



CANADA'S COALITION TO END GLOBAL POVERTY
ENSEMBLE POUR ÉLIMINER LA PAUVRETÉ DANS LE MONDE

**Submission by the Canadian Council for International Co-operation
to Canada's International Assistance Review**

JULY 2016





INTRODUCTION : FOR PEOPLE, PLANET AND PROSPERITY

The Canadian Council for International Co-operation welcomes Global Affairs Canada's review of Canada's international assistance framework, the most substantive examination of our international cooperation agenda in over two decades. The review is timely given recent substantive international commitments on key global issues, including financing for development, tackling climate change and its development impacts, and strengthening humanitarian assistance and disaster risk reduction.

As Canada moves to align its efforts with the 2030 Agenda for Sustainable Development, this review offers an opportunity for a fresh vision, new approaches, and a renewed and stronger relationship between government and civil society partners. At the heart of the 17 Sustainable Development Goals (SDGs), which came into force on January 1, 2016, is a recognition that the most pressing challenges of our time are universal, requiring North-South solutions. These include mitigating and adapting to climate change and environmental degradation; dealing with the devastating human consequences of protracted regional conflicts; tackling deep and persistent poverty and inequality; and fulfilling the most basic human rights, including women's empowerment and gender equality. The SDGs challenge us to collaborate globally to achieve a fairer, safer, and more sustainable world, leaving no one behind.

In this spirit, CCIC and its member organizations have been active participants in Canada's International Assistance Review process. CCIC's team members have participated in as many of the high-level and working-level consultation sessions hosted by Global Affairs Canada as possible, both to contribute our sector perspective and to hear from and engage with civil society and other stakeholders. We have also been involved in organizing numerous roundtables, and have provided continuous summaries and analysis to our members to inform their own submissions. While compressed, consultations have been open, informed, and well documented. We commend the political commitment signalled by the participation of Minister Bibeau or her Parliamentary Secretary in all high-level consultations.

While the intended outcomes of the review remain unclear, the discussion paper signals several welcome directions. It acknowledges Canada's responsibility and need for policy coherence in realizing important global commitments. It unequivocally commits to a feminist approach, placing gender equality at the heart of Canada's international assistance. It reflects openness to a human rights-based approach to development. It shifts the focus from poverty alleviation to tackling the structural causes of poverty and inequality, and to reaching the poorest and most marginalized, including in fragile states. It underscores the importance of grounding programming and policy directions in evidence.

CCIC and its members particularly welcome the recognition of the critical role played by Canadian and international civil society organizations, and the need to recalibrate the government's relationship with its strategic development partners. Looking forward, we hope that a reaffirmed CSO Partnership Policy, which still lacks a public action plan, will be central to the government's engagement with civil society.

Our submission builds on this considerable positive ground. It is informed by the policy work undertaken by CCIC in recent years, as well as by the many inputs developed and received around the current consultation process. We offer concrete suggestions on how Canada can, with a new vision, fresh approaches, renewed partnerships, and a well-defined set of policy outcomes, play a meaningful role in building the fairer, safer, and more sustainable world envisioned in the 2030 Agenda.

President-CEO

Canadian Council for International Co-operation



ALIGNING CANADIAN ACTION WITH THE 2030 AGENDA : TOWARD A COHERENT POLICY FRAMEWORK

RECOMMENDATION : This review should lead to a white paper or policy framework on global development cooperation that will articulate Canada's vision and priorities for the next five years, and identify the corresponding strategies, policies and action plans for implementation

WHY? Achieving Canada's latest global commitments will require transformational changes in vision and approach and have far reaching implications for all development partners and a range of government departments.

HOW? A clear plan to address policy and strategy gaps over the coming two years should be included as an output of the review.

CCIC and its members would welcome ongoing dialogue and collaboration in action planning with the government of Canada over that timeframe.

The past year has seen major developments in global cooperation, including the UN [2030 Agenda for Sustainable Development](#), the [Beijing Declaration \(+20\) and Platform for Action](#) on women's rights and gender equality, the [Sendai Framework for Disaster Risk Reduction](#), the [Addis Ababa Action Agenda](#) on financing for development, and the [Paris Agreement](#) on climate change. Canada also formally declared its full and unreserved support for the [UN Declaration on the Rights of Indigenous Peoples](#).

The [17 Sustainable Development Goals](#) (SDGs) of the 2030 Agenda are far broader than the 2015 Millennium Development Goals (MDGs) they build upon. In addition to laying out an ambitious agenda covering economic, social, and environmental dimensions of sustainable development, the goals are universal. This universality means going beyond traditional overseas assistance, and committing to work cooperatively to address poverty, inequality, sustainability, and issues of fundamental justice globally, including in Canada.

Canada's generous response to the Syrian refugee crisis — welcoming [nearly 29,000](#) refugees between November 2015 and July 2016 through a combination of government and private sponsorship, as well as contributing to humanitarian relief in the region — illustrates the kind of approach that should guide our agenda for global cooperation — looking not just abroad, but at what we can do here. Similarly, we must also look critically at how Canada's actions in various areas, including economic growth and trade strategies, affect poverty and inequality, as well as the health of the planet, both globally and locally.

The SDGs also recognize the shared imperative of tackling climate change as essential to sustainable development and poverty eradication. The effects of climate change are now being felt on natural and human systems on all continents and across the oceans. But the impacts are being experienced unequally: the poorest and most marginalized are [especially vulnerable](#). In signing the Paris Agreement in April 2016, the Prime Minister committed Canada to reducing greenhouse gas emissions by 30 per cent from 2005 levels by 2030. Yet Agenda 2030 notes the lingering gap between national commitments and the action needed to avoid catastrophic climate change.

Like the MDGs that preceded them, the SDGs are grounded in the Universal Declaration of Human Rights and related international instruments. They also note the paramount necessity of realizing gender equality and the empowerment of women and girls as a means to progress across all areas of sustainable development.



This timely review provides a critical opportunity for Canada to move beyond a narrow focus on international assistance, to a whole-of-government approach to global development cooperation – fit for the challenges ahead. This process and its outcomes will be key to positioning Canada as a global leader.

Here, we propose starting points for a comprehensive policy framework, including:

- A new vision to guide Canada's contributions to achieving the 2030 Agenda for Sustainable development;
- A new outcome-based approach to implementation that, while targeting priority sectors, recognizes the intersectionality (and universality) of development challenges, and the need to tailor solutions to local/regional contexts;
- A renewed and strengthened partnership between the Canadian government and development and humanitarian CSOs, building on the 2015 CSO Partnership Policy; and
- A coherent and actionable set of policy outcomes

A NEW VISION

In confronting interconnected and complex global challenges, CCIC recommends that Canada's overriding vision be guided by the following imperatives:

PUT HUMAN RIGHTS AT THE CORE

A human rights-based approach should be the guiding framework for Canadian global development cooperation, with gender equality at its heart. As elaborated in [recommendations by the CSO Partnership for Development Effectiveness](#) Canada's programming and policies, as well as our global partnerships, should focus on furthering the realisation of human rights as laid down in international human rights instruments.

LEAVE NO ONE BEHIND

As stated in the mandate letter to the Minister of International Development, Canada must focus its efforts on the poorest and most vulnerable people, and on reducing poverty and inequality. Reaching the most marginalized and excluded — including Indigenous peoples, women and youth, and people with disabilities — must be central to this vision, in accordance with Agenda 2030. We must go beyond tackling the symptoms of poverty and inequality — such as hunger, disease, and violence — to tackling root causes.

APPLY A FEMINIST APPROACH

Gender equality and women's rights must be a cross-cutting priority. While women represent the majority of the population, they lag behind almost universally in income levels, political power and influence, leadership in business and other institutional spheres, and in the right to make their own sexual and reproductive choices. Canada must ensure that all government policies and activities reinforce and support a gender-transformative approach, and commit to a continuous process of multi-stakeholder dialogue and policy development to achieve lasting and evolving structural change.

ENSURE SUSTAINABLE DEVELOPMENT

Climate change has the potential to reverse all recent development gains. The government should make sustainability a cross-cutting priority, including through substantial investments in climate change adaptation and mitigation at home and in the countries where it operates, and by supporting livelihood pathways that promote wellbeing, respect ecosystems, and conserve resources for future generations.



NEW APPROACHES TO IMPLEMENTATION

Respecting the universal and intersectional nature of the SDGs will demand new approaches to programming and policy coherence within Canada's global cooperation framework.

LOOKING AT HOME AND ABROAD

The challenges of the SDG agenda resonate with Canada's own domestic challenges – to leave no one behind, to address growing income inequality, to improve gender equality outcomes, and to combat climate change. All three levels of government, together with non-state actors (including civil society and the private sector), must collaborate on meeting Canada's sustainable development challenges – at home and abroad.

A WHOLE-OF-GOVERNMENT EFFORT

Government must work to break down silos within and between government departments and agencies, creating spaces, strategies, and plans to promote greater collaboration and coherence. A whole-of-government approach that contributes to policy coherence for sustainable development will necessarily involve diplomacy, trade, defense, and environment as well as drawing on more domestically focused ministries, such as health and justice, that can contribute expertise in specific areas.

OUTCOME-BASED PROGRAMMING

Achieving the SDGs will demand looking beyond short-term results to broader long-term outcomes, recognizing that sustainability demands transformative change. As elaborated in Section 3, CCIC proposes anchoring our global development cooperation efforts around three broad outcome areas – i) a fairer world, ii) a safer world, and iii) a more sustainable world. Reflecting the interconnections between development changes, programming modalities should include a “basket” approach to identifying clusters of relevant interventions. Needs and vulnerability analyses will enable programming that is more tailored to context.

A MEASURED APPROACH

Agenda 2030 aims to ground development progress in evidence-based measures, elaborated around national indicator frameworks (Articles 75-6). To meet this standard, Canada will need to clearly define objectives and metrics, invest in development research and knowledge sharing, and support developing countries in defining and measuring progress, including through investments in data-gathering and national statistics capacity.



A RENEWED AND STRENGTHENED PARTNERSHIP WITH CIVIL SOCIETY

The UN Secretary-General has [urged](#) for civil society organizations (CSOs) to have capacity and space to “rally to the cause, and contribute to a sustainable, equitable and prosperous future.”

In Canada, CSOs have long played a major role in shaping and implementing development cooperation, as well as in engaging the public, and will be invaluable partners as the Canadian government works to promote sustainable development. The 2015 [Civil Society Partnership Policy](#) is the product of considerable dialogue between the Government of Canada and its civil society partners in

development, and represents an important milestone. Unfortunately, the Policy has not yet been translated into a public action agenda, much less implemented in full. And while the Policy recognizes the need for an enabling environment for civil society in developing countries, it fails to include measures to support such an environment here in Canada. CCIC looks forward to working with Global Affairs Canada to strengthen and operationalize this important area of policy.

A DEFINED AND COHERENT SET OF POLICY OUTCOMES

A coherent policy framework to guide Canada’s global cooperation efforts requires a core set of actionable and measurable policy outcomes. Given the broad scope of the SDGs, and range of government departments and development partners that will be involved in achieving them, the Government of Canada should commit to a two-year timeframe of dialogue and collaboration, to translate the vision and action plan emanating from the review process into a clear, comprehensive and viable set of specific policies on critical issues.

In its 2015 [Report to Parliament on the Government of Canada’s Official Development Assistance](#), Global Affairs Canada listed 16 federal departments and agencies that disbursed ODA funds in that year, ranging from the former Department of Foreign Affairs, Trade and Development and the International Development Research Centre to

Parks Canada and the Canada Revenue Agency. The universality of the SDGs means they will apply to an even wider set of federal bodies, along with provincial and municipal jurisdictions. The federal government, through GAC, should convene, broker, and consult with these diverse stakeholders on a pan-Canadian approach to sustainable development. The [National Action Plan on Women, Peace and Security](#) is one example of how collaboration across government, and with civil society partners, can elaborate the objectives, strategies, and indicators needed to translate international commitments into a firm and coherent plan of action.



PRIORITY AREAS FOR CANADIAN DEVELOPMENT COOPERATION

The Government of Canada must make difficult choices in setting its thematic priorities under a new policy framework for global cooperation. As noted above, the intersectionality of the SDGs demands a holistic approach to programming and policy development and implementation. Here, CCIC proposes a thematic framework that acknowledges these intersections, while prioritizing areas identified as areas of greatest development need, where Canadian expertise and experience can make a difference.

RECOMMENDATION : Canada's thematic priorities must reflect our strengths and experience while respecting our global commitments in areas of greatest development need.

HOW? Canadian thematic priorities should be organized according to three broad outcome areas that reflect the spirit and intent of the SDGs. Priority action pillars are identified for each.

- **A FAIRER WORLD**
 - Women's rights and gender equality
 - Governance, pluralism and diversity
- **A MORE SUSTAINABLE WORLD**
 - Climate change adaptation and food security
 - Green and inclusive growth and livelihoods
- **A SAFER WORLD**
 - Humanitarian response
 - Peace and security

The four imperatives of the unifying vision outlined in Section 2 above (a human rights-based approach, a feminist approach, leaving no one behind, and sustainability) should be recognized as cutting across all areas of our global cooperation framework.



OUTCOME AREA 1: A FAIRER WORLD

A fairer world is one in which all people enjoy their full civil, cultural, economic, political, and social rights. Our commitment to fundamental human rights must reflect not just across our international assistance but in all aspects of our foreign policy.

In adopting a feminist approach to international development, Canada should make Women's Rights and Gender Equality both a standalone and cross-cutting priority. This is in line with the 2030 Agenda for Sustainable Development, where gender equality is a standalone goal and mainstreamed across all other goals. In doing so, Canada's "feminist lens" should advance a gender transformative approach.

Canada can also make a significant contribution to a fairer world by building on our strengths and experience in governance, pluralism and diversity.

Across all of Canada's development cooperation efforts, it is vital to work in collaboration with local partners who are respected in the community and committed to promoting human rights and gender equality.

ACTION PILLAR 1A: WOMEN'S RIGHTS & GENDER EQUALITY

Women play a critical role in the development progress of whole societies. Investing in women and girls pays off in healthier, better educated, and more productive communities. In low-income countries, women make up just under half of the labour force, while also nurturing and feeding their families. Yet in countries both rich and poor, women are underrepresented in political and corporate circles. They lag in income, and carry out the vast majority of the world's unpaid labour. Discrimination based on gender is compounded in many cases by other factors, including age, poverty, race, religion, and sexual orientation. For example, adolescent girls in particular are among the most excluded populations in the world, facing double discrimination based on age and gender.

CCIC lauds the recognition within the IAR consultation framework of the necessity of advancing women's rights and gender equality. But linking women's rights to health undermines the feminist approach at the heart of this project, by equating women's rights and development progress with a reproductive and nurturing role. All women deserve unconditional support in realizing the full range of their rights – including their sexual and reproductive rights.



Canada can build on its historically pioneering work on gender equality and its recent leadership in maternal, newborn and child health (MNCH) by:

- Spearheading a more holistic approach to protecting and promoting all women's rights and freedoms, as both a standalone action pillar and a cross-cutting focal area;
- Maintaining Canada's strong focus on maternal and child health, but within a health rights framework that recognizes and advances women's sexual and reproductive health rights and puts new emphasis on taking a life-cycle approach, targeting adolescents in particular;
- Working with the international community to fill critical funding gaps on women's rights and gender equality, including in advancing women's civil and political rights – the government should ensure that 20 percent of all international assistance investments have a principal focus on advancing gender equality and women's empowerment;
- Supporting universal public services in developing countries, including universal health, education, and social safety nets, which help level the playing field and reduce inequalities.
- Addressing the causes and effects of violence against women by supporting education, victim support, and other programs – including those targeting men and boys;
- Investing in women's rights organizations so that they may champion lasting change – the government should quadruple Canada's investment in women's rights organizations by the end of its first mandate – from \$5.2 mn to \$20.8 mn, an additional \$15.6 mn.

In applying women's rights and gender equality as a cross-cutting theme, we need to take a gender transformative approach, focusing on the need to shift power relations in the social, economic, and political spheres by addressing social and cultural norms, at home and abroad, that perpetuate inequality in all its forms.

We can do this, for example, by:

- Investing in women smallholder farmers to increase their resilience to climate change and promote their economic empowerment.
- Promoting positive masculinities, in areas experiencing high levels of male violence, so that men and boys no longer feel their identities are threatened by women exercising control over their bodies, their rights and their domestic and economic affairs.
- Promoting and applying gender-responsive budgeting to ensure that gender inequality is addressed in all stages of the budget cycle;
- Bringing the full capacity of the government – from aid to trade and defense to industry – to ensure that women and men have the same power to shape their own lives and their societies.



ACTION PILLAR 1B: GOVERNANCE, PLURALISM, AND DIVERSITY

As one of the most peaceful pluralist democracies in the world, Canada can harness considerable expertise and experience in helping other societies strengthen their governance and institutions so that they can celebrate and benefit from their diversity, rather than fear it.

As with other priority areas, our efforts to promote governance, pluralism and diversity must be set within an overarching human rights approach. Governments alone do not make for good governance; while we need to work with governments to the extent possible, long term investments in civil society will be essential to laying the groundwork for effective governance, particularly in fragile contexts.

This means:

- Investing in local human rights defenders, women's rights organizations, and those of indigenous peoples, gender and ethnic minorities, youth, people with disabilities, and other vulnerable groups;
- Strengthening judiciaries, parliamentarians, and local independent media and advocates to address laws that discriminate against the marginalized;
- Working with levels of government most responsive to the poorest and most marginalized;
- Investing in long-term institutional strengthening and in higher education to increase the needed knowledge base, providing both financial support and mentoring;
- Supporting open data and government transparency initiatives to help both civil society and government institutions effectively play their role;
- Strengthening local frameworks for private sector governance, including supporting advocates and government agencies in upholding labour rights and social protections and monitoring tax evasion, corruption, and corporate social responsibility.

Strengthening governance also demands critical reflection on how Canadian corporations contribute to or undermine human rights abroad. The government should implement legislation to enforce corporate responsibility for Canadian companies that operate overseas, and sign trade agreements that respect social, environmental and women's rights. Investment state dispute mechanisms in trade agreements, which put corporate rights ahead of the ability of elected governments to effectively protect labour rights, the environment and other areas of vital interest, should be removed or reformed. Canada should use its diplomacy in multilateral forums to promote progressive, transparent and fair tax systems, support strong labour laws, and fight impunity and corruption at home and abroad.



OUTCOME AREA 2 : A MORE SUSTAINABLE WORLD

The SDGs remind us that the wellbeing of people cannot be separated from the health of the planet. Climate change poses nothing less than an existential challenge. The government must assess all areas of domestic and global investment in terms of how they exacerbate or mitigate climate change, and identify measures to “climate-proof” development efforts.

As noted in Section 5, climate finance must be new and additional to the International Assistance Envelope (IAE), and balanced between supporting adaptation and mitigation. To meet our obligations under both the SDGs and the Paris Agreement, and to leave no one behind, adaptation efforts focused on the poorest and most vulnerable, particularly women, must take center stage.

We welcome the government’s establishment of clean growth and climate change as proposed priorities. But not all climate change impacts confronting the poorest can be addressed through “growth” solutions. Many – including its impacts on water, biodiversity, sanitation, health, housing, and subsistence agriculture – are questions of basic survival. And the greatest mitigation gains from “green growth” pathways will be among industrial nations such as Canada, and large emerging economies such as China and India, not in LICs, LDCs, or fragile states.

We propose instead two standalone pillars related to sustainability and climate action: i) Climate change adaptation and food security, with an emphasis on smallholder agriculture and sustainable livelihoods; and ii) Green and inclusive growth and livelihoods, targeting pro-poor pathways to prosperity that favour the triple bottom line of social, environmental, and economic sustainability.

ACTION PILLAR 2A : CLIMATE ADAPTATION STRATEGY & CLIMATE CHANGE

Agriculture remains a major employer and primary means of sustenance for rural households in low-income and least developing countries across Latin America, South Asia and sub-Saharan Africa. Agricultural land and other food sources such as fisheries and forests are uniquely vulnerable to climate change. Food producers in all developing regions are already coping with extremes of climate variability.

Canada launched its Food Security Strategy in 2009, yet began soon after to reduce its investment in key areas. [Funding](#) peaked in 2009-10 at \$670 million but fell by almost half to \$346 million by 2014-15. As Canada ramps up its investment in climate change adaptation and mitigation, we need to reinvigorate our investments in global food security.

Smallholders are key to sustainable food production in low-income countries. Eighty percent of farmland in sub-Saharan Africa and Asia is comprised of small plots of up to ten hectares. Smallholders — who include farmers, pastoralists, forest keepers, and fishers — [produce about 80%](#) of the food supply in these two regions. Smallholders [can be](#) productive, resilient to climate change, and play a vital role in family health and nutrition, especially when women smallholders are supported.

Canada can build on its leadership in integrating climate change adaptation within sustainable agriculture and food security by:

- Empowering women smallholders, so that they have greater access to land, credit, markets, tools and technology, production and nutritional knowledge, and agricultural services to increase their yields, incomes, and decision-making at home and beyond;
- Increasing investment and producer-led research into climate-resilient crop varieties, sustainable aquaculture, better livestock practices, integrated soil fertility and water management, nutrition-sensitive agriculture; and agro-forestry and biodiversity preservation;
- Strengthening governance capacities and institutional structures to support smallholders, including cooperatives, extension services, women’s collectives, microcredit facilities, national and regional farmers’ associations, and regional climate monitoring and advisory networks;



- Addressing deforestation, water pollution and scarcity, and other climate-associated risks to ecosystem services that underpin agriculture, food security, and other areas of development.
- Aligning our support to focus countries with their National Adaptation Plans, and ensuring those most vulnerable to climate change have a voice in shaping global and local action on adaptation and mitigation.

At home, Canada must aggressively pursue its commitments to reduce our carbon emissions in order to slow and mitigate the global effects of climate change. We must also ensure our trade policies are aligned with our efforts to promote food security. In particular, these policies should not increase the risks posed to small-scale farmers by trade agreements, nor undermine access to nutritious food or a government's ability to support poor local farmers.

ACTION PILLAR 2B: GREEN AND INCLUSIVE GROWTH AND LIVELIHOODS

The success of growth strategies predicated on enhancing trade and investment in developing countries has been mixed. High economic growth rates in some regions have come at the cost of growing income inequality, exacerbated where national governments have adopted austerity measures that reduce services and supports for the poor. Countries such as China and Bangladesh, where factories have boomed through a global shift to off-shore manufacturing, are also confronted with appalling consequences for their environments and human rights, especially labour rights and working conditions.

To be truly green and inclusive, growth strategies must conserve and protect natural resources and foster a shift to renewable energy sources; provide opportunities for the poorest members of society, including women and youth; and respect fundamental human rights, including political and civil rights and the right to decent wages, health care, and education.

Key areas where Canada can make a difference include:

- Investing in energy conservation and a shift to renewables in Canada and globally;
- Fulfilling its commitments, along with other Annex II parties to the UNFCCC, to ensure sufficient funding is available to support both the adaptation and mitigation needs in developing countries, where the energy infrastructure for sustainable growth is critically lacking;
- Supporting an enabling environment for micro-, small- and medium-sized enterprises, which provide a pathway out of poverty for women, youth and vulnerable minorities in LICs and LDCs;
- Supporting Southern and Canadian CSOs and labour rights champions that advocate for decent wages and working conditions, public education, safety nets, and social protections;
- Strengthen codes of conduct applicable to Canadian companies operating overseas, especially in mining and resource extraction, and monitor their adherence to human rights frameworks.



OUTCOME AREA 3: A SAFER WORLD

The pressure on global humanitarian response systems is more intense and complex than ever. A confluence of longstanding and emerging factors — such as climate change, protracted conflicts, infectious diseases and deepening inequality — leave people vulnerable to multiple, overlapping risks. Over the last five years, conflicts in at least 15 regions have forced [a record number](#) of people from their homes: 65.3 million people globally are now either refugees or internally displaced.

Conflict zones pose acute challenges, not least for the safety of aid workers and civilians alike due to erosion of respect for the four core humanitarian principles — humanity, independence, impartiality and neutrality. Conflict and fragility also undermines the effectiveness of aid delivery.

in 2014, Canada [ranked](#) as the eighth-largest government donor to global humanitarian assistance. We propose two standalone action pillars to anchor Canada's further contributions to a safer world: i) Humanitarian response, with greater emphasis on preventing and preparing for disasters; and ii) Peace and security, focused on fragile states and regions.

As elsewhere, we must focus our efforts on addressing the needs of women and the poor who are at greatest risk of being left behind. We must address root causes that undermine global security, including inequality and resource scarcity linked to climate change. And we must ensure that the rights and dignity of those displaced by war or disaster are upheld, in accordance with the [Sphere](#) standards.

ACTION PILLAR 3A: HUMANITARIAN RESPONSE

Even as Canadian ODA has shifted towards humanitarian crisis response over the last five years, spending on measures that could prepare for or even prevent foreseeable crises remains wholly inadequate. In 2013, [only 2%](#) of Canadian humanitarian assistance was spent on disaster prevention and preparedness; the global figure was 6%. To promote greater stability, resilience, and sustainable development, Canada should place greater emphasis on prevention and preparedness, including through diplomacy.

Local actors and nongovernmental organizations are the first responders in emergencies, and it is they who will build the long-term capacity of local institutions. Canada must strengthen these local partners, with a strong focus on supporting the protection of human rights, women's rights, mental health and psycho-social support. Canada's approach should be impartial and neutral; recognize gender, ethnic and religious divisions; and build on local conflict resolution mechanisms.

Canada can strengthen its humanitarian response by:

- Localizing our approach - identifying local organizations able to reliably support crisis response and investing in their capacity, with respect for the principles of impartiality and neutrality.
- Investing more in disaster preparedness and prevention, targeting areas at greatest risk.
- Enhancing coordination within GAC and with other governments, multilaterals, and implementing partners, including CSOs, throughout the humanitarian-development continuum.
- Taking a flexible, diversified, and longer-term approach to humanitarian funding, recognizing that needs vary according to stage, and that some risk-taking is essential if we are to innovate.
- Sustaining our response to protracted crises with attention to building long-term resilience among refugees (through education and training, psychosocial support, job opportunities, etc.).



- Promoting the rights of women and girls; women's participation and leadership in humanitarian delivery and response; and preventing gender-based violence in crisis and post-crisis settings.
- Ensuring children – especially girls – remain in school during emergencies and long-term displacement.
- Basing our humanitarian response priorities on vulnerability and need assessment, including applying gender analysis and gender markers across all phases of humanitarian intervention

ACTION PILLAR 3B: PEACE AND SECURITY

As the government of Canada considers its response to current threats to peace and security, it should recall the words of the [2011 World Development Report](#): that lasting solutions to cycles of violence lie in “strengthening legitimate institutions and governance to provide citizen security, justice, and jobs.”

Canada's approach to peace and security should be rooted in i) conflict prevention, by ensuring sustainable development and respect for human rights, including women and minorities' rights, and ii) conflict resolution based on dialogue and diversity promotion. In the Americas, Canada's regionally unique position as an “honest broker” can be used to emphasize grassroots, civil society-led approaches to building post-conflict stability. Canada should continue to support judicial reform in the region, and engage hemispheric neighbours on the rights of refugees and displaced people.

Canada is also positioned to play a leadership role on women, peace and security as it enacts the 2015 [National Action Plan on Women, Peace and Security](#). This Action Plan, developed through extensive consultation across government and with CSO partner, will guide Canadian implementation of UN Security Council Resolutions that recognize and address the experiences of women and girls in conflict and post-conflict situations, and help improve Canada's capacity to safeguard and support affected populations during peace operations, in fragile states, and conflict settings. If properly implemented, the Action Plan can serve as a feminist backbone for an approach that addresses underlying causes of instability and insecurity while including women as partners, decision-makers, and agents of change.

Canada can play a meaningful role in promoting peace and security by:

- Fully implementing our National Action Plan on Women, Peace and Security, taking a leading role globally in protecting and empowering women in conflict and post-conflict zones, and encouraging our allies and partners to do the same;
- Promoting a holistic approach to peace and security going beyond military and diplomatic responses to address root causes of instability and insecurity; including food insecurity, gender, social and economic inequalities; and water and resource scarcity due to climate change.
- Strengthening formal and informal institutions in fragile states, working with CSOs and local advocates for peace, pluralism, rights, and democracy.
- Working in global fora to help broker negotiated peace settlements and address historical injustices.



DELIVERING SUSTAINABLE OUTCOMES

The global sustainable development agenda requires not just whole-of-government collaboration but whole-of-Canada collaboration. Civil society is playing and will continue to play a key role in leading and supporting Canada's contribution to sustainable development – that is, the achievement of the vision outlined above. The Canadian government must ensure that its policies foster an enabling environment for effective, innovative, and integrated programming that builds on the many strengths of Canada's diverse development community. Transparency, holistic accountability measures, and public engagement – developed and implemented in coordination with the full range of development partners and actors – will enhance the impact of Canada's global development commitments.

A. STRENGTHENING EFFECTIVENESS

RECOMMENDATION : Development effectiveness should be a core guiding principle in Canada's development policy and programming.

WHY? In the context of global, time-bound and universally applicable agendas for development cooperation, Canada's investments and contributions to global development cooperation must be guided by development effectiveness principles to maximize impact and ensure accountability.

HOW?

- Prioritize human and other resource investments that enhance GAC's substantive, procedural and technical capacity to implement the global sustainable development cooperation agenda.
- Development effectiveness should take precedence over the financial efficiency of international assistance delivery – from high-level policy right through to programming decisions.
- Support the creation, testing, and scale-up of innovative approaches through appropriate funding and institutional structures.

We – Global Affairs Canada, the broader government of Canada, civil society organizations, and other development actors – need to reconsider both why and how we “do” international development in the context of new and time-bound global goals and commitments. Building on Canada's legislated commitment to aid effectiveness through the [Official Development Assistance Accountability Act](#), effectiveness should be considered in terms of contribution to global development cooperation, in accordance with Canada's endorsement of international agreements and agendas since the Paris Declaration, notably including the principles in the [Busan Partnership for Effective Development Cooperation](#) and the [Accra Agenda for Action](#) as well as the universal premise of Agenda 2030.

The shift from traditional international assistance to global development cooperation represents both an obligation and an opportunity; the universal framework of Agenda 2030 offers significant potential for mutual benefit by sharing best practices and lessons learned with our partners, at home and abroad.

INNOVATION

The working definition of innovation that has emerged through the consultations and review process has included new partnerships, technologies, behaviours, policies, programs, ways to be efficient, and ways to leverage. The breadth and inclusiveness of this definition is welcome, and should be reflected in GAC support for a wide range of innovative proposals – including those reflecting social, behavioural or attitudinal innovations or policy entrepreneurship. Innovation is a cornerstone of Canadian civil society approaches to development cooperation, and there is already a significant pool of knowledge in the sector around what does, may, and does not work.

There are several ways in which GAC should consider supporting these existing and developing innovations:

- Recognizing that innovation is already occurring within the sector, emphasize opportunities to support scale-up. In doing so, GAC should work with other government departments to note where domestic (e.g. Indigenous) issues in Canada are aligned and equivalent to global issues, and how our innovations overseas may be applied to challenges at home or vice versa.
- Use funding structures to encourage creation, testing, and scale-up of innovative approaches through longer timeframes and/or core support with more flexibility. Timeframes for data collection and impact measurement should reflect that change can take up to a generation.
- Create an innovation and engagement hub that facilitates idea generation, knowledge sharing, and diverse collaborations across sectors and development actors. This space or platform for cross-sectoral engagement, with structured access to government, would help break down silos by enabling iterative consultation to review and assess innovation efforts, implement adaptive management, and expose GAC and partners to new ideas.
- Invest in a public research agenda for Canada's global development cooperation. Following this review, the government should commit to a five-year research agenda to invest in relevant research by IDRC, as well as coalitions and organizations doing field-based research and extension related to the delivery of their programs and to local research and knowledge sharing.
- Adjust GAC's business model and institutional culture to reflect that it is a wholesaler, not a retailer: it can support and manage the development ecosystem, dealing with a range of partners on a trusting and collaborative basis, but it is not and cannot be the core implementing agent. In accordance with an emphasis on development effectiveness, the focus of the project officer at GAC should shift from project approvals, funding disbursement, and funding monitoring toward project results monitoring.

MONITORING & EVALUATION

A holistic and inclusive concept of effectiveness based on global development cooperation must be accompanied by a commensurate model for monitoring and measuring results and outcomes.

Global Affairs Canada can support this M&E revolution in several ways:

- Shifting from a results-based management (RBM) model based on tracking short-term outputs to an outcome-based mapping model that emphasizes qualitative, transformative, and substantive development change.
- Supporting investments in peer learning on monitoring and evaluation through the development and establishment of communities of practice.
- Enhancing capacity around data collection within GAC, as well as in partner countries and CSOs.
- Supporting co-design and –development of programs, including input from local partners and recipient communities. This can help ensure that intended outcomes are clarified at an early stage and establish metrics for assessing results, including from innovative approaches.



B. FROM SILOS TO SYSTEMS

RECOMMENDATION : Break down bureaucratic and programming silos by adopting a “basket” approach to programming based on comprehensive vulnerability assessments.

WHY? The global sustainable development cooperation agenda is both comprehensive and rights-based. Vulnerability assessments will help determine who are the most excluded and most marginalized in a particular context and what the appropriate basket of interventions should be to realize their rights.

HOW? Invest in vulnerability assessment capabilities and data collection systems within countries and programs, and support the integration and coordination of comprehensive development programming by CSOs and other implementing partners.

The Sustainable Development Goals are interconnected and indivisible – a comprehensive suite of objectives for a better world. Just as no country stands alone in this universal framework, nor does any one Goal exist apart from the others.

In this context, and in the spirit of integrated and inclusive global development cooperation, Canada’s contributions should be focused less on what Canada can offer within siloed categories of programming than on how we can offer systemic support to others in realizing their shared human rights. This needs- and rights-based approach will reorient Canada’s development cooperation efforts to emphasize reaching the most excluded groups through integrated action.

Implementing this new approach will require GAC to develop its own capabilities in vulnerability assessment, and the systems necessary to collect relevant data, to more precisely tailor country strategies and development programming within Canada’s core outcomes and action pillars to the specific needs of people and communities. It will also entail funding and otherwise supporting the integration and coordination of development programming by CSOs and other implementing partners, both in terms of building capacity for more holistic responses and in terms of delivering that programming effectively and responsively.

C. STRENGTHENING CSO RELATIONSHIP / PARTNERSHIPS

RECOMMENDATION : Promote and protect an enabling environment for civil society organizations, both in Canada and abroad.

WHY? Meeting the SDGs will demand working with a variety of sectors and partners. Civil society organizations are a key strategic partner for the government of Canada, as well as independent development actors in their own right.

HOW?

- Fully and publicly implement the International Development and Humanitarian Assistance Civil Society Partnership Policy.
- Renew and restructure funding and accountability frameworks to enable CSOs to achieve their potential and support a diverse balance of partners.



Development partnerships require sustained focus and investment. The process and success in creating the [International Development and Humanitarian Assistance Civil Society Partnership Policy](#) in February 2015 represents an [important milestone](#) in relations between the government of Canada and Canadian CSOs. Unfortunately, the Policy has not yet been fully or publicly implemented – the implementation plan has not been publicly released, the first annual consultation with CSOs has not occurred, and the ministerial advisory council has not been convened. In addition to full implementation, the government should consider ways to build on the Policy's support for an enabling environment for civil society in developing countries, to include a similarly explicit commitment to an enabling environment in Canada.

There are several other ways in which GAC could use a renewed and restructured funding and accountability framework to enable CSOs to achieve their potential:

- In line with the shift to universality and a global conceptualization of development cooperation, invest in both Canadian CSOs with existing in-country partners and long-term local partnerships and organizations – fostering both North-South and South-South cooperation.
- Provide long term, predictable, responsive and flexible funding, through a variety of mechanisms suitable to the diverse capacities and expertise of different types of civil society organizations – both local, national and regional CSOs operating overseas and Canadian civil society. Development programming must be relevant and supportive of all types of organizations across Canada and in the Global South, including small and medium organizations.
- Reconsider the current emphasis on calls-for-proposals as a means of selecting development initiatives for funding. Immediately establish a two-stage process for calls-for-proposals involving the initial submission of a concept note, followed by a full proposal from those who are accepted in the concept stage, to reduce the burden of the application process on the CSO sector and encourage creative and collaborative innovation.
- Ensure that [restrictions on overhead](#) reflect the risk and transactional costs implementing partners assume through contribution agreements, and the increasing categorization of direct costs as overhead, by at minimum maintaining a fixed compensation rate of 12%.
- Base accountability for risk on partnerships, not programs. Program-based accountability holds trusted partners to the same standard as new actors. To better support civil society groups in managing risks and costs inherent to the work being done in partnership, GAC could evaluate partners on a sliding scale of trust, regulate them more or less flexibly, and graduate them within the scale based on performance.
- Enable and support a range of CSO roles in program implementation; research; policy and advocacy; monitoring and evaluation; and learning and knowledge-sharing.
- Ensure a balance of partners, including strategic partnerships with civil society organizations. Where possible and appropriate, support multi-stakeholder dialogue on development cooperation, including participation from the private sector and cultural communities.

D. TRANSPARENCY AND ACCOUNTABILITY

RECOMMENDATION : GAC should work with CSOs and other stakeholders to support comprehensive and coordinated transparency and multiple accountabilities – within the Canadian development cooperation sector as well as to local partners in developing countries.

WHY? Transparency and accountability – including to local partners in developing countries – is an essential component of effective global development cooperation, and key to monitoring and assessing the delivery of meaningful and sustainable development results.

HOW?

- Transparently communicate strategies and policies to implementing partners and the wider public, in Canada and overseas.
- Support the coordination and harmonization of programming, information and expectations of practice across the sector.

Transparent and accountable development cooperation policy and programming is essential for monitoring and ensuring development effectiveness. In the context of global sustainable development cooperation, there are multiple accountabilities at play: between GAC and implementing partners, but also between these actors and local partners in government, civil society, and communities. As development cooperators, the focus of Canadian government and implementing agencies should be on supporting and partnering. Local interests, priorities, and needs for development should be defined and addressed wherever possible by local people and organizations.

To bolster this commitment to transparency and multiple accountabilities, Global Affairs Canada should:

- Publish country strategies. It is currently hard to determine whether there are up-to-date country strategies for many of the government's countries of focus; some seemingly date from 2009 and others earlier. To assist implementing partners in planning and proposing programming, and to transparently determine alignment of Canadian international assistance with country SDG priorities, these strategies should be published and updated if necessary.
- Support the establishment of a code of ethics for the sector, which can be modeled on the [CCIC Code of Ethics and Operational Standards](#).
- Support coordination and harmonization around who is doing what where in the global development community; for instance, Canadian missions in a given region could facilitate coordination among CSOs active there to encourage economies of scale and knowledge-sharing.
- Ensure that policies surrounding funding mechanisms and other processes are openly communicated to implementing partners and the Canadian public. As an example, ambiguities in the allocation of matching funds for humanitarian response have generated confusion among individual donors on how and when the government will match contributions.
- Establish the range and any gaps in GAC's partnerships by conducting a comprehensive mapping exercise of development actors and by updating the Project Browser.

E. STRENGTHENING ADVOCACY AND PUBLIC ENGAGEMENT

RECOMMENDATION : Canada should prioritize and invest in the promotion and advocacy of public engagement and global citizenship.

WHY? Public engagement plays a vital role toward the development of an educated, active and supportive public that understands the importance of Canada's role, and their role, in the world.

HOW? Establish a national public engagement strategy grounded in the concept of universality in Agenda 2030 and developed in consultation with stakeholders, especially CSOs.

No single actor can meet the ambition of the global sustainable development agenda alone. Canada's multicultural and multi-sectoral richness allows for effective whole-of-Canada engagement with and in the world. Capitalizing on this potential will require a comprehensive public engagement (PE) strategy to mobilize and monitor cross-sectoral activities, and wherever possible to rally various actors around a common Canadian purpose. A policy environment that explicitly welcomes advocacy and encourages policy dialogue is an essential enabling condition for the success of this strategy.

CSOs are well positioned for PE partnerships given that they are responsive and close to the public and target constituencies in Canada as well as Southern partners, and have established networks, memberships, partnerships, and resources. Investments in PE partnerships can help CSOs leverage additional funds that diversify revenue streams and multiply the impact of initial investments.

We propose the following elements of a national PE strategy through which GAC can support meaningful participation and engagement of the Canadian public, civil society advocacy, and multi-stakeholder policy dialogue in support of global development cooperation:

- Recognize the spectrum of engagement formats ranging from transactional (e.g. donating, volunteering) to transformational (e.g. building critical awareness, empowering of targeted constituencies or changing buying practices).
- Leverage opportunities presented by the SDGs through collaboration on policy, programming and messaging between domestic and international CSOs, government department, the private sector, and individual citizens (including and particularly youth) in Canada and abroad. In the spirit of global development cooperation, use a narrative of solidarity rather than charity.
- Systematically examine and assess PE efforts both in Canada and abroad, and develop a measurement framework that encourages learning, outcome measurement and accountability.
- Use public engagement efforts to support and raise awareness of national and international principles of development effectiveness, including a human-rights based approach; gender equality and gender mainstreaming; and respecting the voice of poor and marginalized people.
- Build on the strong local community ties and media support of small and medium-sized organizations – which often allocate a greater share of their revenue to PE than larger organizations – as avenues for engaging Canadians at the grassroots level.
- Use a full range of digital and social media to engage Canadians. Keeping pace with new online technologies will be critical for all stakeholders engaging in PE.



BUILDING A STRONGER FUNDING FRAMEWORK

A. MATCHING CANADA'S AID INVESTMENT TO ITS AMBITIONS

RECOMMENDATION : Canada must commit to predictably growing its international assistance envelope to reach the long-standing internationally agreed target of 0.7% of Gross National Income – which is reiterated in the 2030 Agenda for Sustainable Development. These funding increases should be predictable, transparent, focused on the poorest and most vulnerable, and applied using responsive and long-term mechanisms.

WHY? If Canada is to regain its place as a leader in global development cooperation, it must signal its commitment with commensurate levels of funding. Even as the SDGs challenge Canada and other donor countries to identify new sources of financing that are consistent with the goals of sustainable development, official assistance will remain critically important in supporting the long-term development and delivery of public goods, particularly in the poorest and most fragile states.

HOW? Increases should be made annually on a feasible ten-year timetable. To reach the poorest, we recommend an immediate commitment to devote 50% of ODA to LDCs and fragile states.

Canadian Official Development Assistance (ODA) or aid has been [in decline since 2011](#), dropping from a high that year of \$5.5 billion to \$4.8 billion in 2014/15. At just 0.28% of Gross National Income (GNI), Canadian international assistance is [below the average](#) for OECD DAC member countries. In growing the international assistance envelope (IAE), the government should direct a higher portion to the poorest and most fragile states, while shifting to more innovative, responsive funding mechanisms.

Achieving a predictable and transparent timetable for boosting aid levels

The government of Canada should [set a timetable](#) to predictably grow the IAE to reach the 0.7% of GNI target within ten years. In the medium term, this timeline would raise Canada's ODA to at least 0.38% of GNI – the highest level in 25 years – by the end of this government's first mandate. Canada should also commit to comprehensive public disclosure of both IAE and ODA in line with its commitments at the 3rd and 4th High-Level Fora on Aid Effectiveness.

Increasing resources for the poorest

The Canadian government should immediately direct 50 percent of the international assistance budget to low-income countries (LICs), least developed countries (LDCs), and fragile states, and gradually ramping up total funding to LDCs reach 0.15% of GNI within five years. Canada should also aim to maximize its impact by becoming a top-three donor in at least half of our countries of focus by 2019-20.

As the geography of poverty has changed, we need a holistic approach that targets poverty wherever it occurs, and invests in building capacity to ensure local CSOs and government partners can effectively implement and account for interventions targeting the poor. Resources should target the poorest and most marginalized, in particular women, children, and youth.

Restoring responsive and longer-term funding

In recent years, international assistance funding has shifted towards support for multilateral organizations, away from predictable, responsive and long-term funding for partner country governments and CSOs. A calls-for-proposals (CfP) funding mechanism introduced in 2010 suffered from funding delays, an [overall decline in funding to CSOs](#), unclear decision-making, and a strong bias towards large and medium-sized organizations, and had a [profound and detrimental impact](#) on Canadian CSOs' and their partners' capacity to deliver programming. The CfP approach replaced an earlier, responsive funding mechanism which had enabled more stable and predictable long-term programming.

Ongoing dialogue with CSO development partners and other stakeholders is needed to ensure an effective balance between multilateral, regional, bilateral and CSO partnership funding, and to ensure that overhead costs and administrative requirements are not an impediment to effective programming. Global Affairs Canada should pilot new decentralized, responsive funding mechanisms, explicitly designed to enable CSOs to take risks and allow space for innovation and incubation of new ideas.

B. FUNDING FOR CLIMATE CHANGE ACTION

RECOMMENDATION : The government should make substantial investments in climate change adaptation and mitigation in developing countries.

WHY? The impacts of climate change are already felt across the planet, undermining all areas of development progress with greatest impacts on the poor and most vulnerable.

HOW? Climate funding should be new and additional to the IAE, and implemented in accordance with the principles for effective development cooperation.

In November 2015, the Canadian government [promised](#) new climate finance of \$2.65 billion to help the poorest and most vulnerable countries mitigate and adapt to the adverse effects of climate change, up to 2020. However, the government has not yet made it clear whether the \$2.65 will be new and additional funding, as it should be, or if it will be drawn from the existing IAE. Canada should seek to achieve a balance between funding for adaptation and mitigation, and to ensure consistency with both the Paris Agreement and principles for effective development cooperation (country ownership, inclusive partnerships, focus on results, and transparency and accountability).

C. HUMANITARIAN FUNDING

RECOMMENDATION : Increase baseline funding for humanitarian assistance to reflect actual need, and in line with an overall expanded IAE.

WHY? Baseline funding for humanitarian assistance has remained virtually stagnant over the last five years, despite a dramatic rise in both need and actual expenditure in this area.

HOW?

- Invest in multi-year humanitarian funding in protracted crises through a portion of the annual complex emergencies funding round, in complement to existing funding modalities.
- Implement an efficient and responsive approval process for multi-year humanitarian funding, giving NGOs needed flexibility to amend emergency response projects during implementation.
- Include investments in system strengthening, especially for local capacity, when allocating funding.
- Support ongoing consultation between Canadian CSOs and government officials to ensure all funding is complementary and effectively bridges the humanitarian-development divide.

We applaud the government for recognizing the importance of humanitarian funding, including through its commitment of \$840 million over three years for humanitarian assistance in Syria and Iraq. However, the baseline funding budgeted for humanitarian assistance has remained virtually stagnant at just over \$300 million per year for the past five years, while actual allocations have continued to grow. As the IAE grows, a larger proportion should be allocated to increasing the baseline budget for humanitarian assistance (prevention, response, relief and recovery). This would bring the baseline humanitarian budget in line with its typical year-end proportion within the IAE, and allow more long-term, timely, predictable, and effective funding for humanitarian action. The introduction of multi-year funding for Iraq, Syria, Jordan and Lebanon should serve as a foundation for expanding the model in other protracted crisis contexts, as per the recommendations above.

D. OTHER SOURCES OF DEVELOPMENT FINANCE

RECOMMENDATION : Ensure all sources of development finance are consistent with the goals of sustainable and inclusive development.

WHY? Meeting the SDGs will demand financial resources that go beyond ODA and will entail working with a variety of sectors and partners.

HOW?

- Enhance ODA to reflect global targets for development finance. Any support to the private sector within the IAE must be additional to the ten-year plan to grow the ODA budget.
- Invest in strengthening an enabling environment for MSMEs, which play a crucial role in creating opportunities for women, youth and minorities.
- Use policies and regulations to align private sector activity with sustainable development goals.
- Champion global cooperation in tackling tax avoidance.
- Support research to better understand the role of remittance in fighting poverty.

The private sector as a development partner

Canadian CSOs have been [engaging with different private sector actors](#) for decades on advocacy; codes of conduct; promoting private sector development; and partnering in areas of “shared value”.

In line with the [Addis Ababa Action Agenda](#), Canada should develop policies and strengthen regulation to align private sector incentives with public goals, including sustainable development. Canada needs clear criteria to assess the track records of private sector partners in delivering positive development, and to monitor and assess the financial and development additionality of projects such as a Development Finance Initiative (DFI) to ensure that private sector funds attracted through these mechanisms are both complementary and additional to ODA funding.

Global collaboration on tax avoidance

Tax avoidance and evasion costs countries billions of dollars in lost revenue each year. The Canadian government should strengthen the administrative capacity of countries to collect and redistribute taxes through social investments, and support monitoring by CSOs. Canada should also support multilateral, country-by-country reporting of multinationals; a national public registry of beneficial ownership; and the inclusion of developing countries in global tax reform and governance processes.

Understanding the role of remittances in tackling poverty

Remittances are a growing and important source of private finance for families in low-income countries; they are not an international development assistance program or strategy. Little is known about potential implications of specific measures, and CCIC recommends further research in this area to identify potential opportunities and risks.



CONCLUSION—*forthcoming*

DRAFT



CANADA'S COALITION TO END GLOBAL POVERTY
ENSEMBLE POUR ÉLIMINER LA PAUVRETÉ DANS LE MONDE