistics Canada, "Cornerstones of Community: Highlights of the National Survey of Nonprofit and Voluntary Organizations", September 2004.

⁷ Michael H. Hall et al, "The Canadian Nonprofit and Voluntary Sector in Comparative Perspective", Imagine Canada and Johns Hopkins University, 2005. www.imaginecanada.ca

⁸ "Cornerstones of Community..." pp 43-52

and retaining the types of volunteers the organization needs (including board members), and problems in obtaining funding. Many CSOs have had difficulty adapting to the changes induced by increasing demands for services and a more uncertain funding from government. Included are challenges in adapting to change, providing training for volunteers and participating in the development of public policy. Within government supported programs, CSOs are challenged to adapt to new procedures such as:

- Little support for core operating costs and vital organizational development
- Shorter periods of funding
- Increasing use of performance indicators (e.g. RBM) and additional standards for financial accountability

ADRA has expressed similar challenges to those noted above: for example, planning for the future, resources for training volunteers and board members, meeting increasing demands, using RBM, and the relatively short periods of CIDA funding. Nevertheless, ADRA has capably addressed many of these. Its significant public donations have allowed it flexibility in facing unexpected delays in CIDA funding three years ago. ADRA has also met the RBM reporting challenges, not without continual experimentation, and has provided RBM training to its partners. It is now providing more detailed training/orientation for Board members, and will in its upcoming Strategic Plan for 2006 -2011 resolve ways to feasibly meet increasing demands.

These changes have heightened the need for both CSOs and public service managers to develop new capabilities and evolve. CSOs and governments have recently reviewed their relationships. In 2000, the federal government and CSOs joined in a Voluntary Sector Initiative (VSI). It created two Codes to guide their relationships and promote greater mutual understanding.⁹ The Initiative also intends to introduce regulatory reforms for registered charities, policies to promote voluntarism (including safe guarding volunteer Board members from personal liability), and technical assistance on human resource management, information management and policy development¹⁰.

2.7 “Moral Warming”

Recent research funded by DFID looked at what development for the poorest might look like in the year 2030.¹¹ Building on emerging trends, one element of the scenarios is “moral warming”:

⁹ Voluntary Sector Initiative <http://www.vsi-isbc.ca.eng/realtionship/accord.cfm>. Codes: “Good Practice on Policy Dialogue” and “Good Practice on Funding”. See also the independent evaluations of the VSI on the same site.

¹⁰ The Alberta Government, for example, already funds consulting services to improve the effectiveness of the Boards of CSOs.

¹¹ <http://www.outsights.co.uk/scenariosforthepoorest/scenariosforthepoorest.pdf>

Individuals, companies, NGOs and other civil society groups are driving a new attitude to global poverty. Strong communitarian, socially-minded advocates and faith groups reflect steady rise in the moral underpinning of the civil society movements, including conscientious consumers. The rising power of religious groups added a further impetus, along with the rising consciousness that religion is linked to power. The debate over individual versus collective or social responsibility was rekindled in a renewed multilateralism. In developing countries it was manifest in social activism supported by the rich world's NGOs. All helped to shift the debate and the choices people make. Today, in 2030, the corporate world is as vocal as the NGOs in promoting the right to a job, the right to critical natural resources (such as water), the right to health, and even the right to access to capital

ADRA Canada's moral underpinnings and commitment to development are well in line with these scenarios.

3. Governance

At about the time this evaluation started, the Board of ADRA decided to play a much more active governance role. It will now meet 4 times a year, rather than 2. It commissioned and discussed an excellent preliminary review of the organizational structure and functions of ADRA – conducted by a group of Board members. The Board have decided to adopt a results-based governance model. The Consultant shared views on this preliminary review report with two Board members. Also Board members have used some of the excellent recent literature on board governance in non-profit organizations and the attributes of effective Boards¹².

In the mid-November Annual General Meeting (AGM), and the Board meeting, a number of policy issues were discussed. These included the proposed ADRA Canada Strategic Plan (2006-2011), and a revision of the organization's bylaws to clarify in the roles of the AGM, the Board and the management/staff. It is expected that the Strategic Plan will be approved by the Board in the near future.

Six new Board subcommittees, each with different chairpersons and members from across Canada, have been initiated as follows (quoted from ADRA Canada):

Governance and Organization

Purpose: To bring together the governance model and all related organizational structure for the Board and agency¹³, strategic plan, review and monitoring of agency and Board

¹² E.g. Deloitte, "The Effective Not-For-Profit Board" (2004); various websites on non-profit board governance; and relevant articles from the Harvard Business Review.

¹³ "agency" refers to ADRA Canada

Finance Policies

Purpose: To establish and review policies on finance, reserves, allocations, monitor overhead, percentages, and recommend policy on the use of funds, etc.

CIDA Contribution Regulations

Purpose: To review CIDA's policies and regulations in order to obtain a clearer understanding of the requirements and ensure compliance.

Human Resources

Purpose: To review current processes and procedures, evaluation of Executive Director and staff, remuneration, hiring policies, interviewing, etc.

Programs Committee

Purpose: To review and develop policies, establish sub working groups on International and National strategies, future directions, proposal acceptance and implementation policies, travel, monitoring and evaluation, budget, other initiatives, church/conference relationships, emergency management, etc.

Quality Assurance and Agency Performance

Purpose: To measure the performance of the agency as a whole through comprehensive annual review, surveys of donors, clients, overseas partners, stakeholders, etc. and make recommendations to the Board.

These subcommittees are additional to the existing committees which include Finance, Audit Review, Program Review, and Investment Committees. The Investment Committee analyses and monitors ADRA Canada's investment portfolios, and has the power to buy or sell investments within the existing investment policy. The Program Review Committee reviews and recommends for approval projects within both the National and International Programs.

These new steps will lead to a more involved and effective Board. While the new committees will place some additional workload on staff, in the short term it should payoff in more informed and effective governance.

Compared to the Consultant's experience with the boards of large and small NGOs in Asia or Africa and to some extent in Canada, the current self-initiated energy of ADRA's Board is exceptional. More often a board is neither particularly effective, nor well informed on the realities of operating the organization; stewardship and key organizational directions drift. Consequently it's often a challenging and long-term task to stimulate better governance (usually facilitating the process with the help of concerned management/staff and donors). In this assignment, the opposite is true. ADRA's Board is well ahead of the Consultant.

The volunteers on the Board have senior corporate, university and church management experience and are well placed to lead and experienced enough to assure that the Board does not “micro manage”.

There have been previous recommendations in CIDA evaluations to include Southern Partners on the Board. As noted in section 7 below, this is not clearly feasible or effective in terms of improving governance.

These events at the Board level are a very healthy development in the governance and organizational growth of ADRA. The Board knows good governance and has chosen good models. Since its own Board governance is improving, ADRA could consider including capacity development of the Boards of Southern Partners where necessary.

Only one recommendation on governance is considered necessary.

Recommendation: Assessing Performance

In periodically assessing ADRA Canada’s performance, a key Board function, it is suggested that the Board include the three outcomes below with appropriate indicators.

- d. Community-based development to reduce poverty
- e. Building strong partnerships, including the capacity development of Southern Partners and ADRA itself
- f. Building a strong, involved and informed Canadian constituency

These three outcomes are embedded now in reporting on the CIDA-supported part of the International Program (see section 8 below) and are quite similar to the objectives of the “ADRA-only” part of the international program and also the National Program.

4. Southern Partners

Internationally, ADRA Canada manages a small number of larger projects and a large number of small projects. Within the 2 CIDA supported programs, ADRA currently works with ADRA network partners (country offices) on 15 projects in 12 countries (3 countries are assisted by both CIDA projects). The average funding (ADRA + CIDA) for each of these projects is about \$ 200K over 2 to 3 years. In addition there are currently about 30 to 40 “ADRA only” projects per year funded with ADRA Canada funds only, ranging in size from \$1,000 to \$ 30,000.

Starting in the early 1990s, ADRA Canada provided a considerable portion of the first funding of a number of the field offices (e.g. Mongolia, Laos, Sao Tome, Togo, Mexico and Cambodia). CIDA support was requested once the field office had proven its performance.

The ADRA country offices vary in size and number of donors as illustrated in Exhibit 5. Other donors include: other “donor ADRAs”, Ausaid, governments of Germany, New Zealand and Finland, Rockefeller and Ford Foundations, ADB, USAID and UNICEF. Each ADRA country office has an in-country Board consisting of SDA church members and other persons.

Exhibit 5: Sample of Field Offices

Field Office	Total No. of Staff	No. of Donors including ADRA Canada	Approx % of Funding from ADRA Canada and CIDA
ADRA Cambodia *	140	12	10 %
ADRA Laos *	57	6 approx	15 %
ADRA Sao Tome *	18	5	15 %
ADRA Mongolia	125	18	

* interviewed

In telephone interviews with 3 country directors, it was clear that these offices have grown, and now have experienced management and technical abilities. Some of them have on-house technical specialists in health and education for example. They are all bigger than ADRA Canada.

They participate in ADRA Canada programming and decision-making mainly by identifying and designing projects, and managing their implementation. The respective roles and responsibilities of ADRA Canada and the partners are quite clear. Partners expressed a need for more support for capacity development, discussed the challenges in using logframes/RBM, and definitely prefer funding for terms longer than 2 or 3 years. They also noted that some of their other donors have much simpler results reporting frameworks, and provide longer term funding.

The value-added of ADRA Canada’s support to the ADRA field offices, in addition to the financial support, is mainly its capacity development advice in the important areas of financial management and RBM reporting.

Based on other discussions with ADRA Canada staff, the sample of field offices interviewed are among the more capable ones. With about 100 field offices in the ADRA network, their capabilities not surprisingly vary considerably. ADRA Canada discusses capacity issues in periodic meetings of the “donor” ADRAs, and in meeting with partners in field visits.

Although ADRA Canada chooses its partners carefully, in existing documents the reasons for the choices are not sufficiently clear. ADRA is now in the process of ranking the capabilities of partners and proposes to share these findings with partners so that they are aware of ADRA’s expectations.

Recommendations: Choice of Partners and their Capacity Development

Since ADRA is dependent on the field offices for many aspects of the performance of its program, it is important in proposals to CIDA that ADRA outline the reasons for choosing to partner with a particular field office. This should include a brief summary of the each chosen offices' management and programming strengths and weaknesses. The reasons for the choices of partners should also be presented to the Board. Capacity development activities can be planned based on identified weaknesses.

In addition, since ADRA Canada is beginning to demonstrate improved Board governance itself, it could consider in the next few years providing capacity development services to the Boards of Southern Partners, where necessary, to assure effective local governance.

5. Financial Viability and Management

Medium term financial viability is very good. The CIDA financial risk assessments (3 Dec 04) for the ADRA Canada fiscal year ending June 2004 shows that ADRA is not significantly dependent on CIDA. Dependency has decreased to about 28% from about 40% in the previous 2 years; and ADRA has exceeded the 2003/4 fundraising levels in the first 10 months of fiscal year 2004/5 (including tsunami relief). High quality communications and fundraising material (e.g. the video for the 2005 AAA, the new 2005 gift catalogue, website, and frequent staff and volunteer presentations to churches, camp meetings and conferences) will likely continue to assure that ADRA remains financially viable.

ADRA Canada had covered delays about 3 years ago in expected funding from CIDA. ADRA will be able to continue funding from its own sources some of the programs in the short 2 year CIDA-supported Agricultural Development program when it expires in 2006. (Perhaps) few small Canadian NGOs can adapt as well to financial risks.

There are multiple financial accountabilities. In addition to annual audits by a competitively contracted auditor, they are also audited annually by the General Conference Auditing Service of the church (to assure that they are following church policies on salaries, loans, depreciation, insurance, etc); and were last audited about 6 years ago by the Revenue Canada on its GST payments and adherence to the regulations regarding charities. ADRA also is also taking steps to obtain certification by the Canadian Council of Christian Charities (CCCC). A CIDA audit in 2004/5 of the two CIDA supported programs (the Agriculture Initiative and Program Funding) found no significant variances from CIDA requirements.

In managing its investment portfolio, ADRA has wisely chosen to use four different brokerage firms. This strategy allows them to assess each firm's performance in terms of the returns on its portfolio. The Investment Committee of the Board meets quarterly and the portfolio is actively

managed as evident in the significant investment revenue. ADRA also uses competitive bids to choose its auditor. It was mentioned that the current auditor also provides considerable informal advice beyond the formal audit reports.

In the field, the Finance Director conducts financial and RBM training and project monitoring/evaluation about 3 times a year. She is also a certified fraud examiner. This keeps her up-to-date on new potential financial risks, and gives her added insight when conducting field monitoring and training tasks.

CIDA appreciates the fact that the quarterly financial reporting from the partner field offices is linked with the spreadsheets for ADRA financial summaries to CIDA. Consequently, CIDA officers can if necessary easily track expenditures from the field level to the summary reports to CIDA.

The above financial dimensions, alone, indicate that a relatively small organization is in fact quite complex to operate, and the accountability environment is extensive. Despite the large cast of financial overseers, and internal capabilities, there is one financial issue – program budgeting – that needs to be addressed.

Recommendation: Program Budgeting

The shift to longer term strategies (see section 10 below), will require longer term financial projections. The managers of the International and National Programs need three to five year budget projections linked to the new ADRA Strategic Plan (2006-2011). A Strategic Plan with budgetary projections grounds it in the tough decisions of where to invest resources.

Budget estimates (particularly for major partners or components) for both Programs will be discussed and approved at the Board level. The Board, staff, partners (particularly the major Southern partners) and even CIDA would consequently have a better understanding of ADRA's strategic directions.

In summary, ADRA Canada is financially viable into the foreseeable future, and a wide range of accountability mechanisms are in place. However, strategic decisions regarding where the projected resources will be spent needs to be linked to the new Strategic Plan. Given new Board energy, and more active subcommittees, these issues will likely be addressed.

6. Fundraising, Communications and Development Education

These are interlinked activities, steered by the staff of the National Program with the participation of other staff. ADRA communicates to its constituency in Canada and internationally, for example, through its website, the ADRA Annual Appeal (AAA) (e.g. videos), newsletters ("Global Impact"), annual calendars, and the new 2005 gift catalogue. The

communications material is of high quality, with related positive trends in fundraising as noted above.

Described below are suggested improvements in the communications with the Canadian constituency. It was evident in interviews and meetings with groups in Alberta, BC and Newfoundland that there are different levels of knowledge about development, in particular the broader and important aspects of choosing who to work with, program/project management, and the capacity development of local communities and ADRA field offices. People are emotionally moved by individual or group poverty – not by the realities of managing programming in the field. This is not a surprising finding; it is representative of the public at large.

Moreover, Canadians and other donors to international development need to be assured that programming is effective and cost efficient. ADRA's high level of accountability both financially and in programming, its careful selection of partners and work on capacity development could be emphasized more in its communications. A few simple statements on these key aspects of programming would help individual donors understand some of the wider dimensions of development. Such an approach might also reduce potential donor's skepticism regarding the effectiveness of development programming.

Recommendations: Communications and Reporting to Different Audiences

While maintaining an emphasis on poverty reduction at the beneficiary level, it is suggested that in communications with **the general public** ADRA Canada include some aspects of 3 messages: how they choose implementing partners, how they assure effects/outcomes, and some aspects of the need to build effective local organizations that can reduce poverty. The intent here is to keep the messages simple, and to help expand knowledge. While the new 2005 Gift Catalogue is excellent in many respects, there are no choices offered regarding organizational capacity development such as staff training or even paying for a month's internet connections in field offices. (By seeing how many persons choose such gift options, this may be an indirect way of roughly measuring donor understanding of these aspects of development programming.)

For **more informed and experienced audiences**, such as the PRC, the Board, or ADRA field offices more detail is needed in these 3 messages – without falling heavily into RBM or other development jargon. “Tell it so that my Mother can understand it” said a past Director General of CIDA's Evaluation Branch. Hence, describe briefly how ADRA Canada assesses program performance, its own performance, chooses partners, and assures local organizational capacity.

For **the most informed audiences**, well informed in the realities and complexity of development, do mention when projects are not performing as expected, and describe what ADRA Canada and its partners are doing about it. If projects (in effect, organizations) are working really well, do not hesitate to highlight one project/organization over another, plus describe briefly why it is so successful. This makes for more interesting, self-confident, and

effective communication with persons who know well that some programs can fail and the choices are risky.

The increased Board involvement will eventually help assure communications on the full reality, strengths and limitations, of what ADRA does.

7. Progress: Implementing Previous CIDA Evaluation Recommendations

Outlined in Annex 1 are the findings on progress in implementing the recommendations in the two previous CIDA evaluations in 1998 and 2001.¹⁴ The findings demonstrate significant progress in the last 7 years. To some extent they have gone beyond what was recommended. ADRA Canada has addressed and achieved about 20 of the 24 recommendations (some recommendations overlap). The recommendations where progress has been unfeasible or limited are the following:

a. Include Southern Partners on the Board:

Currently, one Country Director makes presentations each year to the Board and meets some of the ADRA constituency across Canada. This is sufficient and cost effective. Active partnership can be and is achieved through the programming in the field. Permanent active membership on the Board is unfeasible given the cost and the lack of time for partners to commit to attend 4 Board meetings a year, and attend to communications between these meetings (which are currently quite substantial). To be effective, Southern members would need to be quite familiar with the SDA network in Canada and the issues the Board is discussing. The current annual visits and discussions are sufficient.

b. Establish a Policy and Research Group:

This has not been implemented. Given the current demands of program delivery and management, ADRA is still considering this option. It is unclear what the specific objectives and value added of such a group would be. Most of the Southern Partners are well aware of development issues, policies, and methodologies via the ADRA network, the internet, and discussions with local governments, other donor agencies and NGOs. However, as suggested below in the section on capacity development of ADRA Canada, it would be useful if staff could schedule time to refresh their knowledge of current trends and best practices in development programming.

¹⁴ E.T. Jackson and Associates, "From Strengths to Value-adding Opportunities", 29 March 2001; Participlan, "Upon Solid Rock", February 1998.

c. Use a “Partnership Matrix” as a Tool to Assess and Strengthen Its Relationships with Southern Partners

The proposed technique is somewhat complex and lengthy. ADRA considered using this tool, but found it too cumbersome to use, particularly at the field level. ADRA is addressing this issue through clearer assessments of the partners it chooses to work with, and associated capacity development activities.

Recommendation: Recommendations from CIDA Consultants

After discussion at the Board level, ADRA Canada should formally reply to recommendations from Consultants in a brief memo to CIDA describing the pace at which it is feasible to implement them. In some cases where ADRA perceives the recommendations may be unsuitable or unfeasible, it should state this with their reasons. Partnerships are built on disagreement as well as agreement. Since the Board is now more active, and will meet more frequently, future recommendations will be dealt with expeditiously.

8. Simplifying the Performance Reporting to and from Stakeholders

Both within ADRA Canada and its major Southern Partners, the reporting workload is high. When the reports are lengthy, readers lose the essential messages. The value added of the time spent on reporting and the length of the report need to be weighed more carefully. ADRA Canada’s reporting tends to be too lengthy and time consuming. Consequently, some considerable time was spent with some of the ADRA staff in simplifying and focusing the use of RBM frameworks and the structure of reports. (See also section 6 above for related advice on communications.

Most, if not all, NGOs and implementing agencies for CIDA programming have had difficulty at one time or another in focusing on the essence of RBM and producing crisper more informative reports. Furthermore, CIDA internal evaluations of the use of RBM have clearly analyzed the difficulties in using it.¹⁵

ADRA Canada reports to a variety of stakeholders. These include:

- CIDA, on CIDA/ADRA supported projects
- The Program Review Committee on CIDA and ADRA-only supported projects
- The Board
- Staff and management internally

¹⁵ For example, CIDA, “Review of Current RBM and Accountability Practices in CIDA”, 14 May 2002.

ADRA receives reports from its Southern partners – both on CIDA supported and ADRA-only projects.

Reporting from partners on the “ADRA-only” projects uses a simple and adequate format; however, there are at times considerable delays in receiving reports from some partners. Currently there are about 25 of these short-term projects being implemented. A reduction in the number of these projects has been discussed with ADRA to focus on strategic use of these projects and to reduce the reporting and administrative workload (see section 10 below).

The Consultant observed internal reporting to the Program Review Committee (a committee of staff, and volunteers with experience in development). In the presentations, there is a tendency for staff to present too much information for the participants to absorb. More concise summaries of proposed projects, and progress on existing projects, would allow more time for discussion. While the sections below concentrate on focusing and improving CIDA-related reporting, the recommendations apply also to internal reporting.

8.1 PARS Reports to CIDA

These are quarterly Program Activity and Reporting System (PARS) reports submitted online to CIDA. Started by CIDA about 5 years ago, it contains a short description of activities, outcomes, disbursements, and the schedule and receipt dates of reports. To use it, ADRA originally purchased software from a consulting firm, but found that this was difficult to use. Subsequently, ADRA hired additional staff to develop its own software and administer the system. These reports are now submitted on time and CIDA considers them to be of good quality.

8.2 Annual Narrative Reporting to CIDA

In the narrative reporting¹⁶ on the **Program Funding** (2003-2006), a variety of structural and content issues have been discussed with ADRA Canada. ADRA has discussed these issues with CIDA and will be submitting the next report in a revised format.

The essential outcomes of ADRA’s program are the 5 “objectives” stated in the current Annual Performance Review (APR) framework. In discussions with ADRA, these were reduced to 3 objectives (in essence performance outcomes) by combining some of them. These objectives, briefly, are:

- 1. Community-based development to reduce poverty**

¹⁶ “Narrative” reporting includes activity and performance reporting, risk assessments and future activities – excluding financial reporting.

2. Building strong partnerships, including the capacity development of Southern Partners and ADRA Canada itself
3. Building a strong, involved and informed Canadian constituency

These objectives also link closely with the overall objectives of all ADRA Canada development programming (CIDA supported and ADRA-only), and also the National Program.

Formerly, ADRA Canada reported on the objectives listed above and on the outputs and outcomes of each sectoral program in water supply, agricultural development, health, etc. Reporting on both the sectors and overall objectives is structurally too complex. Revised formats will place each of the 9 country sectoral projects in objective #1 using a text table and summarative narrative to describe how various components of poverty reduction are progressing at the outcome level in each country. Similarly, for objective # 2, an assessment of the partnership and capacity building with each of the 9 ADRA country offices will be described again using a table. For objective # 3, a third table will be used to summarize the work in strengthening the different components of the Canadian constituency (conferences, churches, other NGOs, ADRA's National Program, the Board, etc.)

In reporting on the **Agriculture Initiative** (2004 – 2006), there is a tendency to report on too many overlapping objectives, all of the 5 priorities in CIDA's policy paper on Agriculture¹⁷ and the objectives in the program's APR. Reporting should be based on the APR. Reporting could include a brief (1/3 page) description of how the overall program contributes to one or two of the priorities in the CIDA agriculture policy paper. This Initiative cannot be expected to address all the priorities in CIDA's policy paper.

The presentation could be shortened by using text tables based on the outputs and outcomes in the APR. This would also assist CIDA in preparing its own internal annual program reporting. Another table showing the progress for each of the 6 countries would be helpful, along with a short narrative comparing the progress in each one.

In cases where there appears to be good outcome research (e.g. in Mongolia, higher consumption of vegetables), cite the ADRA Mongolia research document and note that it is available if reader's want a copy. Good outcome data and analysis should be highlighted! Simple but methodically collected outcome data and analysis is a rare commodity in most development organizations.

These changes in the narrative reporting for both programs will also make it easier to produce internal reports for the Board and the Program Review Committee by using some of the same text. Moreover, the proposed reduction in the number of major Southern Partners (see section 10) will also reduce the reporting workload. These changes will help in writing the next

¹⁷ CIDA, "Promoting Sustainable Rural Development Through Agriculture", 2003

Program Funding proposal to CIDA, since its objectives and indicators are likely to be similar to the existing Program.

8.3 Reporting from Southern Partners on CIDA-supported Projects

The phone interviews with a sample of ADRA country offices indicated that they have many different donors, with ADRA Cambodia for example having 12. Given the number of donors, some of them have a considerable reporting load. It is estimated that all 12 Southern Partners (15 CIDA-supported projects) send over 1000 pages of the narrative reporting per year to ADRA (excluding financial reports).

In reviewing with ADRA Canada a sample of these reports (which use a common format), a number of ways to shorten and focus them was discussed. While the reports are in general very good, some reports tend to provide more detail than needed. Some page limitations would be useful to the writers. Also some of the sections of the ADRA Canada format could be eliminated. For example reporting on “impacts” is not necessary; these are very macro level, long term results; reporting on medium term “outcomes” is sufficient.

Most importantly, modifications to the common reporting format are needed to link the contents of field reports directly to the content of the tables used in reporting to CIDA. ADRA Canada could note to partners that some of the items in the common format are more important than others, and ask them to focus on these. With such links, ADRA staff could much more easily extract information for narrative reporting to CIDA. (The financial reporting formats already have these links between field data and the financial summaries to CIDA). ADRA is now in the process of revising the common frameworks for narrative reporting.

In summary, ADRA Canada is well on its way to reporting on “program” performance (i.e. focusing on broader outcomes and progress, rather than specific activities and outputs). Such transitions have been a challenge for all NGOs and CIDA’s implementing contractors.

Recommendations: Reporting from Partners and to CIDA

Adopt, as seen to be useful, the suggestions above. Continue to make other modifications to reporting to improve the quality and shorten the time that both ADRA Canada and its partners spend on reporting.

Written reports have limitations in conveying the full dimensions of progress and the persons involved. It is recommended that ADRA management and even Board members meet occasionally with CIDA officers and senior management in Ottawa to discuss progress. Options include: a brief presentation when ADRA staff return from field monitoring visits, or when an ADRA Country Program Director is visiting Canada for Board meetings.

9. Capacity Development within ADRA Canada

Currently, the staff of ADRA Canada are overloaded. Balancing the need for low overheads and expanding demands has been a challenge. This is recognized by management and the Board, and the Board is reviewing this issue. Time for staff capacity development gets shortchanged. It would be useful if staff could schedule time to refresh their knowledge of current trends and best practices in development programming. Some of the recommendations above regarding reporting will ease the workload. In the new Strategic Plan, a sharper focus on fewer countries and projects will also help (see section 10).

A plan for staff training would be helpful. ADRA International provides training in development management through the ADRA Professional Leaderships Institute (APLI). There are also local programs in colleges and universities in the Toronto area. The APLI curriculum is quite extensive, covering a wide content of development programming and program management; a summary is shown in Annex 2. Training requirements need to be determined, perhaps during staff performance appraisals. A staff member could be given the responsibility to plan, organize and evaluate the training (keeping the process simple and the “plan” concise). As well, the training should be linked to carrying out the new Strategic Plan. Since CIDA provides little funding for capacity development within NGO Program support budgets, ADRA Canada could allocate additional funds from its own revenue.

The informal/ on-the-job training, implicit in field visits for monitoring or other purposes, is essential to learning. For these visits, a few learning objectives should be discussed prior to the visit, and reported on subsequently. The International Program Director and other international program staff should visit Southern Partners more often, at least once a year. ADRA Canada has recently initiated more field visits for staff. More coordination of the monitoring in the field has commenced. A monitoring framework to be used on all staff field visits and subsequent reporting has been drafted.

Many other NGOs have similar capacity development and management challenges. More visits to other NGOs in Canada and overseas to discuss and share information on management and strategic issues would be helpful.

Recommendation: Training Plan

ADRA Canada should design a simple staff and management training plan based on identified needs and specific purposes, preferably using a two to three year time horizon. The training should be linked to the operational and management tasks in the Strategic Plan. Staff and management training could also be embedded more firmly in visits to Southern Partners, other NGOs and other donors.

10. Strategic Plan (2006/11) and the Next Program Proposal to CIDA

There will be considerable overlap in the contents of the international parts of the Strategic Plan and ADRA Canada's next Program submission to CIDA. These two documents are interlinked. Both of them are close to their final draft form.

Exhibit 6 below presents 13 recommendations for the Strategic Plan and/or the Program proposal to CIDA, and shows the links between these documents. As shown (♫), some recommendations apply to both the Strategic Plan and the Program proposal, others to only one of them. A number of the recommendations have already been incorporated in the Strategy and the Proposal. All the recommendations have been discussed with ADRA. Over the last few years, staff have internally discussed many of the recommendations. The Strategic Plan and the new Program proposal to CIDA are an opportunity to take action.

The recommendations that will potentially help to reduce the staff and management workload/time are also shown (☺). The other recommendations will likely require more resources/staff to implement. On balance, ADRA Canada will likely require more staff. The management and Board will have to do their own internal assessment of the need for additional staff.

There are a number of other suggestions that ADRA has discussed and might implement, if ADRA staff can find the time and resources. For example, these include more involvement in the identification and selection of ADRA Country Program Directors in conjunction with the ADRA network. (ADRA Canada's performance as noted above is dependent on the quality of the field office management). This would help assure good choices and program performance. With fewer Southern Partners, this task becomes more feasible. This could include promoting the hiring of more South-to-South Country Program Directors and other field staff (i.e. less dependence on ADRA network's "donor" countries for key field office positions).

Exhibit 6: Recommendations – Strategic Plan (2006-2011) and CIDA Program Proposal

	Strategic Plan	Program Proposal CIDA	Time Saving
a. Negotiate longer term, 5 year funding in the next Program proposal to CIDA. Longer term funding is better practice in and with mature NGOs. A 5 year term (or more) is common in bilateral and other branches of CIDA.		♪	☺
b. Negotiate increased funding from CIDA, higher than the historical annual levels.		♪	
c. Reduce the number of major Southern partner countries from the present 12 countries in the Program and Agricultural programs. Commit to longer term relationships (10+ years) with the chosen major partners. The advantages include: better knowledge of the programming environment and partner strengths and weaknesses; more time for communication and capacity development with the ADRA field office management and staff; reduced reporting loads; and better partnerships in general. Any disadvantages in restricting flexibility to respond to the needs of smaller field offices which might become more effective over time can be addressed by having major, and minor levels of funding using ADRA-only funds.	♪	♪	☺
d. Reduce the number of countries and partners where ADRA-only funds are used.	♪		☺
e. Continue to promote the strengthening and growth of a selected few smaller field offices with minor levels of funding to begin with (as done previously in ADRA Sao Tome, and about 15 years ago in Mongolia). Use ADRA-only funds for these, as has been done in the past. This will reduce both ADRA and CIDA’s programming risks (i.e. no CIDA funds are used).	♪		☺

f. Strategically link the choices of ADRA-only projects to their potential for becoming major partners in 5 or ten years.			
g. Monitor and track the capabilities of partners closely through more active links with other “donor” ADRA’s and other sources of information.			
h. Co-fund partners more often with other “donor” ADRA’s or NGOs to share the management and monitoring loads.			
i. Partner Selection Criteria: set simple but effective criteria based on their current organizational capabilities, or given their emerging leadership/management - the potential to become more capable. Since ADRA is quite dependent on the ADRA field offices for programming, clearly describe why each country office was chosen.			
j. Describe each partner briefly: include their other donors and programs; the total organizational budget, and the % ADRA Canada/CIDA; the partner’s strengths and weaknesses; and their capacity development needs and plans.			
k. Specify in the Program proposal the contents of performance reports from partners, and specify how the performance of the Program will be reported to CIDA. (Annex to the proposal the improved reporting frameworks mentioned above in section 8).			
l. Specify briefly how ADRA will assess the performance of its new ADRA Canada Strategy for reports to the Board. It is suggested that assessments of the 3 main objectives/outcomes, listed in section 8.2 above, be included.			
m. Include a capacity development component for ADRA Canada itself in both the Program Proposal and the new overall Strategy.			

11. Overall Program Design and Value Added

11.1 Appropriateness of the Design of the Program

The existing ADRA Canada Program fits well within Canada's April 2005 International Policy Statement (IPS), and the earlier CIDA Sustainable Development Strategy (2004-2006). Programming in health, education, agriculture, and small/micro business development – all of which are elements of these policies/strategies – form the core of ADRA's development portfolio, along with disaster relief. In reviewing a sample of the development project descriptions, their design and implementation are in line with best practices. As well, the health-related and educational aspects of the program in particular support the achievement of the Millennium Development Goals.

Future program design will be strengthened with the adoption of its new Strategy (2006-2011). ADRA Canada will further reduce the number of countries it works in. Internationally, over the last decade, the majority of other NGOs (including other "donor" ADRAs) and governmental donor agencies have reduced the number of program countries in which they operate. ADRA Canada's increased "country focus" will deepen its knowledge of the programming environments within specific countries, and the capacity development challenges within the chosen ADRA country offices and the communities they serve. Consequently, ADRA will be better positioned to participate more actively in the design of programs with partners, and to provide improved capacity development services.

11.2 Leverage and Value-added To CIDA

What is ADRA Canada's leverage and value-added to CIDA? In supporting ADRA Canada, there is a package of advantages to CIDA. The key ones are listed below:

- a. With a significant network in Canada, ADRA Canada promotes an improved knowledge of and commitment to development. It connects people (as donors and/or volunteers) with the realities of projects and programs. These "people-to-people ties"¹⁸ are a continuing dimension of Canadian development assistance.
- b. Internationally, it is part of a wide ADRA network of about 100 field offices in developing countries from which it can choose the more capable and effective Southern partners. Given increasing focus on fewer countries/Southern partners and clearer reasons for its selection of partners, ADRA Canada can assure CIDA that its programs are well designed and managed in the field. Consequently the implementation risks are low, and positive outcomes are more likely.

¹⁸ Canada's IPS, p 23

- c. With significant fundraising ability, and sound financial management and reporting, the financial risks to CIDA are low, as evidenced for example in CIDA FRAU reports and audits. ADRA Canada's professional financial management system provides transparent reporting on budgets and expenditures.
- d. ADRA Canada's performance reporting has significantly improved. It has made the transition to "program" reporting, and more concise reports.

ADRA Canada has been able to respond effectively and relatively quickly to potential funding from CIDA: for example, the Agriculture Initiative 2004-2006, and recent support for tsunami relief where they successfully competed for funding with other organizations. Hence they have demonstrated that they can respond quickly to new CIDA initiatives. As such they continue to be a dependable partner.

For the CIDA supported programming, there is a healthy mutual dependency: CIDA on ADRA, and ADRA on CIDA. This is a good basis for maintaining an ongoing and more equal, shared partnership.

ADRA Canada now has a proven track record of managing CIDA assistance effectively. It is a mature NGO with improved governance. As such it presents low risks to CIDA – both financially and programmatically. As well, ADRA will continue to risk its own funds without CIDA support to assist emerging smaller partners with longer term potential. ADRA is also a good candidate for funding from CIDA in other responsive proposals to CIDA. In essence, ADRA Canada is a reliable partner, and a sound investment of CIDA support.

12. Recommendations to CIDA

Currently, ADRA Canada has relatively short term funding from the Canadian Partnership Branch (3 year Program Funding, and 2+ year funding in the Agricultural Initiative). Longer term funding would be advantageous to both ADRA and CIDA. Longer term funding periods are more efficient in terms of the time spent on designing, writing, and approving programs. Less time spent on these tasks would allow ADRA more time to work on monitoring and capacity development with Southern partners, and learning from its own performance. Longer term funding would provide ADRA's Southern partners with less uncertainty in their cash flow, and in their longer term partnership with ADRA Canada. The major Southern partners are quite capable of planning programs for a five year period or more.

Longer term funding would benefit CIDA also: for example, less time spent assessing and approving proposals, and an improved understanding of ADRA Canada's strategic directions.

Moreover, ADRA Canada's Strategic Plan now uses a 5 year planning cycle. It would be beneficial for both CIDA and ADRA if both the Strategy and the Program covered the same period.

It is recommended that CIDA support ADRA Canada with five-year Program Funding at levels above the recent annual amounts of about \$ 900,000 per year. At minimum, \$ 5 million of CIDA funding over 5 years is recommended. Based on recent trends in its fundraising, ADRA Canada can easily match increased CIDA funding.

Annex 1: ADRA Progress with respect to Recommendations in Previous CIDA Evaluations

Recommendations: 2001 Report	Progress and Comments
<p>1. Consider appointing a couple of individuals from other professional backgrounds and constituencies to serve on its Board for the purpose of enriching and strengthening ADRA and avoiding the potential risk of becoming “insular”.</p>	<p>ADRA has addressed this. ADRA has identified professional individuals to serve on its board as follows: a Medical Doctor, who has consulting work for the UN in Africa; a Lawyer who has done international justice missions; individuals who have spent many years in the South; and businessmen who have done projects overseas.</p> <p>Comments: The current Board members have recently and capably adopted a results-oriented Board model to improve governance. At the moment, the fact that they are becoming more active as members, is more important than who comprises the membership.</p>
<p>2. Have Southern partners serve on the Board for the normal term of two to three years instead of one year only.</p>	<p>Annually, the country directors of southern ADRA offices have made presentations at Board meetings for the past 5 years – from Mexico, the Dominican Republic, Honduras, Mongolia and Laos. They also meet some of the ADRA constituency across Canada. They share information on current programs, pending issues within their country, cultural details, and how the programs has affected peoples lives. Attempts have been made repeatedly to obtain a permanent representative as suggested, but without success. Reasons include the distance, cost and the lack of time for partners to commit to such a term.</p> <p>Comments: Annual visits and discussions are sufficient. Since ADRA works with 12 or more main countries, it is difficult to select one or two candidates. Also, many of the ADRA network’s country programs link with numerous “donor” ADRAs. Since the Board has now decided to meet 4 times a year, the time commitment and costs have significantly increased. Given the structure of the international ADRA network, full Board membership of Southern partners is neither feasible, nor necessary.</p> <p>As well, there is now ample information on regional development issues readily available on the internet.</p>

Annex 1: ADRA Progress with respect to Recommendations in Previous CIDA Evaluations

<p>3. Support three-year projects for all partners in order to ensure the achievement of long-term results, develop more vibrant partnerships, and minimize the administrative burden for itself and the partners.</p>	<p>This has been achieved. ADRA now has three year programs with most of its major partners, and is working with its partners to plan for longer term programs. Longer term planning has been well received by the southern partners. It provides them more time to implement programs and assure better outcomes in communities.</p>
<p>4. Develop a three-year strategic plan for its international development work.</p>	<p>ADRA now has a draft strategic plan for its international program (and also has had one for the National Program since 2003).</p>
<p>5. For the next program proposal (2001-2004) to CIDA, ADRA Canada should use an RBM framework It is further recommended that the goals, purposes, expected results and indicators be defined separately for each of the development sectors such as water and sanitation, primary health care, etc</p>	<p>This has been accomplished. All partners are now using RBM planning. Progress reports from the field offices are submitted in the same format. ADRA works with partners to improve and focus the outcome information that they collect and summarize.</p> <p>Comments: ADRA's use of RBM has substantially improved. It will use a revised and simpler RBM framework for its next Program proposal to CIDA. In both donor agencies and NGOs, simplifying the use of RBM is an ongoing challenge.</p>
<p>6. Hire a consultant to conduct practical training in RBM when the partners next meet regionally.</p>	<p>Training on logframes and RBM is conducted in the ADRA network's regional meetings. Some of the training has been led by ADRA Canada's Finance Director. Most partners are now quite familiar with the concept of the logical frameworks and are fine tuning its application.</p>
<p>7. Prepare detailed guidelines that address gender issues for the partners' projects.</p>	<p>ADRA has a gender policy that partners use in their programming.</p>
<p>8. The Annual Report to CIDA include a very brief reporting of results achieved by every CIDA supported project .The financial statement should show a breakdown of CIDA funding to each project as well as on the number of beneficiaries.</p>	<p>ADRA's Annual Reports to CIDA include audited financial statements which give a breakdown of ADRA and CIDA portions of project allocations. As well, the numbers of beneficiaries are included.</p>
<p>9. Develop a mechanism and a system for recording the lessons learned in doing development work.</p>	<p>This has been achieved. Lessons learned are included in all reports to CIDA and to ADRA's internal PRC.</p>

Annex 1: ADRA Progress with respect to Recommendations in Previous CIDA Evaluations

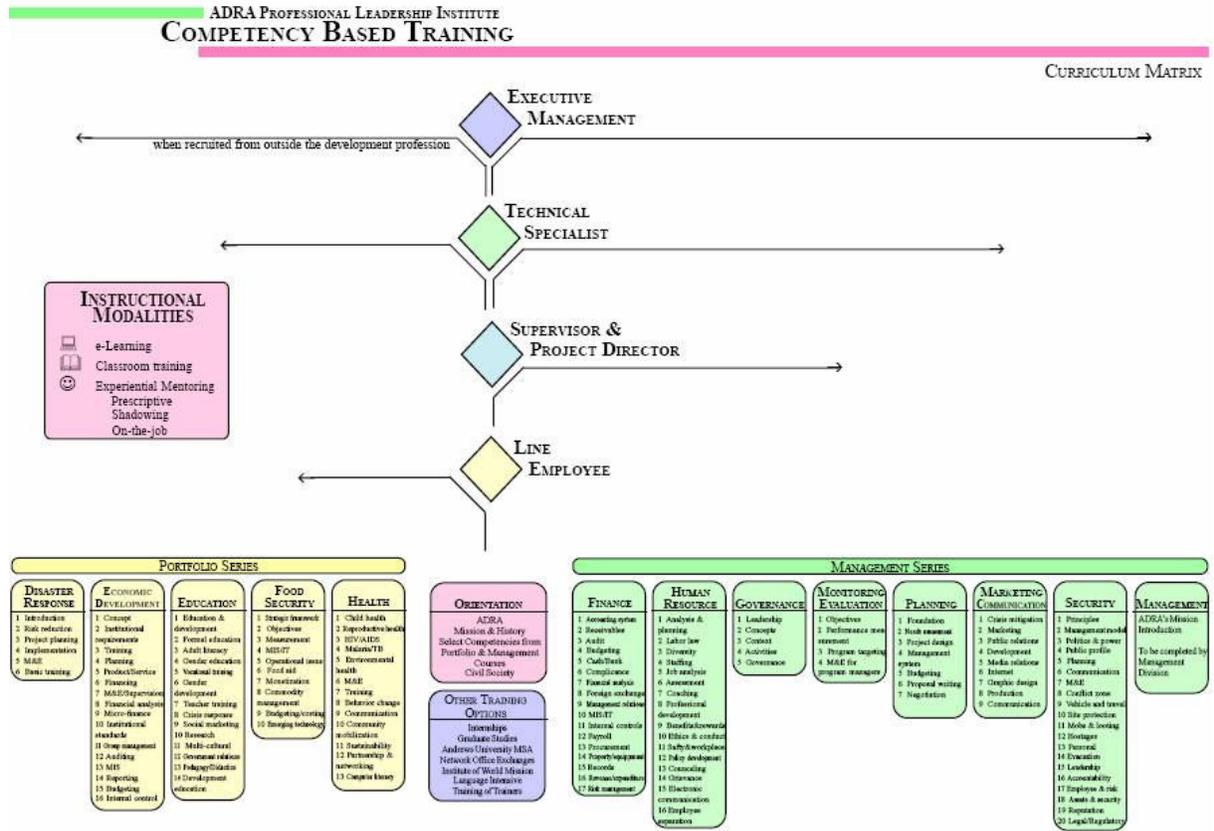
<p>10. Set up a Research and Policy Group and develop an analytic capacity on development issues, policies, and methodologies to share with partners.</p>	<p>This has not been achieved. Given their current workloads, and the demands of program delivery and management, ADRA is still considering this option. Comments: Many of the Southern Partners are well aware of development issues, policies, and methodologies via the ADRA network, the internet, and discussions with local governments, other donor agencies and NGOs. Setting up an ADRA Canada Research and Policy Group would first require decisions on the specific focus and objectives of such a group.</p>
<p>11. Use a “Partnership Matrix” as a tool to assess and strengthen its relationships with Southern Partners</p>	<p>The proposed technique is somewhat complex and lengthy. ADRA considered using this tool, but found it too cumbersome to use, particularly at the field level. ADRA is addressing this issue through clearer assessments of the partners it chooses to work with, and associated capacity development activities.</p>

Recommendations: 1998 Report	Progress and Comments
<p>1. In new program proposals to CIDA, focus the goals and objectives and define program-level results and indicators.</p>	<p>Achieved</p>
<p>2. Develop a common understanding among staff of RBM at the project and program level.</p>	<p>Achieved</p>
<p>3. Provide training and a written guide in RBM, and training in project planning, and proposal and report writing</p>	<p>This is provided formally, and informally through frequent communications with partners. See 2001 Recommendation # 5 and 6 above.</p>
<p>4. Develop a more comprehensive Gender policy</p>	<p>Done</p>
<p>5. Focus more sharply in a smaller number of countries in a few regions, and support others in cooperation with other ADRA's or international NGOs.</p>	<p>Ongoing. ADRA has reduced the number of countries significantly (there were about 25 countries receiving ADRA/CIDA support in 1998, now there are 12 in the Program and Agriculture Initiative). It is currently discussing plans to reduce the number of partners who receive major funding to about half a dozen. Other “donor” ADRA’s tend to focus on a small number of countries.</p> <p>ADRA welcomes cooperation with other “donor” ADRA’s and NGOs. Currently Ausaid is co-funding an ADRA/CIDA project in Laos. Co-funding will continue to be pursued in the future.</p>

Annex 1: ADRA Progress with respect to Recommendations in Previous CIDA Evaluations

6. Use a more holistic approach in the countries selected. View such partnerships has long-term.	ADRA, as noted in the 2001 Recommendation # 3, is in the process of developing longer relationships beyond 3 years. Comment: It is unclear what “holistic” means.
7. Develop an assessment framework and indicators for the institutional assessment of partners.	Institutionally, ADRA has legitimately focused on the financial management, and RBM reporting, within partner organizations, and monitors and trains them on these aspects. Other ADRA's and donors provide funding and assistance for other aspects of organizational development. ADRA reviews the capabilities of partners periodically, both itself and in conjunction with the ADRA international network.
8. Integrate international development education in the National Program. Organize a tour of Canada at least once every two years for southern partners to engage with SDA members and the broader community.	Achieved. A Southern partner tours Canada once a year. See 2001 recommendation # 2 above.
9. In light of the new National Program, review and streamline the communications strategy for better results and effectiveness.	Both the international and national programs are now integrated – particularly with respect to communications.
10. Focus on SDA members and churches across Canada as the key generators of revenue. Build a donor list, corporate donations and estate giving.	Achieved.
11. To adopt a strategic analysis and planning exercise involving the Board, the PRC, Southern partners and in selected people from conferences and churches.	This started in 2004, and will continue as the International Program strategy is developed further.
12. Undertake an annual review of its international and national programs as well as a review of the organization for discussions by the PRC and the Board.	Reviews are conducted a number of times: when drafting the ADRA Canada Annual Report, in annual planning meetings, and quarterly discussions with the PRC. As well, the Board has recently begun to actively discuss organizational and programming directions, and will meet more frequently (quarterly rather than semi-annually) .
13. Include one or two partners as Board members, and consider the appointment of non SDA resource persons or advisers (non voting) to the Board and PRC.	See 2001 recommendation # 1 and 2 above. ADRA has used some advisors outside the SDA membership, and intends to do this more.
14. Institute an orientation and training program for the Board and committee members.	Ongoing. ADRA intends to provide more focus to the orientations and training,

Annex 2: Summary of ADRA International Training Program (APLI)



Annex 3: Evaluation Workplan

Evaluation Workplan

Organizational Evaluation of the Adventist Development and Relief Agency in Canada (ADRA Canada)

Consultant: Robert Mitchell

15 July 05

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ANNEXES

- 1: Terms of Reference
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Annex 3: Evaluation Workplan

1. Introduction

This workplan is based on the TORs (Annex 1), and guided by CIDA's *Evaluation Guide – October 2004* and the experience of the consultant in working with numerous development NGOs. It incorporates revisions to a previous draft (June 22) after discussions with CIDA and ADRA Canada.

CIDA's Canadian Partnership Branch contracted the consultant to conduct an organizational/institutional assessment. The reasons for the evaluation are (quoting from the TORs):

- “ADRA Canada will be applying for program support for their next three-year program 2006-2009. An institutional and/or program evaluation is a CIDA requirement prior to approval of additional program funding;
- Since the last institutional evaluation in 1998 and program evaluation in 2001, ADRA Canada has carried out some organizational and programmatic changes.”

As part of the Seventh-day Adventist Church, and with roots in international humanitarian relief going back to the 1950's, ADRA Canada became an independent, charitable NGO in 1985. ADRA Canada has its office in Oshawa with regional partners in Abbotsford, Red Deer City, Saskatoon, Moncton, Mount Pearl and Longueuil. ADRA Canada has approximately 8,000 volunteers and 20,000 to 25,000 individuals who donate regularly to ADRA Canada. Other support comes from a network of churches in all provinces and territories, donor agencies, corporate sponsors, and working partnerships with, for example, ADRA International (based in Maryland, USA), the Canadian Foodgrains Bank and CCIC.

ADRA Canada is committed to: 1) working in partnerships with local communities and undertaking initiatives which are aimed at improving the self-determined needs of marginalized people; 2) empowering people to enable them to participate in their own development; and 3) responding to the emergency needs of populations affected either by natural or other disasters. It provides assistance to the poor without concern for their religion, ethnicity or politics.

In 2004 ADRA Canada partnered with agencies in 54 of the approximately 120 countries within the wider ADRA international network.

1.1 Current Support from CIDA

Three Year Program 2003-2006 (S62413), Voluntary Sector Program Directorate, CPB

This program focuses on health and nutrition, basic education, food and nutrition, water and sanitation, and capacity development in nine countries in Kenya, Togo, Honduras, Cambodia, Laos, Mongolia, Nepal, Jordan and Yemen. The total value of this cost-shared program is \$3,596,000, with CIDA providing \$2,697,000 (75%) and ADRA Canada providing \$899,000 (25%).

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Sustainable Agriculture Initiative 2003-2006 (S62485) Voluntary Sector Program
Directorate, CPB

It aims to improve the lives of the rural poor in targeted communities in Cambodia, China, Malawi, Mongolia, Nepal, and Sao Tome through improved food security, increased family incomes and participation of women in agriculture related activities. The total value of this cost-shared program is \$1,266,666 with CIDA providing \$950,000 (75%) and ADRA Canada providing \$316,666 (25%).

In late April 2005, CIDA provided additional funding of \$ 648,000 to ADRA Canada in response to the December 2004 tsunami.

2. Preliminary Document Review and Discussions

In order to design the workplan, the consultant has:

- held preliminary discussions with the CIDA evaluation manager
- re-acquainted himself with numerous CIDA policy documents relevant to ADRA Canada
- reviewed the current Contribution Agreements, project reports, Project Performance Reviews/PPRs, and the two previous evaluations
- viewed various websites (e.g. ADRA Canada, ADRA International, and the Seventh-day Adventist Church in Canada).
- examined an initial set of ADRA Canada documents (e.g. its operations manual, annual reports, strategic plans) and an excellent video prepared for its 2005 annual fundraising appeal

Central to designing this workplan were very informative and open discussions with ADRA Canada management and staff in Oshawa, and subsequent telephone discussions with them and the Board Chairman. During these conversations, ADRA Canada outlined a number of organizational and programming issues that they would like to include in the evaluation. Importantly, ADRA Canada perceives the evaluation as a positive opportunity to learn and improve as an organization.

This documentation and these discussions provide a sound base for focusing the evaluation objectives, methodology and activities.

3. Proposed Approach to the Evaluation and Methodology

ADRA Canada has an energetic development mission, a wide variety of objectives, and manages a range of internal processes and external links with many partners. Since this is an organizational/institutional evaluation, it will **focus on organizational development and performance** – assessing with ADRA Canada its performance to date and discussing some future options in capacity development. Within this context, the evaluation will assess the extent to which ADRA Canada is achieving its mission, and its contribution to the achievement of CIDA's goals.

Annex 3: Evaluation Workplan

Significant to this evaluation and indicative of ADRA's vigour is the fact that ADRA Canada is currently discussing ways of focusing and strengthening its work. These include, for example: programming in fewer countries, integrating more closely its program in Canada (the National Program) and the International Program, simplifying their use of RBM and making it more useful in reporting, improved its capacity development of Southern partners, a revised strategic plan for its International Program, and more frequent Board meetings.

ADRA Canada's international Program has many expected outputs and outcomes at the community level, for example, improved health, education, incomes and community participation skills). Since this is an organizational evaluation, the achievement of these "program" results will not be assessed. However the quality and utility of the reporting (and use of RBM) sent to ADRA Canada from its Southern partners will be assessed, along with ADRA Canada's progress in improving the capacity of the ADRA Canada field offices and partners.

The methodology will include:

- Review of documents and written material
- Gathering of data from stakeholders through semi-structured interviews
- Site visits to a sample of regional partners in Canada
- Telephone interviews with a sample of developing country partners
- Workshops with ADRA Canada

A partial list of documents to be reviewed is shown in **Annex 2**.

In conducting the evaluation, the consultant will work closely with ADRA Canada staff. They and CIDA will have every opportunity to identify issues that are of priority to them, which will consequently make the process more useful. In addition to document reviews, and semi-structured interviews, the consultant will facilitate two informal – half day - workshops at the beginning and end of the process. In the first one, early in the data collection phase, the consultant will facilitate a rapid self evaluation with staff and some Board members or volunteers (to the extent possible) to prioritize a few core organizational/institutional issues that ADRA Canada feels it needs to address. This will help clarify the focus of the evaluation framework and identify priority issues.

The second workshop with the same participants would occur towards the end of the data collection process or into the draft report writing phase. This workshop will discuss ways/action to address issues identified in the first workshop and other issues that have emerged since then. The proposed action would feed into the evaluation report recommendations. Such processes allow for more active ADRA Canada involvement in the results of the evaluation.

4. Assessing Organizational Performance

There are a number of analytical frameworks for assessing organizational performance; also different staff and stakeholders may not have the same perceptions of what constitutes "performance". The framework used in the evaluation will include the following interlinked organizational performance elements:

Annex 3: Evaluation Workplan

- a. Effectiveness (achievement of its mission and objectives, particularly with respect to the capacity of ADRA Canada as an organization)
- b. Efficiency (how and where ADRA Canada allocates its human, financial and physical resources to achieve its objectives)
- c. Financial viability
- d. Relevance (ADRA Canada's responses to ongoing changes in its environment – e.g. adapting to the increasing needs and demands for development assistance, demands for new types of programming, the evolving requirements of CIDA, and the changing expectations of its partners)

These dimensions of performance are quite broad. The evaluation will only use some aspects of each of them as defined below in the key valuation questions in Table 1.

Many (if not most) organizations in socio-economic development do not have performance data on all of the above elements readily available. Moreover it is a challenge to achieve consensus on the indicators and to make value judgments on acceptable levels of achievement for each of them. The key is to identify a handful of indicators which are relatively easy to assess – and try them, use them. The central questions in this evaluation are: how does ADRA Canada define good performance, how does it assess its performance, and how does it use this information to improve its outcomes? While there may be shortcomings in the definitions and indicators of performance (as is often the case), the challenge of using them, improving them and using them again to guide better decisions is central to the learning process.

Linked to each of the broad elements of performance listed above, are a variety of related factors. The evaluation will include discussions of some aspects of organizational motivation (mission and culture) and organizational capacity (managing linkages with partners, human resource development, and use of information technology).

In reviewing organizational performance, the consultant will use recent research on the voluntary sector in Canada¹⁹, and scenarios of what development assistance may look like in the year 2030 which includes the concept of “moral warming”²⁰.

5. Evaluation Framework

Table 1 below outlines the key evaluation issues, questions and data.

The report will include an overall assessment of ADRA Canada's evolution and capabilities as an organization, and recommendation to ADRA Canada regarding organizational development. It will also identify capacity development elements that could be included in ADRA Canada's next proposal to CIDA. As well the report, as specified in the TORs, will provide an overall

¹⁹ The Voluntary Sector Initiative, started in 2000, funded by the Government of Canada: www.vsi-isbc.ca

²⁰ Recent research funded by DFID: <http://www.outsights.co.uk/scenariosforthe poorest/scenariosforthe poorest.pdf>

Annex 3: Evaluation Workplan

assessment of the extent to which ADRA Canada meets CIDA's priorities and objectives, provides value-added, and will make relevant recommendations to CIDA.

6. Table of Contents of the Evaluation Report

A draft table of contents of the evaluation report, shown in **Annex 3**, will follow approximately the categories in Table 1.

7. ADRA Canada's Partners

The performance issues 1 to 4 in Table 1 are related to partnering. These partnerships drive ADRA Canada's work, require considerable management time and skills, and improve ADRA Canada's impacts. The main partners are shown in **Table 2** below, along with the main discussion points/questions during interviews, and/or data collection.

Links between the International Program and the National Program (essentially an internal partner) will also be examined. As well, the evaluation will discuss the National Program's links to Canadian non-church organizations.

8. Evaluation Output and Interview Schedule

8.1 Evaluation Output Schedule

Draft Workplan	23 June 2005
Final Workplan	7 July
Draft Report	19 September
Evaluation Steering Committee Meeting	Week of September 26
Final Report and Abstract for CIDA Corporate Memory	11 October

Annex 3: Evaluation Workplan

Table 1: Evaluation Framework

Scope and Focus of the Evaluation (see TORs)	Central Performance Issues	Key Evaluation Questions and Data	Key Informants
<p>Review ADRA Canada's relationships with its partners and networks/associations</p>	<p>1. Does ADRA Canada manage its relationships with its multiple partners effectively and efficiently? How does this help improve achievement of its mission?</p> <p>2. To what extent do partners participate in decision making? What is a sufficient level of participation, and does ADRA achieve it?</p> <p>3. To what extent does ADRA promote gender equality in its programming partnerships</p> <p>4. How has ADRA responded to changes in the development programming environment?</p>	<p>a. What are the objectives of these relationships?</p> <p>b. How does ADRA Canada assess the outcomes (effects) of each relationship?</p> <p>c. What action does it take to improve the effectiveness of the partnering?</p> <p>d. Efficiency: How does ADRA assure that staff resources/time is spent appropriately on priority partnerships? Discuss issues in human resource utilization, sufficiency, and staff development.</p> <p>e. How do partners participate in program design and decision making? Steps taken to improve participation.</p> <p>f. Outline progress in gender equality initiatives.</p> <p>g. How are the relationships with partners changing? What are the related risks? How has ADRA responded to these changes?</p> <p>h. How do overall changes in the development programming environment affect ADRA? How does ADRA identify these changes? What are the major organizational risks related to these changes? What is its response to these changes?</p>	<p>ADRA management, staff & Board</p> <p>A sample of Partners (See list of partners in Table 2 below)</p> <p>CIDA officers</p>

Annex 3: Evaluation Workplan

Scope and Focus of the Evaluation (see TORs)	Central Performance Issues	Key Evaluation Questions and Data	Key Informants
<p>Review its work through recent evaluations and audits/financial risk assessments commissioned by both CIDA and ADRA Canada</p> <p>Review the changes in response to the recommendations of the last two evaluations undertaken in 1998 (Institutional Assessment) and in 2001 (Program Evaluation)</p>	<p>5. Does ADRA use monitoring, evaluations and audits (internal and external, formal and informal) to improve its performance?</p> <p>6. How does ADRA Canada assure its financial viability?</p>	<p>a. How does ADRA use monitoring, evaluations and audits to improve its performance?</p> <p>b. Review main examples of the use of these tools, and subsequent modifications to its program.</p> <p>c. Assess responses to the 2 previous CIDA evaluations.</p> <p>d. Outline main risks to financial viability. Review steps taken or under consideration to continue to assure financial viability.</p>	<p>ADRA management, staff</p> <p>ADRA Financial Management staff</p> <p>CIDA officers</p>
<p>Make some recommendations for the next Three Year Program (2006-2009) submission to CIDA.</p>	<p>7. How can the next 3 year program proposal be improved to help ADRA improve its performance (effectiveness, efficiency and relevance)</p>	<p>a. Review ADRA's experience in managing and reporting on the 2 existing projects with CIDA/CPB.</p> <p>b. Discuss ways to revise the contents including the RBM framework (and its use) to improve the next proposal and simplify project monitoring and management.</p> <p>c. Identify organizational capacity development elements that need to be included in the proposal</p>	<p>ADRA staff</p> <p>CIDA officers</p>
<p>Other issues related to organizational performance unspecified in the TORs</p>	<p>8. Organizational motivation</p> <p>9. Organizational capacity</p>	<p>a. How does ADRA's mission and culture contribute to its performance?</p> <p>b. Human resources: What steps has ADRA taken in staff/management development. What further steps are needed?</p> <p>c. Use of Information Technology: progress and future needs.</p>	<p>ADRA</p>

Annex 3: Evaluation Workplan

8.2 Interview and meeting schedule

Since much of the activity will be conducted during the summer, there are constraints on the availability of key informants. The list of informants and interview schedule set to date is shown in **Annex 4**.

Annex 3: Evaluation Workplan

Table 2: Partners, Discussion Points and Sample

Partners	Discussion Points and/or Data	Informants Sample	Key Documents
<p>Southern partners - field offices</p> <p>CIDA supported (12 counties)</p>	<p>Outline their roles and their participation in programming and decision making.</p> <p>Discuss capacity development (CD) assistance provided by ADRA. How has CD assisted? Suggestions to improve the content or scope of CD.</p> <p>Briefly, their experience in reporting on outcomes. Their views on the use of RBM.</p>	<p>Telephone discussions with 3 or 4 Southern partners, mainly the recipients of larger funding:</p> <p>Laos – including follow-up questions re the 2001 program evaluation Mongolia Cambodia Sao Tome (smaller and newer program)</p>	<p>Review total sources and amounts of funding for each sample partner</p> <p>Review of partners reports to ADRA including results data</p>
<p>Southern partners “ADRA- only” (45 projects)</p>	<p>Data: quality of the reporting</p>	<p>ADRA staff</p>	<p>Review of reporting in a random selection of 4 current projects</p>
<p>Adventist church members/ partners across Canada</p>	<ul style="list-style-type: none"> - Adequacy of the information on performance that reaches church members - Their learning re development - Participation in decision making - Links between International and National Programs 	<ul style="list-style-type: none"> - Conference Presidents - ADRA representatives in each region/ “conference” - ADRA “Ambassadors” in churches <p>Visits: Red Deer, Abbotsford, Mount Pearl, Ontario (Oshawa, Ottawa vicinity) And telephone discussions.</p>	<ul style="list-style-type: none"> -National Program data -National and International strategy documents - Reports to ADRA from conferences - Contribution data - etc.
<p>ADRA International (USA)</p>	<ul style="list-style-type: none"> - What does it do for ADRA Canada? - How does ADRA Canada contribute to the performance of ADRA International? - Its role in helping ADRA improve its performance. 	<p>Telephone discussions:</p> <p>Byron Scheuneman, VP</p> <p>Frank Teeuwen, Disaster Response</p>	<p>ADRA website</p> <p>To be identified</p>

Annex 3: Evaluation Workplan

Key Volunteers	- Outline their roles - How has this improved ADRA capacity and performance?	Eric Rajah (Red Deer) Ray Loxdale (East Coast)	
“Trusts” ** e.g. Glassco Foundation	To be determined	To be determined	
CIDA CPB And Other (e.g. bilateral, Tsunami relief)	- Perceptions, expectations and concerns re ADRA - General reporting challenges - Any potential upcoming changes in policy or procedures re CIDA – NGO interface.	- Jennifer Thomson - Robert Derouin, DG, Voluntary Sector Programs - Norman Cook - Ok-kyung Pak (gender) - Joshua Tabah (Tsunami relief) - Fatima Ameen - Rejean Forget (bilateral) - Denis Labelle (Yeman)	Contribution Agreements ADRA reports to CIDA FRAU reports Recent CIDA Audits of ADRA Churches/CIDA Steering Committee, “Christian NGOs and CIDA” October 1995
Canadian NGOs CCIC CCCC Canadian Foodgrains Bank COCAMO	- What are the advantages to ADRA of links with these organizations? - What do these organizations provide to ADRA in terms of both organizational development and programming?	To be determined	
Are any new partnerships being considered? In Canada or internationally	Why?	ADRA staff and Board	

* While church members provide considerable volunteer time and financial support, there are a number of **key** volunteers who provide an exceptional amount of expertise and time.

** Managed by ADRA, these are small trust funds earmarked for support to communities or specific sectors

Annex 3: Evaluation Workplan

ANNEX 3: Draft Table of Contents

Summary and Recommendations

Acronyms

1. Introduction

- 1.1 Overview of ADRA Canada: goals, programs and networks
 - Mission and culture
 - Links with CIDA policies
- 1.2 Organizational Structure, Staff and Volunteers
- 1.3 Program Management
- 1.4 Funding and Financial Management

2. Scope and Objectives of the Evaluation

- 2.1 Objectives
- 2.2 Approach and Methodology
 - Approach – performance and capacity development
 - Key evaluation issues and questions
 - Summary of Evaluation Activities and Data Sources
 - Limitations of the Methodology
- 2.2 Structure of the Report

3. Partnership Management

- Description of the partnerships, and purposes
 - including the National Program
- Effectiveness and efficiency
- Partner participation in decision making
- Findings and summary

4. Development Programming Environment

- Changes in the environment, in Canada and internationally
- How are the changes identified
- Managing within a changing environment
 - opportunities and risks
- ADRA Canada's response to changes

5. Use of internal monitoring, external evaluations

- Description of monitoring systems
- Effects of monitoring systems, influence in improving programming
- Response to recommendations in previous CIDA evaluations
- Response to recent CIDA audit

6. Assuring Financial Viability

- Multiple accountabilities
- Managing the Financial risks
- Steps taken and proposed to assure financial viability

Annex 3: Evaluation Workplan

- 7. The Next Three Year Program**
 - Review of experience in managing and reporting
 - in the existing two programs with CPB
 - in other programs
 - Use of RBM and indicators
 - Simplifying proposal writing and reporting
 - Suggestions regarding the new proposal

- 8. Organizational Development**
 - organizational evolution to date
 - issues in capacity development
 - internally
 - Southern partners
 - human resource management
 - use of information technology
 - gender equality issues

- 9. Relevance of Program to CIDA's priorities and objectives**
 - value added
 - recommendations to CIDA.

- 10. Summary of ADRA Organizational Performance**
 - recommendations to ADRA Canada

ANNEXES

Summary /abstract based on KARs for CIDA corporate memory

Annex 3: Evaluation Workplan

ANNEX 4: Draft Meeting Schedule (in process)

Dates: week of	Meetings/Discussions
July 11	Jennifer Thomson Norman Cook
18	ADRA staff and mgte, Board CIDA staff Southern Partners CCIC, CCCC, Foodgrains Bank ADRA volunteers, Ontario
25	Eric Rajah, Red Deer, Alberta Volunteers, Red Deer
Aug 1	Conference Office & Volunteers, BC ADRA staff and mgte, Board CIDA staff Southern Partners
8	ADRA staff CIDA staff Southern Partners
15	ADRA staff ADRA Chairman
22	Conference Office & Volunteers, Newfoundland
29	Writing Report
Sept 5	Workshop – ADRA staff and mgte
12	ADRA staff and mgte

ANNEX 4: Terms of Reference

DESCRIPTION OF SERVICES

TERMS OF REFERENCE: EVALUATION OF ADRA CANADA

1. EVALUATION TITLE

Evaluation of ADRA Canada

2. BACKGROUND

The Adventist Development and Relief Agency (ADRA) was established in November 1956 by the Seventh-day Adventist Church to provide humanitarian relief and welfare. Originally called Seventh-day Adventist Welfare Service or SAWS, the name was changed to Seventh-day Adventist World Service in 1973.

By the mid-1970s, the organization began to broaden its mission from disaster relief into programs leading to long-term development. In 1983 SAWS underwent yet another name change to better reflect its overall mission and activities, becoming the "Adventist Development and Relief Agency" (ADRA). In 1997 the Agency was granted General Consultative Status by the United Nations, a unique opportunity giving ADRA added voice in the international community. Today ADRA works in approximately 120 countries worldwide.

ADRA is committed to following the example of Christ by showing love and compassion to those in need and by assisting them in the struggle for dignity and self-sufficiency. It is also committed to establishing strong, balanced partnerships with its overseas partners and the members of the communities in which it works. These principles of operation are extended to people world wide, regardless of ethnicity, gender, and political or religious association.

ADRA Canada

In 1985 the ADRA Canada became an independent, charitable non-governmental organization. ADRA Canada has its headquarters in Oshawa and regional offices in Abbotsford, Red Deer City, Saskatoon, Moncton, Mount Pearl and Longueuil. The ADRA Canada Board of Directors is elected annually, with one member being from a Southern partner country. ADRA Canada has approximately 8,000 volunteers and 20,000 to 25,000 individuals who donate regularly to ADRA Canada. Other support comes from a network of churches in all provinces and territories, corporate sponsors, and working in partnerships with, for example the Canadian Foodgrains Bank and CCIC.

ADRA Canada is committed to: 1) working in partnerships with local communities and undertaking initiatives which are aimed at improving the quality of life which meets self-determined needs of marginalized people; 2) empowering people to enable them to participate in their own development; 3) responding to emergency needs of populations affected either by natural or other disasters.

In 2004 ADRA Canada partnered with agencies in 54 of the approximately 120 countries in which ADRA works, providing assistance to the poor through relief to disaster victims and development programs that aim to improve living conditions, without concern for religion, ethnicity or politics. Priority sectors are water, agriculture, income generation, literacy, and primary health care.

ANNEX 4: Terms of Reference

ADRA Canada's Three Year Program 2003-2006 (S62413)

ADRA Canada is completing the second year of the Three Year Program 2003-2006 supported by the Voluntary Sector Program Directorate. The total value of this cost-shared program is \$3,596,000, with CIDA providing \$2,697,000 (75%) and ADRA Canada providing \$899,000 (25%).

ADRA Canada works with its partners in nine countries in Africa, Asia and the Americas, and continues to build on previous experiences in programming and nurturing local communities. The program focuses on health and nutrition, basic education, food and nutrition, water and sanitation, and capacity development. The program supports community based development initiatives which aim to improve and nurture the social development of people with respect to health, living conditions, and quality of life for the most disadvantaged peoples in Kenya, Togo, Honduras, Cambodia, Laos, Mongolia, Nepal, Jordan and Yemen. The program works toward building strong and active partnership relations with organization and institutions that share a common vision of development for human security and poverty alleviation.

ADRA Canada's Sustainable Agriculture Initiative 2003-2006 (S62485)

ADRA Canada is commencing the third and final year of the Sustainable Agriculture Initiative 2003-2006 supported by the Voluntary Sector Program Directorate. The total value of this cost-shared program is \$1,266,666 with CIDA providing \$950,000 (75%) and ADRA Canada providing \$316,666 (25%).

The main goal of the Sustainable Agriculture Initiative is to improve the lives of the rural poor in targeted communities in Cambodia, China, Malawi, Mongolia, Nepal, and Sao Tome. The objective is to promote sustainable rural development in the selected communities through agriculture, namely through increased food and agriculture production, improved food security, increased family incomes from agriculture and increased participation of women in agriculture related activities in order to improve human health and income levels and empower women.

3. REASONS FOR THE EVALUATION

CIDA's Performance Review Policy calls for periodic independent evaluations of its policies, programs and projects, and operations. The results contribute to better informed decision-making, foster an environment of learning by doing, and promote greater accountability for performance. The reasons for this evaluation are:

- ADRA Canada will be applying for program support for their next three-year program 2006-2009. An institutional and/or program evaluation is a CIDA requirement prior to approval of additional program funding;
- Since the last institutional evaluation in 1998 and program evaluation in 2001, ADRA Canada has carried out some organizational and programmatic changes.

4. SCOPE AND FOCUS OF THE EVALUATION

The objective of the evaluation is to undertake an organizational/institutional assessment. The consultant will:

ANNEX 4: Terms of Reference

- Review ADRA Canada and its work through recent evaluations and audits/financial risk assessments commissioned by both CIDA and ADRA Canada;
- Review the changes that have been made in response to the recommendations of the last two evaluations undertaken in 1998 (Institutional Assessment of ADRA – Upon Solid Rock) and in 2001 (From Strengths to Value-Adding Opportunities: Report of the Program Evaluation of ADRA Canada);
- Review ADRA Canada’s relationships with its partners and other members of the networks/associations in which it is a member;
- Make some recommendations for consideration in the next Three Year Program (2006-2009) submission to be supported by the Voluntary Sector Programs Directorate.

Elaboration of the issues to be addressed on the above objectives are provided using *CIDA’s Framework of Results and Key Success Factors*. The consultant will undertake an assessment to encompass the following:

A Review of ADRA Canada, including their relationship with their partners and other members of networks and associations in which they participate

- Is ADRA Canada meeting its stated objectives and contributing to the achievement of its mission?
- What are some of the strengths and weaknesses of ADRA Canada’s current structure, including its relationship with partners? How do these relationships contribute to the results achieved in the CIDA Voluntary Sector Programs Directorate assisted programs?
- Does ADRA Canada anticipate/respond to change (program and institutional) based on adequate information and does it take appropriate action to manage risk in a timely manner? How?
- How does ADRA Canada learn from its experience and innovate? Does it use knowledge gained from their experiences to improve their program in a timely manner? How?

B. Partnerships

- Does the inter-relationship between ADRA Canada and its partners promote participatory planning, monitoring/evaluation and decision-making?

C. Appropriateness of Design of the Program

- Is the design of ADRA Canada’s program supported by the Voluntary Sector Programs Directorate appropriate to achieve CIDA’s priorities, strategies?
- To what extent does ADRA Canada’s program provide an appropriate framework for the next program submission from ADRA Canada in the context of *CIDA’s Sustainable Development Strategy 2004-2006*?
- To what extent are partnerships to promote gender issues being strengthened?

D. Appropriateness of Resource Utilization

ANNEX 4: Terms of Reference

- Are sound financial management policies and procedures, including budgeting, accounting and reporting systems and practices in place and being followed?

E. Informed and Timely Action

- Are effective networks and processes in place to identify and assess important trends and events in the program environment?
- Are there effective monitoring and reporting systems for internal and external risks and are responses to manage risks and opportunities appropriate and timely?
- Are strategies and practices adequate to respond to the nature and level of internal risk to program funds and assets?

F. Leverage and Value Added

The consultant will identify:

- ADRA Canada's leverage and value added within networks/associations and coalitions in which it participates;
- ADRA Canada's leverage and value added to CIDA;
- ADRA Canada's leverage and value added to Canadians through the Voluntary Sector Programs Directorate supported program;
- Strengths and weaknesses of ADRA Canada's relationship with its volunteers and other partners in Canada, which contribute to the extent to which ADRA Canada is able to achieve its intended international and domestic program results.

G. Conclusions, Lessons Learned and Recommendations

On the basis of the above, the consultant will draw conclusions and lessons learned in each of the six categories and make recommendations for consideration in the next three to five year program 2006-2009/2006-2011.

5. STAKEHOLDER INVOLVEMENT

Stakeholder participation is fundamental to CIDA evaluations. The consultant is expected to conduct a participatory evaluation providing for active and meaningful involvement by stakeholders and other interested parties. Stakeholder participation is to be an integral component of evaluation design and planning, information collection, the development of findings, evaluation reporting, and results dissemination.

6. ACCOUNTABILITIES AND RESPONSIBILITIES

CIDA's assigned evaluation manager will represent the Agency during the evaluation.

ANNEX 4: Terms of Reference

The evaluation manager is responsible for:

- Overall responsibility and accountability for the evaluation;
- Guidance throughout all phases of execution;
- Approval of all deliverables;
- Co-ordination of the Agency's internal revenue process.

The consultant is responsible for: 1) conducting the evaluation; 2) the day-to-day management of operations; 3) regular progress reporting to CIDA's evaluation manager; 4) the development results; and 5) the production of deliverables in accordance with contractual requirements. The consultant will report to CIDA's evaluation manager.

7. EVALUATION PROCESS

The evaluation will be carried out in conformity with the principles, standards and practices set out in the *CIDA Evaluation Guide – October 2004*. The evaluation is expected to be carried out during the first and second quarters of fiscal year 2005/2006 (April to October 2005).

The evaluation will be a cooperative initiative guided collaboratively by an Evaluation Steering Committee, comprised of representatives from CIDA, ADRA Canada, and its Board of Directors, that meets at important milestones in the evaluation process. The committee responsibilities include:

- review and approve the Terms of Reference;
- identify and select the evaluation reports and audits the evaluator will review for the purposes of this evaluation;
- identify and select the domestic and international counterpart institutions, coalitions and volunteers the evaluator will interview for the purposes of this evaluation;
- make recommendations on the selection of the evaluator(s); review and approve the draft and final evaluation workplan;
- monitor progress of the evaluation;
- review and approve the draft and final evaluation report.

The committee will include representatives from ADRA Canada, the Board of Directors of ADRA Canada and CIDA, as follows:

- Director-General, Voluntary Sector Programs Directorate, CIDA, who will chair the Steering Committee;
- Program Manager, Voluntary Sector Program Directorate, who covers CIDA's relations with ADRA Canada;
- Executive Director of ADRA Canada or designate;
- International Programs Director, ADRA Canada;
- Finance Director, ADRA Canada;
- Member of the Board of Directors of ADRA Canada.

The evaluator will also participate in Steering Committee deliberations.

7.1 Evaluation Workplan

The consultant will prepare an evaluation workplan to operationalize and direct the evaluation. The workplan will describe how the evaluation will be carried out, bringing refinements, specificity and elaboration to the terms of reference. It will be approved by the Evaluation Steering Committee and act as agreement between the parties for how the evaluation will be conducted.

ANNEX 4: Terms of Reference

The evaluation workplan will address the following reporting elements:

- overview of the CIDA Voluntary Sector Programs Directorate/ADRA Canada partnership;
- expectations of evaluation;
- roles and responsibilities;
- evaluation methodology;
- evaluation framework;
- information collection and analysis;
- reporting;
- work scheduling.

7.2 Travel

The evaluation will include visits in Canada to consult with ADRA Canada in Oshawa and members of networks/associations to which ADRA Canada belongs, to collect information in accordance with the requirements stipulated in the evaluation workplan. Contact with ADRA Canada's overseas partners will be conducted through conference calls, fax and e-mails.

7.3 Evaluation Report

The consultant will prepare an evaluation report that describes the evaluation and puts forward the evaluators findings, recommendations and lessons learned. The presentation of results is to be intrinsically linked to the evaluation issues, establishing a flow of logical development derived from the information collected.

8. DELIVERABLES

The consultant will prepare: 1) an evaluation workplan; and 2) an evaluation report in accordance with the standards identified in the *CIDA Evaluation Guide*.

The deliverables are to be:

- Prepared in English.
- Submitted to CIDA electronically via e-mail and/or diskette in Microsoft Word and/or Rich Text Format.
- Submitted in hard copy format (6 copies, one of which will be unbound).

8.1 Draft Evaluation Workplan

8.2 Final Evaluation Workplan

8.3 Draft Evaluation Report

8.4 Final Evaluation Report with an Executive Summary and relevant annexes

8.5 Abstract for CIDA's Corporate Memory.

9. EVALUATOR QUALIFICATIONS

The evaluation will be implemented by a Canadian-based consultant. He/she is expected to be:

ANNEX 4: Terms of Reference

- Experienced in the areas of institutional organization, capacity development, gender/women's issues, health, food and nutrition, basic education, water and sanitation, micro-enterprise.
- Experienced in conducting evaluations/performance assessments and a proven record in delivering professional results;
- Experienced in working with NGOs and partners;
- Fully acquainted with CIDA's results-based management orientation and practices;
- Fluent in English.

ANNEX 4: Terms of Reference

ANNEX 2

List of Documents and Reports to be Reviewed

- ADRA Canada 2003-2006 Program Submission (S62413) to CIDA/NGO Division
- ADRA Canada 2003-2006 Sustainable Agriculture Program Submission (S62485) to CIDA/NGO Division
- Contribution Agreements between ADRA Canada and CIDA for Programs S62413 and S62485
- CIDA Documents including, Sustainable Development Strategy 2004-2006, Strengthening Aid Effectiveness, Canada Making a Difference in the World, Promoting Sustainable Rural Development through Agriculture.
- Christian NGOs and CIDA - Guiding Principles, Understandings and Affirmations, October 1995.
- Annual Report for 2003 – 2004 for Program S62413
- Annual Report for 2003/04 – 2005 (due end May 2005) for Program S62485
- PARS Reports; Country Reports on CIDA's web-site
- FRAU Reports (4) for years ending June 30, 2001 to June 30, 2004 (four years)
- Evaluation Reports:
 - 1) Institutional Evaluation - Upon solid Rock by Participlan Ottawa, 1998
 - 2) Program Evaluation by E. T. Jackson Associates (Y. Kassam and F.Ombaso), 2001
- Sample of ADRA Canada's publications/pamphlets since 2001
- ADRA Canada's Annual Report
 - 2001
 - 2002
 - 2003
 - 2004
 -
- Videos and CDs
- ADRA Canada's Website

ADRA Canada's Staff to be Interviewed

- Oliver Lofton-Brooke, Executive Director
- Lisa Mercer, International Programs Director
- Nola Pal, Finance Director
- Lauren Clarke, Web Support Specialist (PARS)
- James Astleford, Advisor to the Executive Director (re Agriculture Program)

ANNEX 4: Terms of Reference

ADRA Canada Board to be interviewed

- Chairperson, Dan Jackson
- Cliff Patterson, Retired ADRA staff
- John Howard, previous Executive Director (Governor General's Award)
- Others to be consulted with ADRA Canada

ADRA Canada's Supporters to be interviewed

to be consulted with ADRA Canada

List of CIDA Personnel to be Interviewed

Canadian Partnership Branch

- Robert Derouin, Director General, Voluntary Sector Division (997-6202)
- Jennifer Thomson, Senior Program Officer, Multi-Sector Programs (953-2816)
- Ok-kyung Pak, Gender Specialist (997-0533)

Multilateral Programs Branch

- Joshua Tabah, Humanitarian Assistance, Peace & Security (HAPS) (Tsumani) (953-0425)
- Denis Labelle, HAPS (997-1596) re files Yeman

Africa and Middle East Branch

- Mavis Mains, Rwanda (now Asia 994-0955)