



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

COOPERATIVE LEADERSHIP

CANADA'S CONTRIBUTION TO A FAIRER, MORE
SUSTAINABLE, AND SAFER WORLD

JULY 2016

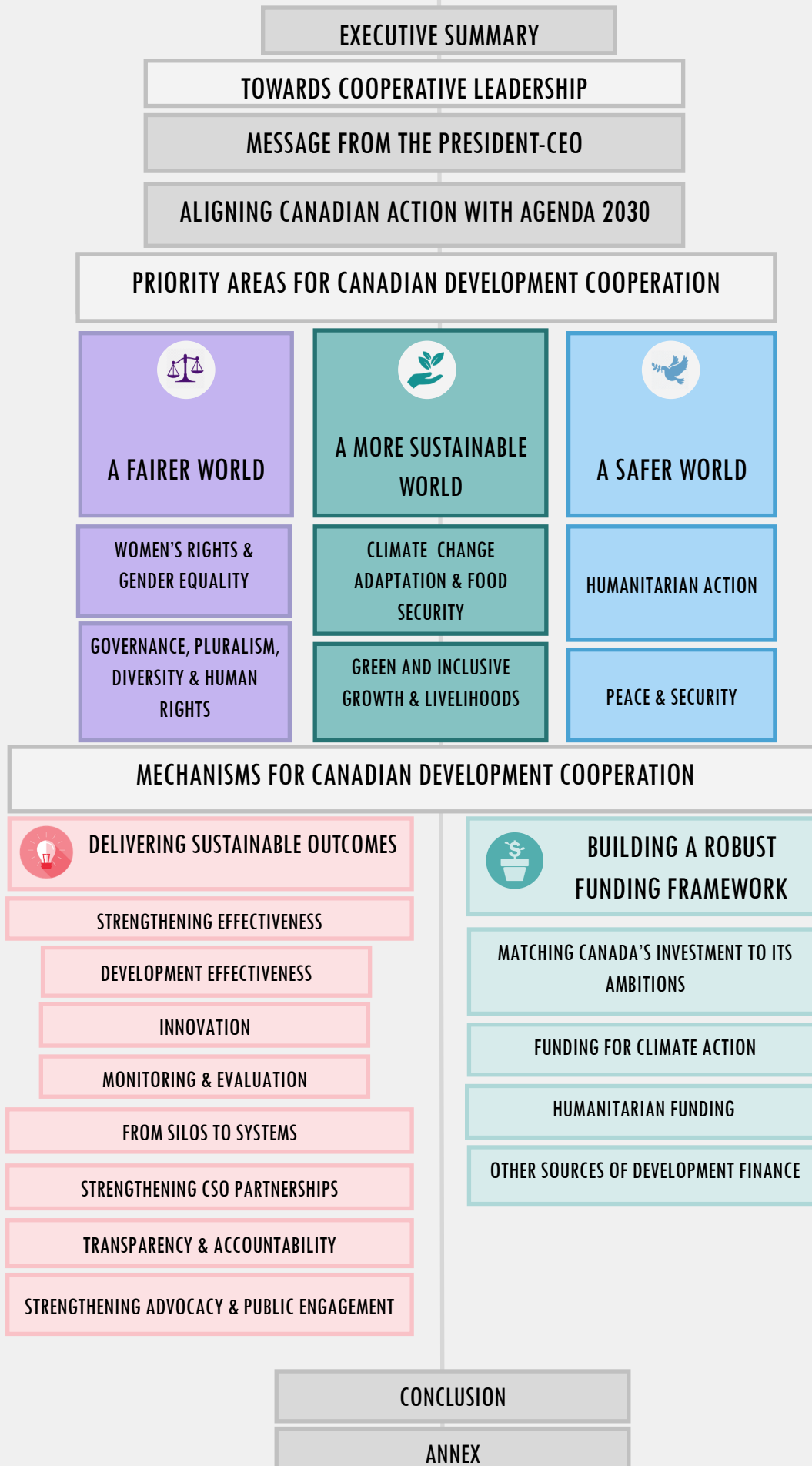




The Canadian Council for International Co-operation is Canada's national coalition of civil society organizations (CSOs) working globally to achieve sustainable human development. With 80 members including many of Canada's leading development and humanitarian CSOs, CCIC convenes and coordinates the international cooperation sector in Canada and offers independent research and analysis on Canadian and global agendas and trends. A nationally and internationally recognized voice on questions of development effectiveness, the viability and the health of the international sector, the role of civil society globally and Canada's role in the world, CCIC seeks to end global poverty and to promote social justice and human dignity for all.

This submission is informed by the policy work undertaken by CCIC in recent years, as well as by the many inputs developed and received around the International Assistance Review consultation process. CCIC's staff participated in eight high-level and one working-level consultations hosted by Global Affairs Canada. In addition, CCIC organized eight roundtables, including three roundtables solely for Chief Executive Officers and Executive Directors (representing 40 organizations) on Delivering Results, and an expert roundtable on Innovation co-organized with Grand Challenges Canada. CCIC staff also participated in 12 roundtable consultations organized by CCIC members. During the review process, CCIC provided over 20 summaries and analysis documents of the consultations for our organizational members, which many of them used to inform their own submissions.

CONTENT OVERVIEW





EXECUTIVE SUMMARY

The International Assistance Review (IAR) presents a timely opportunity for a fresh take on global development cooperation, as Canada aligns its actions with the 2030 Agenda for Sustainable Development (Agenda 2030). This agenda and the 17 Sustainable Development Goals (SDGs) recognize the universality and interconnectedness of the most pressing global issues. They challenge us to tackle the root causes of marginalization and inequality, and to work collaboratively at home and abroad.

The Canadian Council for International Co-operation (CCIC) and its members have been actively involved in the IAR process. This submission presents our chief recommendations, building on the many positive directions signalled by Global Affairs Canada in its discussion paper and pointing to some gaps that need to be addressed to ensure a comprehensive and successful approach to Canada's international cooperation efforts in coming years.

TOWARDS COOPERATIVE LEADERSHIP

ENSURING A COHERENT POLICY FRAMEWORK

The chief output of this policy review, the most extensive in over two decades, should be a white paper or policy framework that lays out Canada's vision and priorities for development cooperation over the next five years, and identifies the specific strategies, policies and action plans needed to implement that framework. Recognizing that it may take up to two years to fully identify and fill the related policy and strategy gaps, CCIC and its members would welcome ongoing collaboration with Global Affairs Canada to translate an initial vision into a viable and comprehensive Canadian approach to global development cooperation.

CCIC PROPOSES THAT THE POLICY FRAMEWORK INCLUDE:

- A new vision to ensure that supporting human rights, a feminist approach, leaving no one behind, and sustainability are priorities across all areas of global development cooperation.
- A holistic "basket" approach to implementation that recognizes the intersectionality and universality of development challenges.
- A coherent and actionable set of policy outcomes to address current policy and strategic gaps.
- A renewed and strengthened partnership between government and civil society, building on the International Development and Humanitarian Assistance Civil Society Partnership Policy.

PRIORITY AREAS FOR CANADIAN DEVELOPMENT COOPERATION

CCIC proposes six thematic priorities, grouped under three broad outcome areas that reflect the spirit and intent of the SDGs:



A FAIRER WORLD

- Women's rights and gender equality
- Governance, pluralism, diversity and human rights



A MORE SUSTAINABLE WORLD

- Climate change adaptation and food security
- Green and inclusive growth and livelihoods



A SAFER WORLD

- Humanitarian action
- Peace and security

REFLECTING THE PROPOSED VISION, GLOBAL AFFAIRS CANADA SHOULD IN ALL AREAS OF CANADA'S GLOBAL DEVELOPMENT COOPERATION FRAMEWORK AIM TO:

- *Put human rights at the core* by ensuring all areas of cooperation are consistent with the Universal Declaration of Human Rights and related international human rights instruments.
- *Apply a feminist approach* by empowering women as agents of change.
- *Leave no one behind* by tackling the root causes of poverty and inequality and focusing on the most vulnerable.
- *Ensure sustainable development* by addressing climate change and preserving ecosystems and natural resources.

MECHANISMS FOR CANADIAN DEVELOPMENT COOPERATION

DELIVERING SUSTAINABLE OUTCOMES

Agenda 2030 requires whole-of-Canada collaboration. Government policies should foster an enabling environment that builds on the many strengths of Canada's diverse development community. Respect for development effectiveness principles, responsive programming, transparency and accountability, and public engagement are key to enhancing the impact of Canada's global development cooperation efforts.

CCIC RECOMMENDS MEASURES THAT WILL HELP CANADA:

- Prioritize development effectiveness and foster innovation;
- Break down bureaucratic and programming silos;
- Strengthen partnerships with civil society;
- Enhance transparency and accountability; and
- Strengthen advocacy and public engagement.

BUILDING A STRONGER FUNDING FRAMEWORK

Canada must commit to predictably and transparently growing its International Assistance Envelope (IAE) to reach 0.7% of Gross National Income. Funding to meet international commitments for climate finance must be new and additional to the IAE and assessed in relation to the principles for effective development cooperation. Canada must increase baseline funding for humanitarian assistance to reflect actual need and address the global funding gap.

As with other donors, Canada must complement official assistance with alternative sources of funding. All sources of development finance must be consistent with the goals of sustainable and inclusive development.

CCIC RECOMMENDS THAT CANADA:

- Develop policies and strengthen regulation and oversight to align private sector incentives and behaviours with the goals for sustainable development;
- Cooperate with other countries to confront tax avoidance and strengthen tax collection systems in developing countries; and
- Support further research on the role of remittances in tackling poverty.

CONCLUSION

Achieving the SDGs demands a transformative change in Canada's vision and approach to global development cooperation. CCIC's submission to the International Assistance Review presents a series of concrete suggestions that would reposition Canada as a leader in tackling the most pressing development challenges of our time. We urgently need to reverse the trend towards deeper inequality; end the gender discrimination that stymies human development; slow the progress of climate change and help the poorest adapt; and stem the human misery resulting from regional instability and recurring cycles of violence.

Achieving the SDGs will demand a whole-of-Canada approach. Civil society strengths in program delivery, in advocacy and in engaging and mobilizing the public will complement the political will and resources that the Government of Canada can invest in the right mix of policies and programs.

As the national voice for the international cooperation sector, CCIC stands ready and committed to work in a strategic partnership with the Government of Canada to elaborate — and implement — a comprehensive and effective framework that will guide Canadian development cooperation over the next five years and enhance Canada's contribution to a fairer, more sustainable and safer world.



TOWARDS COOPERATIVE LEADERSHIP

MESSAGE FROM THE PRESIDENT-CEO: CANADA CONTRIBUTING TO A FAIRER, MORE SUSTAINABLE, AND SAFER WORLD

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

As Canada moves to align its efforts with the 2030 Agenda for Sustainable Development (Agenda 2030), this review offers an opportunity for a fresh vision, innovative approaches, and a renewed and strengthened relationship between government and civil society partners. At the heart of Agenda 2030 and its 17 Sustainable Development Goals (SDGs) is a recognition that the most pressing challenges of our time are universal, requiring global solutions. These include eliminating deep and persistent poverty and inequality; mitigating and adapting to climate change; protecting ecosystems and biodiversity; responding to the devastating consequences of protracted regional conflicts; and fulfilling the most fundamental human rights, including women’s and girls’ empowerment and gender equality. The SDGs challenge us all to collaborate globally to achieve a fairer, more sustainable, and safer world, one that leaves no one behind.

In this spirit, CCIC and its member organizations have actively participated in Canada’s International Assistance Review process. While the timeframe was short, consultations have been open and informed. We commend the political commitment demonstrated by the participation of Minister Bibeau or her Parliamentary Secretary in all high-level consultations.

While the precise policy 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 of Canada’s development cooperation 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 applaud the recognition of the critical role played by Canadian and international civil society organizations, and the need to enhance the government’s relationship with its strategic development partners. Looking forward, we hope that a reaffirmed International Development and Humanitarian Assistance Civil Society Partnership Policy, including a comprehensive and public implementation plan, will be central to the government’s engagement with civil society.

Our submission builds on this positive ground. We offer concrete recommendations on how Canada can – with a new vision, fresh approaches, renewed partnerships, and a well-defined set of policy outcomes to address current policy and strategy gaps – play a substantial role in building the fairer, more sustainable, and safer world envisioned in Agenda 2030.



President-CEO / Canadian Council for International Co-operation



ALIGNING CANADIAN ACTION WITH AGENDA 2030 : ENSURING A COHERENT POLICY FRAMEWORK

WHAT? Produce a white paper or policy framework on global development cooperation that will articulate Canada’s vision and priorities for the next fifteen years, and identify the corresponding strategies, policies and action plans for implementation in the shorter-term.

WHY? Achieving Canada’s 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 next two years should be an outcome of the review. CCIC and its members would welcome ongoing dialogue and collaboration with the Government of Canada around the elaboration of needed policies and strategies.

The past year has seen major developments in global development 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. Recently 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 Agenda 2030 are far broader than their predecessor, the Millennium Development Goals (MDGs). In addition to laying out an ambitious agenda addressing economic, social, and environmental dimensions of sustainable development, the goals are universal. This universality requires going beyond traditional conceptions of international assistance, and committing to work cooperatively to address poverty, inequality, sustainability, and issues of social 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 while contributing to humanitarian relief in the region – illustrates the kind of approach that should guide Canada’s agenda for global development cooperation, looking not just abroad but also at what can be done here. Similarly, we must critically examine how Canada’s policies in various areas, including its model of economic growth and its trade strategies, affect poverty, inequality, and 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. While climate change is now affecting natural and human systems across all continents and oceans, the impacts are being experienced unequally: the poorest and most marginalized are [especially vulnerable](#). In signing the Paris Agreement, 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.

As with the MDGs that preceded them, the SDGs are grounded in the Universal Declaration of Human Rights and related international commitments. They also note the paramount necessity of realizing gender equality and the empowerment of women and girls for 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, and indeed a whole-of-Canada, 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 coherent and actionable set of policy outcomes to address current policy and strategy gaps; and
- A renewed and strengthened partnership between the Canadian government and development and humanitarian CSOs, building on the 2015 CSO Partnership Policy.

A NEW VISION

IN CONFRONTING INTERCONNECTED AND COMPLEX GLOBAL CHALLENGES, CCIC RECOMMENDS THAT CANADA’S OVERRIDING VISION BE GUIDED BY THE FOLLOWING PRINCIPLES :

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 its global partnerships, should focus on furthering the realisation of human rights as committed to through international human rights instruments. By putting human rights at the core of all of Canada’s actions and policies, policy coherence across government objectives can be envisioned.

APPLY A FEMINIST APPROACH

Gender equality and women’s rights must be a cross-cutting priority. While women and girls represent the majority of the population, they are almost universally disadvantaged 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 in the power dynamics that perpetuate discrimination against women and girls.

LEAVE NO ONE BEHIND

As stated in the mandate letter to the Minister of International Development and La Francophonie, 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, children and youth, LGBTQI people and people with disabilities — must be central to this vision, in line with Agenda 2030. Canada must go beyond tackling the symptoms of poverty and inequality — such as hunger, disease, and violence — to tackling root causes like food insecurity, gender, social and economic inequalities, and water and resource scarcity due to climate change.

ENSURE SUSTAINABLE DEVELOPMENT

Climate change has the potential of reversing all recent development gains. To consolidate its position as a climate leader, the government must make sustainability a cross-cutting priority at home and in the countries where it operates, including through substantial investments in climate change adaptation and mitigation, 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 require new approaches to programming and policy coherence within Canada's global development cooperation framework.

ACTING AT HOME AND ABROAD

The challenges of Agenda 2030 resonate with Canada's own domestic challenges — to leave no one behind, to address growing income inequality, to improve gender equality, and to combat climate change. All three levels of government, together with non-state actors (including civil society, the private sector, and Indigenous communities, among others), must contribute and collaborate to meet 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. The full realization of human rights must be the ultimate goal to which all these departments contribute; this single common purpose provides a solid basis for policy coherence.

OUTCOME-BASED PROGRAMMING

Achieving the SDGs will require looking beyond short-term results to broader long-term outcomes, recognizing that sustainability demands transformative change. CCIC proposes anchoring Canada's global development cooperation efforts around three broad outcome areas — i) a fairer world, ii) a more sustainable world, and iii) a safer world. Reflecting the interconnections between development issues and challenges, programming modalities should include a holistic "basket" approach to implementation, identifying clusters of relevant interventions through needs and vulnerability analyses.

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 DEFINED AND COHERENT SET OF POLICY OUTCOMES

A coherent policy framework to guide Canada’s global development 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 multi-stakeholder 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 and strategies on key issues. For a suggested list of specific policies, strategies and action plans required, see Annex 1.

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 the goals will apply to an even wider set of federal bodies, along with provincial and municipal jurisdictions and other non-governmental stakeholders. The federal government, through Global Affairs Canada, should convene, broker, and consult with these diverse stakeholders on a pan-Canadian approach to implementing Agenda 2030 – in Canada and abroad. The [National Action Plan on Women, Peace and Security](#) is one example of how collaboration across government, and with civil society partners, can produce the objectives, strategies, and indicators needed to translate international commitments into a firm and coherent plan of action.

A RENEWED AND STRENGTHENED PARTNERSHIP WITH CIVIL SOCIETY

The UN Secretary-General has [urged](#) that civil society organizations (CSOs) be given 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 international development, as well as in engaging the public, and will be invaluable partners as the Canadian government works to promote sustainable development. The 2015 [International Development and Humanitarian Assistance 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 implementation plan. 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 policy as a top priority.

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 development cooperation. As noted above, the intersectionality of the SDGs demands a holistic approach to developing and implementing programming and policy.

CCIC proposes a thematic framework that acknowledges these intersections, while prioritizing areas of greatest development need, and where Canadian expertise and experience can make a bigger difference.

WHAT? Ensure that the Government of Canada’s thematic priorities for global development cooperation reflect Canada’s strengths and experience while respecting its global commitments in areas of greatest development need.

WHY? Global Affairs Canada should take full advantage of the strengths and experience of Canada’s people and institutions, and work closely with CSOs and other partners and stakeholders to maximize the effectiveness of Canada’s contribution to global development cooperation while also meeting the government’s international obligations.

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

A FAIRER WORLD

- Women’s rights and gender equality
- Governance, pluralism, diversity and human rights

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 principles of the unifying vision outlined here (a human rights-based approach, a feminist approach, leaving no one behind, and sustainability) should be recognized as cutting across all areas of Canada’s global development 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. This aspiration lies at the heart of Agenda 2030's principle of leaving no one behind, and requires a holistic approach to address all social and economic factors relevant to inequality. Canada's commitment to fundamental human rights and greater equality must reflect not just across its international assistance portfolio but in all aspects of its foreign policy.

In adopting a feminist approach to global development cooperation, Canada should make women's rights and gender equality both a standalone and cross-cutting priority. This is in line with Agenda 2030, where gender equality is both 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 its 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. In particular, local women's rights groups and rights defenders must be seen as key partners.

THEMATIC PRIORITY 1A: WOMEN'S RIGHTS & GENDER EQUALITY

Women and girls play a critical role in the development process of societies across the world. Investing in women and girls results in healthier, better educated, and more productive communities. Yet in countries both rich and poor, women are underrepresented in political and corporate spheres. They are systemically disadvantaged in income, and carry out the vast majority of the world's unpaid labour. Gender-based discrimination is compounded in many cases by other factors, including age, poverty, race, religion, and sexual orientation. Adolescent girls in particular are among the most excluded population groups in the world, facing double discrimination based on age and gender.

CCIC welcomes the recognition within the IAR consultation framework of the need to advance women's and girls' rights and gender equality. But linking women's rights directly and exclusively to health undermines the feminist approach at the heart of this exercise, by limiting women's rights to accessing health services. All women and girls deserve support in realizing the full range of rights – including but not limited to sexual and reproductive health and rights.

In applying women's rights and gender equality as a cross-cutting theme, the government must take a gender transformative approach, acknowledging a multiplicity of genders and 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.



TO FURTHER SUPPORT WOMEN'S RIGHTS & GENDER EQUALITY, GLOBAL AFFAIRS CANADA SHOULD:

- Spearhead a more holistic approach to protecting and promoting all women's rights and freedoms as both a standalone thematic priority and a cross-cutting issue, recognizing that all policy choices affect women and girls in particular and diverse ways.
- Maintain Canada's strong focus on maternal, newborn and child health and nutrition, but within a health rights framework that recognizes and advances women's and girls' sexual and reproductive health and rights (SRHR) and puts new emphasis on taking a life-cycle approach, targeting adolescents in particular.
- Support low-income countries (LICs) and least developed countries (LDCs) in implementing universal health coverage and strengthening health systems to ensure a strong foundation for a rights-based, life-cycle approach to health care.
- Work with the international community to fill critical funding gaps on women's and girls' rights and gender equality, including in advancing women's labour, civil and political rights – the government should ensure that 20 percent of all international assistance investments has a principal focus on advancing gender equality and women's and girls' empowerment.
- Address the causes and effects of violence against women and girls by supporting education, advocacy, support for survivors, and other programs – including those targeting men and boys.
- Invest in women's rights organizations (WROs) so that they may champion lasting change – WROs should receive a significant portion of Canada's development funding with a principal focus on advancing gender equality and women's and girls' empowerment (proposed above at 20% of total ODA). As a minimum, the government should quadruple Canada's investment in WROs by the end of its first mandate – from \$5.2 mn to \$20.8 mn annually, an additional \$15.6 mn per year.
- Invest in women smallholder farmers to increase their resilience to climate change and promote their economic empowerment.
- Promote positive masculinities, in areas experiencing high levels of male violence, so that men and boys no longer feel their identities are threatened by women and girls exercising control over their bodies, their rights and their domestic and economic activities.
- Promote and apply gender-responsive budgeting to ensure that gender inequality is addressed in all stages of the budget cycle.
- Ensure that the full capacity of the government – from development cooperation to trade and defense to industry – supports the goal of giving women and girls the same power to shape their own lives and their societies as men and boys.

THEMATIC PRIORITY 1B: GOVERNANCE, PLURALISM, DIVERSITY & HUMAN RIGHTS

As one of the most peaceful pluralist democracies in the world, Canada can harness considerable expertise and experience to support other societies strengthen their governance and institutions, and benefit from their diversity.

As with other priority areas, efforts to promote governance, pluralism and diversity must be set within an overarching human rights approach. Beyond this overall focus, it will be critical for Canada to have dedicated programming designed to empower local actors to promote and protect their human rights. Such programs should aim to ensure those local actors' meaningful participation in decision-making processes and influence within government institutions.

Good governance requires more than capable and accountable governments. While Canada needs to work with partner governments, including with local governments, long term investments in civil society will be essential to supporting effective governance, particularly in fragile contexts.



**TO FURTHER SUPPORT GOVERNANCE, PLURALISM, DIVERSITY AND HUMAN RIGHTS,
GLOBAL AFFAIRS CANADA SHOULD:**

- Support local civil society, including human rights defenders, women's rights organizations, and organizations working on behalf of Indigenous peoples, gender and ethnic minorities, youth, people with disabilities, and other vulnerable groups.
- Advocate for an enabling environment for CSOs and greater space for civil society in international forums (e.g. UN, Community of Democracies, the Global Partnership for Effective Development Cooperation).
- Implement specific programming focusing on empowering women, children and youth, and the most marginalized and discriminated against groups (including LGBTQI persons, Indigenous peoples, people living with disabilities and minority groups) to understand their human rights and be equipped to promote and defend them in prosperous and peaceful communities.
- Promote equity in employment and access to productive resources, including through programming that recognizes and supports the economic activity of women.
- Strengthen judiciaries, parliamentarians, local independent media and advocates to address laws that discriminate against the marginalized.
- Work with local levels of government – including subnational, municipal, and Indigenous governments – which can often be most responsive to the poorest and most marginalized;
- Invest in strengthening higher education to increase the needed knowledge base for development, providing both financial support and mentoring.
- Support open data and government transparency initiatives to help both civil society and government institutions to effectively play their roles.
- Strengthen 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 labour, social, environmental and women's rights. Investor-state dispute settlement 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

Climate change poses an existential challenge. 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. 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 low-income countries (LICs), least developed countries (LDCs), or fragile states. In the latter cases, conservation is often just as essential as growth.

To meet Canada's 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 be prioritized.

We propose instead two standalone thematic priorities 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.

As noted in the section on the funding framework, climate finance must be new and additional to the International Assistance Envelope (IAE), and balanced between supporting adaptation and mitigation. The government must also 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.

THEMATIC PRIORITY 2A: CLIMATE CHANGE ADAPTATION & FOOD SECURITY

Agriculture remains a major employer and primary means of sustenance for rural households in LICs and LDCs 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 experiencing extreme weather as a result 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, the government needs to reinvigorate its investments in global food security.

Smallholders are key to sustainable food production in LICs. 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.



TO FURTHER SUPPORT CLIMATE CHANGE ADAPTATION AND FOOD SECURITY, GLOBAL AFFAIRS CANADA SHOULD:

- Empower women farmers, so that they have greater access to land, livestock, credit, markets, tools and technology, production (including animal husbandry) and nutritional knowledge, and agricultural services to increase their production, incomes, and decision-making at home and beyond, and to minimize economic losses due to climate change.
- Increase investment and producer-led research into climate-resilient crop varieties and locally adapted livestock breeds, sustainable aquaculture, humane and sustainable livestock practices, integrated soil fertility and water management, urban agriculture, nutrition-sensitive agriculture, agroecology and agro-forestry, and biodiversity conservation and enhancement.
- Strengthen governance capacities and institutional structures to support smallholders, including cooperatives, extension services, women's collectives, microcredit facilities, farmers' and veterinary associations, and regional climate monitoring and advisory networks.
- Address deforestation, water pollution and scarcity, and other climate-associated risks to ecosystem functions that underpin agriculture, food security, and other areas of development.
- Align Canada's 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, including through the Paris Agreement, to reduce its carbon emissions in order to slow down and mitigate the global effects of climate change. The government must also ensure its trade policies are aligned with these efforts and those to promote food sovereignty. In particular, trade agreements should not increase the risks posed to small-scale farmers, nor undermine access to nutritious food or a government's ability to support poor local farmers.

THEMATIC PRIORITY 2B: GREEN AND INCLUSIVE GROWTH & 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, which has been 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 impacts on 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.



TO FURTHER SUPPORT GREEN AND INCLUSIVE GROWTH & LIVELIHOODS, GLOBAL AFFAIRS CANADA SHOULD:

- Invest in energy conservation and a shift to renewables in Canada and globally.
- Support universal public services in developing countries, including universal health, early childhood development programs, and social safety nets, which contribute towards reducing inequalities.
- Support a ladder of quality education opportunities, building on Canada’s strong experience in this area, from early childhood through to tertiary education, including technical and vocational education, with a specific emphasis on ensuring that girls and women have access to safe, quality, and relevant learning opportunities.
- Support an enabling environment for micro-, small- and medium-sized enterprises, co-operatives, and social enterprises, which provide a pathway out of poverty for women, youth and vulnerable minorities in LICs and LDCs.
- Support Southern and Canadian CSOs and labour rights champions, including democratic trade unions, that advocate for decent wages and working conditions, public education, safety nets, and social protections.
- Strengthen corporate accountability frameworks for Canadian companies operating overseas, starting with the resource extraction sector, and provide effective access to remedy for people who face adverse human rights impacts from corporate activity.



OUTCOME AREA 3: A SAFER WORLD

The pressure on global humanitarian and peacebuilding 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 and crisis zones pose acute challenges, not least for the safety of humanitarian workers and civilians, due to erosion of respect for the four core humanitarian principles — humanity, independence, impartiality and neutrality. Conflict and fragility also undermine the effectiveness of international assistance delivery.

We propose two standalone thematic priorities to structure Canada's contributions to a safer world: i) humanitarian action, with greater emphasis on local actors alongside enhanced support for disaster prevention and preparedness; and ii) peace and security, focused on conflict prevention and resolution.

While these priorities both contribute to a safer world, particularly for those most affected by crisis and conflict, they are and must be distinct. The humanitarian imperative and humanitarian space must not be subjected to political or military objectives. Failure to maintain an absolute humanitarian-military distinction, including through the securitization of humanitarian action, jeopardizes the safety, access, and effectiveness of humanitarian responders. Canada's approach to humanitarian action must unequivocally defend and emphasize the humanitarian principles of impartiality, neutrality, and independence, as well as International Humanitarian Law.

As elsewhere, the government must focus its efforts in humanitarian crises and conflict zones on addressing the needs of women, children and youth and the poor who are at greatest risk of being left behind. In responding to humanitarian crises, this includes ensuring that the rights and dignity of those displaced by war or disaster are upheld, in accordance with the [Sphere](#) standards. In working towards peace, leaving no one behind entails addressing root causes that undermine global security, including inequality and resource scarcity linked to climate change.

THEMATIC PRIORITY 3A: HUMANITARIAN ACTION

Even as Canadian ODA has shifted towards humanitarian crisis response over the last five years, spending on initiatives that could prepare for or even prevent foreseeable crises remains inadequate. To promote greater stability, resilience, and sustainable development, Canada should place greater overall emphasis in its international programming on prevention and preparedness, including through diplomacy. This focus should be additional to and alongside enhancements to the existing, overstretched humanitarian envelope.

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



TO FURTHER SUPPORT HUMANITARIAN ACTION, GLOBAL AFFAIRS CANADA SHOULD:

- Localize its approach – identifying local organizations able to reliably support crisis response and working with Canadian humanitarian organizations to invest in sustaining and building their capacity and an enabling environment in which they can operate, with respect for the humanitarian principles.
- Invest more in disaster preparedness, crisis prevention, and community resilience, targeting areas at greatest risk, in support of Canada’s commitments under the [Sendai Framework for Disaster Risk Reduction](#).
- Enhance coordination within Global Affairs Canada and with other governments, multilaterals, and implementing partners, including CSOs, throughout the humanitarian-development continuum.
- Take a flexible, diversified, and longer-term approach to humanitarian funding, recognizing that needs vary according to the stage of crisis and recovery, and that some risk-taking is essential to innovate.
- Sustain Canada’s response to protracted crises with attention to building long-term resilience among refugees, internally displaced persons, and host communities (through education and training, psychosocial support, job opportunities, etc.).
- Promote 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.
- Adopt a comprehensive child protection approach throughout its humanitarian efforts, to ensure that the rights and needs of children at risk are identified and met.
- Work to ensure children – especially girls – remain in school during emergencies and long-term displacement.
- Base humanitarian response priorities on vulnerability and need analyses, including applying gender analysis and gender markers across all phases of humanitarian intervention.

For more detailed recommendations on humanitarian funding in particular, see page 33.

THEMATIC PRIORITY 3B: PEACE & SECURITY

As the [2011 World Development Report](#) reminded us, 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 unique reputation 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 partners, 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 in conflict settings. If properly implemented, the Action Plan can serve as a concrete example of how Canada’s feminist approach can tackle the underlying causes of instability and insecurity.



TO FURTHER SUPPORT PEACE & SECURITY, GLOBAL AFFAIRS CANADA SHOULD:

- Fully implement Canada’s National Action Plan on Women, Peace and Security.
- Take a leading role globally in protecting women’s rights and empowering women and girls in conflict and post-conflict zones – including by matching [the UN commitment](#) to allocate at least 15% of all funding related to peace and security for programs whose principal objective is to address women’s and girls’ specific needs and advance gender equality – and encouraging Canada’s allies to do the same.
- Promote a holistic approach to peace and security that goes beyond military and diplomatic responses to address root causes of instability and insecurity, such as food insecurity, gender, social and economic inequalities, and water and resource scarcity due to climate change.
- Integrate short-term conflict resolution and response efforts with long-term capacity-building initiatives that establish the social foundation for peace.
- Strengthen formal and informal institutions in fragile states and regions, working with CSOs and local advocates for peace, pluralism, rights, and democracy.
- Work in global fora to help broker negotiated peace settlements and address historical injustices.

MECHANISMS FOR CANADIAN DEVELOPMENT COOPERATION



DELIVERING SUSTAINABLE OUTCOMES

The global development cooperation agenda requires not just whole-of-government collaboration but whole-of-Canada collaboration. Civil society plays a key role in leading and supporting Canada's contribution to sustainable development. The Canadian government must ensure that its policies and mechanisms 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

WHAT? Make development effectiveness a core guiding principle in Canada's development policy and programming.

WHY? In the context of global, time-bound and universally applicable agendas, 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 financial resource investments that enhance Global Affairs Canada's substantive, procedural and technical capacity to implement the global development cooperation agenda.
- Emphasize development effectiveness in assessing modalities for international assistance delivery.
- Support the creation, testing, and scaling-up of innovative approaches through targeted funding and appropriate institutional structures.
- Implement a balanced monitoring and evaluation framework that holistically measures results and outcomes to support evidence-based policy making with the goal of maximizing development effectiveness.



A1. DEVELOPMENT EFFECTIVENESS

All 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 its contribution to global development cooperation. This is 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](#) – which were referenced but not reaffirmed in the IAR discussion paper – as well as Agenda 2030.

In order to deliver effective development programming, it is imperative that Global Affairs Canada modernize and streamline its management systems and service delivery standards throughout the project cycle, particularly with respect to innovation, monitoring and evaluation, program approvals, and funding mechanisms.

A2. INNOVATION

To meet the obligations of the new global development cooperation agendas, particularly the challenge of leaving no one behind, innovation will be essential. The working definition of innovation that has emerged through the consultations includes 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 Global Affairs Canada’s 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.



IN ORDER TO FURTHER SUPPORT INNOVATION, GLOBAL AFFAIRS CANADA SHOULD:

- Recognize 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 longer-term and flexible funding structures to encourage creation, testing, and scaling-up of innovative approaches, including social, behavioural, and attitudinal innovations and policy entrepreneurship. 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 collaboration across sectors and among diverse development actors. This hub 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 Global Affairs Canada 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 agenda to invest in relevant research through IDRC, as well as coalitions and organizations doing field-based research and extension related to program delivery, local research and knowledge sharing.
- Adjust Global Affairs Canada'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 cannot be the core implementing agent.
- Shift the focus of the project officer at Global Affairs Canada from project approvals, funding disbursement, and funding monitoring toward project results monitoring, in accordance with an emphasis on development effectiveness.

A3. MONITORING & EVALUATION

Agenda 2030 calls for evidence-based policy making with the goal of maximizing development effectiveness. A holistic and inclusive understanding of effectiveness must be accompanied by a commensurate model for monitoring and measuring results and outcomes, to serve as a foundation for determining opportunities for scaling up programs that work and phasing out those that do not.



TO FURTHER SUPPORT MONITORING AND EVALUATION, GLOBAL AFFAIRS CANADA SHOULD:

- Shift from reliance on a results-based management (RBM) model based on tracking short-term outputs to a more balanced approach, including outcome-based mapping and other methods that emphasize qualitative, transformative, and substantive development change.
- Support investments in peer learning on monitoring and evaluation through the development and establishment of communities of practice.
- Enhance capacity around data collection, monitoring and evaluation within Global Affairs Canada, as well as in partner countries and CSOs.
- Supporting co-design and co-development of programs, including input from local partners and recipient communities, in monitoring and evaluation. 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

WHAT? Break down bureaucratic and programming silos by adopting a “basket” approach to programming based on comprehensive needs and vulnerability analyses.

WHY? The global development cooperation agenda is both comprehensive and rights-based. Needs and vulnerability analyses 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 needs and vulnerability analysis 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. 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, and more on how Canada 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 and vulnerable groups – such as women and girls, children and youth, people with disabilities and minority groups – through integrated action.

Implementing this new approach will require Global Affairs Canada to develop its own capabilities in vulnerability analysis, and the systems necessary to collect relevant data, to more precisely tailor country strategies and development programming within Canada’s core outcomes and thematic priorities to the specific needs of people and communities. It will also entail funding and otherwise supporting the integration and coordination of development programs by CSOs and other implementing partners, to build capacity for more holistic, effective, and responsive programming. As factors influencing development – from disease to drought and from flood to famine – often cross national borders, Global Affairs Canada should also adopt regional programming approaches wherever possible and appropriate.

C. STRENGTHENING CSO PARTNERSHIPS

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

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

HOW?

- Fully adopt and implement the International Development and Humanitarian Assistance Civil Society Partnership Policy.
- Renew and restructure funding and accountability frameworks to enable a diverse range of CSOs to contribute to their full potential.

Development partnerships require sustained focus and investment. The process that led to the [International Development and Humanitarian Assistance Civil Society Partnership Policy](#) of February 2015 represents an [important milestone](#) in collaboration between the Government of Canada and Canadian CSOs. Unfortunately, the Policy has not yet been fully adopted – the implementation plan has not been publicly released, and the first annual consultation with CSOs has not occurred.



TO FURTHER SUPPORT STRONGER PARTNERSHIPS WITH CSOS, GLOBAL AFFAIRS CANADA SHOULD:

- Fully implement the CSO Partnership Policy, including by establishing on-going and meaningful dialogue with CSOs and addressing funding gaps.
- Establish a strategic partnership with CCIC to support the convening and coordination of a cohesive and fit-for-purpose international cooperation sector in Canada. This strategic partnership would enhance Global Affairs Canada's access to and dialogue with Canadian CSOs working in global development cooperation.
- Build on the CSO Partnership Policy's support for an enabling environment for civil society in developing countries, to include a similarly explicit commitment to an enabling environment for international development and humanitarian CSOs in Canada.
- Invest in the long-term collaborative efforts between Canadian CSOs and their in-country partners, as well as directly in local partnerships and organizations – in line with the shift to universality and a global conceptualization of development cooperation.
- Provide long term, predictable, responsive and flexible funding, through a variety of mechanisms suited to the diverse capacities and expertise of different types of civil society organizations – both local, national and regional CSOs and Canadian civil society, including small and medium-sized organizations.
- Move away from the current emphasis on calls-for-proposals as the main means of selecting development initiatives for funding. When calls-for-proposals are warranted, establish a two-stage process involving an initial concept note stage, followed by full proposals only from those short-listed in the first stage. This will greatly reduce the burden and cost of the application process on the CSO sector, as well as on government, and encourage creative and collaborative innovation.
- Maintain a simple and fixed [overhead compensation rate](#) for grants and contributions, and implement an increase to 15% for all projects (excluding volunteer cooperation programs, which can remain at 12% with in-kind contributions from volunteers). By doing so, Global Affairs Canada will ensure that overhead policies reflect the real risk and transactional costs assumed by implementing partners.

- 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 other costs inherent to the work being done in partnership, Global Affairs Canada could assess prospective partners on a sliding scale, engage with them in more or less flexible partnership arrangements, and graduate them within the scale based on performance.
- Ensure a balance of partners, including strategic partnerships with civil society organizations, by enabling and supporting a range of CSO roles in program implementation, research, policy and advocacy, monitoring and evaluation, and learning and knowledge-sharing.
- Where possible and appropriate, support multi-stakeholder dialogue on development cooperation, including participation from the private sector, academia, and cultural communities.
- Review existing definitions, policies and guidelines for cost-sharing and in-kind contributions, to ensure greater transparency and predictability, and consistency as appropriate. This review must include consultations with Canadian CSOs.
- Engage in and support open dialogue with the Canadian Revenue Agency (CRA), the Department of Finance Canada, and CSOs to enhance mutual understanding and harmonize the application of regulations, including those concerning political activity, direction and control, and audits, to the particular characteristics of development work overseas. These issues seriously impact CSO partnerships and programming and should be addressed, given CRA's [mandate](#) to “modernize the rules governing the charitable and not-for-profit sectors”. A multisector taskforce, including CSO representation, should be created to lead this exercise.

D. TRANSPARENCY & ACCOUNTABILITY

WHAT? Support comprehensive and coordinated transparency, and accountability 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 development cooperation, there are multiple accountabilities at play: between Global Affairs Canada and implementing partners, and also between these actors and local partners in government, civil society, and communities. The focus of Canadian government and implementing agencies should be on supporting and partnering. Just as local interests, priorities, and needs for development should be defined and addressed wherever possible by local people and organizations, development efforts should be transparent and accountable to those same people and organizations.



TO FURTHER SUPPORT TRANSPARENCY AND ACCOUNTABILITY, GLOBAL AFFAIRS CANADA SHOULD:

- Update and publish country strategies. It is currently difficult to determine if up-to-date country strategies exist for many of the government’s countries of focus; some seemingly date from 2009 or earlier. Having public access to current versions would assist implementing partners in planning and proposing programming, and would clarify alignment of Canadian international assistance with country SDG priorities.
- 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 and where in the global development community. Canadian missions, for example, could facilitate coordination among regional development actors to encourage economies of scale and knowledge-sharing.
- Ensure that funding and other policies are openly and clearly communicated to implementing partners and the Canadian public. As an example, more transparency on the allocation of matching funds for humanitarian response could avoid confusion among individual donors on how and when the government will match contributions.
- Establish Global Affairs Canada’s partnerships, and any thematic or regional gaps, by conducting a comprehensive mapping exercise of development actors and by updating the Project Browser.

E. STRENGTHENING ADVOCACY & PUBLIC ENGAGEMENT

WHAT? Prioritize and invest in the promotion of advocacy and public engagement for global citizenship.

WHY? Public engagement plays a central role in cultivating an educated, active and supportive public that understands the importance of Canada’s role in the world.

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

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 diverse 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 a PE strategy. By advocating pragmatic and innovative policy alternatives, grounded in experiential knowledge, civil society helps ensure an evidence-based approach for the government’s development of policy, programs and legislation.

CSOs are ideally positioned for PE programming. They are responsive, close to the public and target constituencies in Canada, and have established networks, memberships, partnerships, and resources. Investments in CSO PE partnerships can leverage additional funds that diversify revenue streams and multiply the impact of initial investments.



TO FURTHER SUPPORT ADVOCACY AND PUBLIC ENGAGEMENT, GLOBAL AFFAIRS CANADA SHOULD:

- Establish a national PE strategy through which Global Affairs Canada can support meaningful participation and engagement of the Canadian public.
- Support policies and programs that enable and encourage civil society advocacy and multi-stakeholder policy dialogue in support of global development cooperation.
- Recognize and support a spectrum of engagement activities ranging from transactional (e.g. donating, volunteering) to transformational (e.g. building critical awareness, empowering of targeted constituencies or changing buying practices, including through advocacy).
- Leverage the universal nature of the SDGs for collaboration on policy, programming and advocacy between domestic and international CSOs, government departments, the private sector, and individual citizens (including youth) in Canada and abroad.
- In the spirit of global development cooperation, promote and support a narrative based on solidarity and enlightened self-interest rather than charity, moving away from concepts such as assistance, aid, and easy fixes for the world’s complex challenges.
- Systematically examine and assess PE efforts both in Canada and abroad, and develop a common measurement framework that encourages learning, outcome measurement and accountability.
- Use public engagement efforts that respect the voice of poor and marginalized people to support and raise awareness of national and international principles of development effectiveness, including human-rights based and feminist approaches.
- Build on the strong local community ties and media support of small and medium-sized organizations – which often allocate a significant share of their revenue to PE– as avenues for engaging Canadians at the grassroots level.
- Recognize and support volunteer-sending and international internship programs as key contributors to the global engagement of Canadians, particularly youth.
- Use a full range of digital and social media to engage Canadians. Keeping pace with new online technologies will be critical for all stakeholders involved in PE.



BUILDING A ROBUST FUNDING FRAMEWORK

A. MATCHING CANADA'S INVESTMENT TO ITS AMBITIONS

WHAT? Predictably grow the Canadian 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 transparent, focused on the poorest and most vulnerable, and allocated 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 to match the ambitions of the new agenda, official development assistance will remain critically important in supporting the long-term development and delivery of public goods and humanitarian assistance, particularly in the poorest and most fragile states and regions.

HOW? Increases should be made annually with a ten-year timetable to reach 0.7%. To reach the poorest and most marginalized, Canada should also make an immediate commitment to devote 50% of ODA to LICs, LDCs, and fragile states and regions.

Canadian Official Development Assistance (ODA) has been [in decline since 2011](#), dropping from a high that year of \$5.5 billion to \$4.8 billion in 2014-15 (excluding a one-off loan to Ukraine and a double payment to the World Bank). At just 0.28% of Gross National Income (GNI), Canadian international assistance is [below the average](#) for Organisation for Economic Co-operation and Development — Development Assistance Committee (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 and long-term funding mechanisms.

A1. ACHIEVING A PREDICTABLE AND TRANSPARENT TIMETABLE FOR BOOSTING INTERNATIONAL ASSISTANCE 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, signaling a strong commitment to global development cooperation.

Canada should also commit to comprehensive public disclosure of both IAE and ODA budgets in line with its commitments at the 3rd and 4th High-Level Fora on Aid Effectiveness and the current government's commitment to transparency.

A2. 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 regions, and gradually increase total funding to LDCs to reach 0.15% of GNI within five years (up from the current levels of 45% of the IAE and 0.09% of GNI respectively). Canada should also aim to maximize its impact by becoming a top-three donor in at least half of its countries of focus by 2019-20 – a modest goal [achievable](#) through an additional investment of \$59m per year based on 2014 figures.

As the geography of poverty has changed, Canada needs a holistic approach that targets the root causes of 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.

A3. RESTORING RESPONSIVE AND LONGER-TERM FUNDING

In recent years, international assistance funding has shifted towards support for multilateral organizations – which received 57% of Canadian ODA in 2014-15 – and away from predictable, responsive and long-term funding for CSOs and partner country governments. The calls-for-proposals (CfP) funding mechanism introduced in 2010 caused severe funding delays, an [overall decline](#) in funding to CSOs, unclear decision-making, and a strong bias towards large and medium-sized organizations. In sum, the approach has 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 supported more stable and predictable long-term programming. Working with a diverse range of actors will help maximize the impact of Canada's global development cooperation agenda by utilizing each partner's unique expertise and capacity. The longstanding in-country partnerships, proximity to beneficiaries and flexibility of Canadian CSOs represent a [well-recognized comparative advantage](#) that allows the Canadian government to maintain Canadian access, expertise and relationships in a wide range of countries. This comparative advantage is best leveraged through predictable and responsive funding for CSOs.

As an initial step, Global Affairs Canada should aim to direct 30% of its total funding support to CSOs, and 25% to Canadian CSOs over the rest of this mandate (up from an average of 22.7% and 17.4% respectively over the last five years), while consistently and predictably growing the IAE as recommended above. 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, cost-sharing 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.

Partnerships for Development Innovation (PDI) Branch is a primary window within Global Affairs Canada for civil society partnerships. PDI should allocate a minimum of \$250 million per year to CSO partnerships, with annual increases commensurate to the IAE increases, through four funding mechanisms:

1. Long-term responsive programmatic funding for strategic partners to enhance capacity and impact, comprising approximately half of total funding for CSOs;
2. Thematic and Decentralized Funds to engage a diverse range of CSOs, including small and medium-sized organizations;
3. Calls for Proposals to identify partners for specific government-led initiatives; and
4. Knowledge and Capacity Development Initiatives to strengthen the delivery of results of the CSO community by supporting organizations specializing in knowledge/capacity development.

As Global Affairs Canada equips itself to meet current and future challenges of development cooperation, it must urgently address issues of transparency, accountability and predictability that seriously affect its partnerships with CSOs. This should include publishing project pipeline information, announcing timetables for CfPs, and clearly and publicly disclosing all funds and mechanisms that are being used or piloted by Global Affairs Canada. Funding decisions should be communicated promptly to applicants at all stages of the process. Delays, bottlenecks, and uncertainty in the processing of applications and the disbursement of funding have serious consequences on implementing partners' ability to deliver effective programming.

B. FUNDING FOR CLIMATE CHANGE ACTION

WHAT? Substantial Canadian investments in climate change adaptation and mitigation in developing countries, in line with Canada's commitments under the Paris Agreement and earlier accords.

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. As an Annex II Party to the United Nations Framework Convention on Climate Change, Canada has specific funding commitments to developing countries.

HOW?

- Climate funding should be new and additional to the IAE, and implemented in accordance with the principles for effective development cooperation.
- Canada should focus its climate financing contributions on supporting developing countries in implementing their National Adaptation Plans and their Intended Nationally Determined Contributions.

In November 2015, the Canadian government [announced](#) new climate financing of \$2.65 billion to support the poorest and most vulnerable countries mitigate and adapt to the adverse effects of climate change, and for a period up to 2020. However, the government has not yet made it clear whether this 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 Busan principles for effective development cooperation (country ownership, inclusive partnerships, focus on results, and transparency and accountability). As affirmed in the Paris Agreement, predictable and transparent funding is essential for developing countries to successfully implement their own adaptation and mitigation plans.

C. HUMANITARIAN FUNDING

WHAT? Increase baseline funding for humanitarian assistance to increase effectiveness and 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.
- Explore opportunities to use an increased baseline budget for humanitarian assistance to expand un-earmarked funding, building on the success of the Canadian Humanitarian Assistance Fund.

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 (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

WHAT? Ensure all sources of development finance are consistent with the goals of sustainable and inclusive development.

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

HOW?

- Build upon strong ODA to achieve 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 in developing countries.
- Use policy and regulation to align private sector activity with sustainable development goals.
- Champion global development cooperation in tackling tax avoidance.
- Support research to better understand and support the role of remittances in fighting poverty.

D1. 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 many cases, these engagements have been productive. However, the potential contribution of the private sector, and in particular Canadian and multinational corporations, to global development outcomes remains largely untapped due to a lack of incentives in that direction.

In line with the [Addis Ababa Action Agenda](#), Canada should develop policies, strengthen regulation, and champion international efforts 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 contributing to positive development outcomes, and to monitor and assess the financial and development additionality of projects. Private sector funds attracted through mechanisms such as the Development Finance Initiative (DFI) must be both complementary and additional to ODA funding.

D2. GLOBAL COLLABORATION ON TAX EVASION

Tax evasion has been [estimated to cost](#) governments around the world more than \$3 trillion US in lost revenue each year – more than the [estimated investment gap](#) for implementing the SDGs in developing countries. The Canadian government should prioritize strengthening 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.

D3. 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 however a program or strategy for global development cooperation. Little is known about potential implications of specific measures, and CCIC recommends further research in this area to identify potential opportunities and risks before designing any support strategies for this sector.



CONCLUSION: COLLABORATION & TRANSFORMATION

Achieving the SDGs demands a transformative change in Canada’s vision and approach to global development cooperation. We have presented here a series of concrete suggestions that would reposition Canada as a leader in tackling the most pressing development challenges of our time. We urgently need to reverse the trend towards deeper inequality; end the gender discrimination that stymies human development; slow the progress of climate change and help the poorest adapt; and stem the human misery resulting from regional instability and recurring cycles of violence.

While our proposals for Canada’s global development cooperation agenda differ in some substantive areas from the framework offered by Global Affairs Canada for discussion, there is much common ground on which to build a new and stronger relationship. Achieving the SDGs will demand a whole-of-Canada approach. Civil society strengths in program delivery, in advocacy and in engaging and mobilizing the public will complement the political will and resources that the Government of Canada can invest in the right mix of policies and programs.

As the national voice for the international cooperation sector, CCIC stands ready and committed to work in a strategic partnership with the Government of Canada to elaborate — and implement — a comprehensive and effective framework that will guide Canadian development cooperation over the next five years and enhance Canada’s contribution to a fairer, more sustainable and safer world.

ANNEX 1

List of Specific Policies, Strategies and Action Plans Required

As noted in the text of the submission, a coherent policy framework to guide Canada's global development cooperation efforts requires a core set of actionable and measurable policy outcomes.

Given the broad and universal scope of Agenda 2030, and range of government departments and development partners that will be involved in achieving them, we propose that the Government of Canada commit to a two-year timeframe of multi-stakeholder 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 and strategies on key issues.

The following is a suggested list of the specific policies and strategies that are required. Some of these exist in some form; most do not. Where policies already exist, these should be updated. In all cases, they should be made publicly available.

Policies (guidelines and principles for Global Affairs Canada engagement on particular issues)

- Climate change adaptation and mitigation policy
- Education and skills building policy
- Food security policy
- Gender equality and women's rights policy
- Health and nutrition policy
- Humanitarian assistance policy
- Private sector development policy
- Sexual and reproductive health and rights policy
- Water, sanitation and hygiene policy

Strategies and Action Plans (comprehensive frameworks for broad policy coordination)

- Aid and development effectiveness action plan
- Child protection strategy
- Country and regional strategies for countries and regions of focus
- Disaster risk reduction strategy
- Innovation strategy
- National Action Plan to implement the UN Guiding Principles on Business and Human Rights
- National Action Plan on Women, Peace and Security
- Policy coherence for sustainable development action plan
- Private sector partnership and engagement strategy
- Public engagement strategy
- Research strategy

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