

of development. The ability to identify priorities, to plan and to manage projects varies widely from one country to another, and so does the quality of public and private administration. Needs also vary: basic educational assistance for some, physical or social infrastructure for others, food aid for many, sectoral economic assistance -- such as industrial machinery or commodity loans -- for still others, technical services for the most advanced. Some countries can only be assisted by turn-key projects, for which Canada must provide all the "input", from the planning stage to the training of the required personnel; others need only some of the components for projects they have launched on their own. All these factors make it virtually impossible for CIDA to standardize its administrative procedure in a very real sense, each development project must be tailor-made for the country we assist.

There are many more constraints upon CIDA's effectiveness that are beyond the Agency's control. The Agency must respect at all times the sovereignty of the countries it is assisting; accordingly, it must dovetail its own procedures with those of other governments, whose bureaucracies are different and uneven in performance. This often means delays that are inordinate by Canadian standards. Other delays are caused by the severe shortage of skilled manpower in developing countries and the lack of experienced personnel in Canada itself. To mount virtually any program in any sector, CIDA must first bolster the countries' administrative and technical capacity. Initially, most programs require a high Canadian technical assistance input; but, in a developmental perspective, "localization" of the project is highly desirable, and localization requires the training of counterpart personnel -- a process which takes several years. Then, these trained nationals are in tremendous demand in developing countries and it is difficult to hold them with the original project. Still more delays result from varying abilities of governments to muster local financial resources. Acquisition of land, construction of buildings and housing facilities, the hiring and payment of local staff -- all these operations, which are relatively simple in Canada, can be very complex and time-consuming in developing countries. Occasionally the compatibility of Canadian equipment and practices with those of other countries will create "interface" problems that must be solved; and this, once again, takes time and costs money.

For all the above reasons, I would be deluding this Committee if I did not admit that the usual standards of Government efficiency simply cannot be applied *mutatis mutandis* to CIDA operations. I am not only being candid; I am being realistic.