Submission of the Inter-Council Network

on

The Civil Society Partnership Policy of
Foreign Affairs, Trade and Development Canada

August 8, 2014

Alberta Council for Global Cooperation (ACGC)
l'Association quebecoise des organismes de cooperation internationale (AQOCI)
Atlantic Council for International Cooperation (ACIC)
British Columbia Council for International Cooperation (BCCIC)
Manitoba Council for International Cooperation (MCIC)
Ontario Council for International Cooperation (OCIC)
Saskatchewan Council for International Cooperation (SCIC)

Contents

1. Context

The Inter-Council Network (ICN) welcomes the opportunity to comment on Foreign Affairs, Trade and Development Canada's Draft Civil Society Partnership Policy. The ICN is comprised of the seven Provincial and Regional Councils for International Cooperation and represents a diverse range of over 400 CSOs from all regions of Canada. The ICN has undertaken this submission jointly, through consultation with our members, as a demonstration of our common position on the issues addressed within the policy.

The ICN views this invitation as an important step in recognizing civil society as independent development actors in our own right who require a supportive and enabling environment in Canada and internationally. We hope that this process and the resulting policy will help to re-establish constructive relationships between DFATD and the many CSOs that have had few opportunities to engage in the last few years. We also hope that the policy will serve as a mutual accountability framework between DFATD and CSOs, enabling us to effectively undertake our distinct roles as civil society actors in Canada, and fostering an enabling environment for civil society internationally.

We appreciate that the Minister has taken leadership in establishing this process and hope that the final policy will serve to improve understanding, trust, and transparency towards more effective and human rights-based principles, commitments, standards, and approaches to international cooperation within Canada and within civil society internationally. The recommendations and feedback that follow are rooted in these principles.

2. Recommendations

Based on the feedback detailed in the sections below, the ICN stresses that adherence to human rights-based principles, commitments, standards, and approaches be explicit preconditions for partnership, that the expertise brought by CSOs in particular should be the focus of the policy, and that DFATD should ensure the conformity of the meaning of the French and English versions of the text of the policy.

The ICN recommends the following:

1. That the policy clearly **distinguishes between pertinent commitments based in Canadian legislation and United Nations Conventions Canada has ratified, from those that are principles and good practices.** In particular, Article 32 of the UN Convention on the Rights of Persons with Disabilities should be included, and overall, the commitments and principles should include implementation details regarding how they will guide DFATD in its partnerships with CSOs. (See section 5.)

2. That **DFATD include a specific objective or section on its responsibility to provide diverse, predictable, responsive, and flexible medium and long-term funding mechanisms, designed in**

consultation with CSOs. These funding mechanisms, balancing fairness with effectiveness, will recognize the diverse roles that small and medium-sized CSOs play, and will take into account organizational experience, diversity of sectors, and demonstrated good practices. These diverse mechanisms, including calls for proposals, partnership agreements, core funding, and project funding, among others, will aim to promote policy dialogue, build capacity, work in targeted geographic regions, and support public engagement activities in Canada. (See section 6.1.)

3.   That DFATD include a specific objective to **enhance gender equality and support gender mainstreaming throughout all development and solidarity programming and implementation**. DFATD recognizes that gender equality is essential to poverty reduction. It will actively promote respect for the rights of women and girls in all of its development programming, and will provide incentives and training for CSOs to mainstream gender equality in their approaches, projects and programs. (See section 6.2.)

4.   That DFATD **implement a human rights-based approach** throughout the development cooperation decision-making, implementation, transparency, and accountability processes, in order to fully respect, protect, and promote the human rights of people living in poverty as a way to ensure development effectiveness. (See section 6.3.1.)

5.   That DFATD **recognize the importance of an enabling environment for CSOs in Canada and internationally** in the policy, since a strong partnership relies on the respect of all governments of the rights to association, assembly, freedom of expression, dialogue, and appropriate funding modalities, domestically and internationally. (See section 6.3.2.)

6.   That **the policy is more specific about consultation**. For example, that it states that at least once a year DFATD will publicly consult CSOs representing diverse mandates, approaches, sectors, organizational sizes, and regional reach within Canada about this policy, and will implement an institutional mechanism to engage in constructive and regular dialogue about funding processes, requirements, and application information. (See section 6.3.4.)

7.   That DFATD, in line with its human rights commitments, recognize social movements in its support for civil society, and **continue to support long term projects and partnerships, based on equality, sharing, reciprocity, and mutual respect,** in order to foster sustainable development that has a positive impact on development effectiveness, the respect for human rights, poverty reduction, and the capacity for the poorest to hold their governments to account. (See section 6.3.6.)

8.   That the policy **include a recognition of the many diverse stakeholders involved in effective international cooperation, including CSOs from the Global South, local and national governments, international organizations, and the private sector,** and that the policy preclude actors who have violated international human rights standards to participate in international cooperation projects with CSO partners. (See section 6.3.7.)

9. That DFATD adopt a **definition of public engagement that is positioned within the wider context of civil society's role in contributing to development, and which is informed by a theory of change**. In addition, that the policy **recognizes the necessity of multiple approaches to public engagement, including both transactional and transformational,** and that these approaches should not be limited to volunteering and fundraising activities. (See section 6.3.8.)

3. 'Purpose & Introduction' Sections

The 'Purpose' section in the policy sets out "DFATD's approach ... guiding principles for and overall objectives of Canada's development engagement with CSOs," which it states "is not prescriptive in nature, but rather provides an approach, with illustrative examples of actions and best practices." The ICN welcomes the emphasis on an approach, and on using examples of actions and best practices, but feels that for the most part these specifics are lacking in the current draft.

In the 'Introduction' section there is a broad commitment to "effectively harness the efforts of all actors engaged in development," and specifically, to "those that can best deliver results within its thematic priorities and developing sector partners." In our view, **adherence to human rights-based principles, commitments, standards, and approaches should be explicit preconditions for partnership, and the expertise brought by CSOs in particular should be the focus of the policy.** We also feel that this section could benefit from additional 'Context' information that more clearly articulates the three principles embedded within Canada's Official Development Assistance Accountability Act (ODAAA), that provides clarity regarding "traditional partners" and "new ones," and **that recognizes the diverse roles of small and medium-sized CSOs involved in international cooperation and public engagement**, which vary in scope, characteristics, and regions.

4. 'What is Civil Society?' Section

In the 'What is Civil Society?' section, the ICN would like to see: **a recognition of CSOs as independent development actors in our own right, with our own principles, priorities and objectives; a recognition that CSOs' contributions to development are distinct; strengthened language that recognizes that many CSOs address global poverty issues at a systemic level, through working to prevent, reduce, and alleviate poverty; and a more inclusive listing of the ways that international cooperation CSOs contribute to development**, such as through long-term development, accompaniment and solidarity, humanitarian response, citizen/public engagement, and research and advocacy.

We would also recommend this section be expanded to encompass the breadth and diversity within the CSO sector. Although it describes civil society in general, it does not account for the diverse mandates, approaches, organizational sizes and regional reaches of CSOs within Canada. Within this list of integral CSO contributions to development, the "innovators" section lacks an acknowledgement that CSOs are necessarily always innovating, through building on best practices, learning through experience and

consultation with partners, scaling up where possible, and by doing research and contributing to policy development, which results from our ongoing and informed praxis.

Finally, the purpose and introductory sections do not make clear the nature of the partnerships that this policy seeks to establish with the potential partners that are listed. **The ICN recommends that a section, 'What is Partnership?' be added in order to clearly define what partnerships will look like and the forms that they will take.** This section, as well as the entirety of the policy, should also clearly distinguish between CSOs in Canada and CSOs in the Global South, to the extent that partnership parameters with DFATD may differ.

5. 'Principles and Commitments Guiding DFATD's Engagement with Civil Society Organizations' Section

The ICN welcomes the will of the Government to base its aid on the principles and commitments contained in the policy. We are encouraged by the inclusion of both the Busan Partnership for Effective Development Co-operation, recognizing the role of civil society as independent development actors and the resulting importance of fostering an enabling environment, and of the Istanbul Principles, as they "are universal points of reference for CSO activities in development, emphasizing the impact of these actions on the rights of people living in poverty and marginalized populations."[1]

The ICN would also like to affirm the importance of respecting the three criteria contained in the ODAAA -- that development assistance contributes to poverty reduction, that it takes into account the perspectives of the poor, and that it is consistent with international human rights standards -- as these criteria should be applicable to decision-making concerning international cooperation policy, choice of countries, choice of development partners, choice of project orientation and selection processes, and to the management and accountability of projects and policies.

The recognition of the interdependence of the role of the Government and the role of CSOs seems to be underscored by the inclusion of these three documents. However, the policy also frequently refers to autonomy as *financial autonomy* rather than *political autonomy* (particularly in Objectives 4 and 5.) Financial autonomy does not ensure political autonomy, and as stated by the OECD-DAC, there are legislative and regulatory requirements to political autonomy that need to be fulfilled in order for CSOs to be effective. CSOs can only fulfill their unique and innovative role if governments respect their right to dissidence and to exist as independent political actors.

In addition, **notably absent from this section are commitments to United Nations Conventions. In particular, Article 32 of the UN Convention on the Rights of Persons With Disabilities, which focuses on International Cooperation** (adopted by the UN in 2006, signed by Canada in 2007, and ratified in 2010), is an area where the Government of Canada is obliged to take action. The ICN believes it would be a tremendous oversight to not include this Convention in the list of commitments in this policy.

---

[1] Istanbul Principles.

Finally, this section also lacks implementation details, or "how" these Commitments and Principles will guide DFATD in its partnerships with CSOs. Through our contributions, we hope to make these links between commitments and the policy stronger. **The ICN would like to see an overall restructuring of this section, including making distinctions between pertinent commitments based in Canadian legislation and United Nations Conventions Canada has ratified, from those that are principles and good practices.**

6. 'Objectives and Actions' Section

6.1 Recommendation for a Funding Objective

Whereas DFATD increasingly stresses the need for CSOs to be financially autonomous, the ICN would like to underscore that the responsibility for funding international cooperation does not rely solely on CSO or individuals' contributions. Through Canada's leadership in areas such as MNCH, and the importance to honour the UN target to give 0.7% of gross net income (GNI) to ODA, the Canadian Government recognizes its responsibility to fund international cooperation. Furthermore, a recent poll conducted by the ICN showed that more than half of all Canadians (52%) feel the federal government is most responsible for addressing global poverty."[2]

Under Objective 4, this policy states that, "CSOs need to be financially independent and seek funding from various sources. This enables them to better reflect the views of their constituents and secure their own stability." Although CSOs need to be independent in mission and objectives from government, and should be free to seek funding from various sources, **the policy needs to contain a specific objective or section on DFATD's responsibility to provide diverse, predictable, responsive and flexible medium and long-term funding mechanisms to support civil society groups and organizations**. As it stands, mentions of funding for CSOs are dispersed amongst other objectives.

The specific objective or section on funding for CSOs needs to include a commitment to funding mechanisms that are predictable and goal oriented, designed in consultation with CSOs. Under Objective 5, the policy acknowledges the necessity for predictable funding opportunities when undertaking development work when it states that "DFATD is committed to providing predictable funding opportunities, recognizing that CSOs are accountable to the communities they represent and require time to plan their programming." This predictability allows not only for accountable planning for initiatives in Canada and internationally, but also long-term sustainability planning and consistency in program planning and processes.

The policy objective on funding also needs to stress the importance of a pan-Canadian approach that recognizes the diverse roles of small and medium-sized CSOs involved in international cooperation and public engagement, which vary in scope and regional capacities and characteristics. Additionally, the diversity of types of funding should be specifically outlined, as "it is important to have a diversity of

---

[2] ICN-Vision Critical. (2012).

funding approaches which evolve with context, with the purpose of support and partner capacity. Donor support models also need to be flexible given the broad range of objectives they pursue as well as organizations with which they partner."[3]

Ensuring diverse, predictable, responsive, and flexible funding mechanisms will enable CSOs to more effectively deliver on shared CSO and DFATD goals, and will provide for participation by a range of CSOs that vary in size, region, capability, and focus areas. These mechanisms, including calls for proposals, partnership agreements, core funding, and project funding, among others, provide a unique ability to meet objectives, whether these are to promote policy dialogue, build capacity, work in targeted geographic regions, or support grassroots initiatives.[4]

The ICN would be interested in providing additional information on mechanisms and approaches that could be used to support to diverse small and medium-sized CSOs, including through capacity building. In addition, some of the councils have experience funding small CSOs and could share their expertise and ideas with DFATD.

Suggested:
DFATD is committed to providing diverse, predictable, responsive, and flexible medium and long-term funding opportunities, designed in consultation with CSOs. *These funding mechanisms, through balancing fairness with effectiveness, will recognize the diverse roles that small and medium-sized CSOs play, and will be designed according to organizational experience, sector, and good practices. These diverse mechanisms, including calls for proposals, partnership agreements, core funding, and project funding, among others, will aim to promote policy dialogue, build capacity, work in targeted geographic regions, and support public engagement activities in Canada.*

6.2 Recommendation for a Gender Equality Objective

In the past, CIDA was a leader internationally in promoting a gender and development approach. This role included supporting projects that cultivate gender equality, and also implementing a gender-based approach through its activities. DFATD should clearly state its commitment to a gender mainstreaming approach in its partnership policy. A consciousness of gender equality issues should be at the center of the strategic orientation of the direction, the choice of the partners and of the projects, the partnership relationships, budgeting, and the evaluation and accountability processes.

Emphasizing gender equality would ensure policy coherence with the Busan Partnership, as DFATD states on its site, for instance:

> Empowering women and girls is a prerequisite to sustainable development and Canada has built gender equality into all of its policies, programs and projects, as a cross-cutting theme for

---

[3] OECD-DAC. p. 31.
[4] OECD-DAC. p. 31.

international development. [...] By endorsing the Busan Partnership for Effective Development Co-operation, Canada is supporting new efforts to increase women's empowerment. These include strengthening government capacity to collect and use sex-disaggregated data, engaging in gender-responsive public financial management, and promoting gender equality in economic and productive sectors.[5]

In the same way, this would be coherent with the requirements of the ODAAA as, "Gender equality is essential to poverty reduction. CIDA [now DFATD] must not only 'do no harm', but must also actively promote the rights of women in all of its development programming."[6]

The ICN recommends that DFATD should include "enhance gender equality and gender mainstreaming throughout all development and solidarity programming and implementation" as a specific objective in the partnership policy.

Suggested:
Enhance gender equality and gender mainstreaming throughout all development and solidarity programming and implementation. DFATD recognizes that gender equality is essential to poverty reduction. It will actively promote respect for the rights of women and girls in all of its development programming, and will provide incentives and training for CSOs to mainstream gender equality in their approaches, projects and programs.

6.3 Feedback on Objectives

In addition to a discussion of each objective, we have provided concrete suggestions for rephrasing the objectives at the end of every section. In general, the ICN notes the lack of specific mechanisms and operational measures in the policy, which gives a strong level of interpretation and of influence to DFATD in the future implementation of this text. The ICN recommends that the policy affirm DFATD's commitments to engage in ongoing and meaningful consultation with CSOs to further elaborate the strategic orientations, funding, and accountability mechanisms that will concretely become the actions related to this policy.

6.3.1 Augment the Voice of Individuals, Particularly Poor and Marginalized People

The Department states the importance of "a sound and coherent approach to partnering with international, Canadian and developing country civil society" as a means to achieve "sustainable development results and poverty reduction." As stated in the proposed policy, this should express Canada's engagement towards 'freedom', 'democracy', 'human rights', and the 'rule of law'. The ICN suggest that human rights should influence the global approach to development policies, including the

---

[5] DFATD Website: 'Key issues for Canada in Busan'.
[6] Brian Tomlinson. *A Time to Act*, p. 23.

choice of the development partners and projects, and the international coherence of the Government's policies.

DFATD states that the role of CSOs in the Global South are as advocates in their local community, which the ICN welcomes. The ICN asserts that adopting a human rights-based approach to development would be the best way to support this advocacy role and to implement the ODAAA. This approach supports the respect for its three criteria and would enable the whole program to have this common purpose:

> "Section 4(1)(a), [of the Act] requires that ODA contributes to poverty reduction. Indeed, it is widely recognized that "human rights violations are both a cause and a consequence of poverty," and that poverty per se is a violation of all or several human rights. Therefore, adopting an approach of ODA which focuses on the realization of human rights in and of itself contributes to poverty reduction" [...]

> "In the same vein, assessing whether the perspectives of the poor (section 4(1)(b) of the Act) are taken into account by particular prospective ODA provisions can efficiently and reasonably be done by adopting a rights-based approach to this issue, in particular by recognizing that the poor must be able to provide their input in the concrete allocation on the ground of ODA provided by Canada, to the maximum extent possible."[7]

The ICN stresses the importance of **DFATD implementing a human rights-based approach** throughout the development cooperation decision-making process, including implementation, transparency, and accountability processes, in order to fully respect, protect, and promote the human rights of people living in poverty as a way to ensure development effectiveness.

Suggested:
Augment the Voice of Poor and Marginalized People: *For policies, strategies and services to be effective, the perspectives of poor and marginalized peoples need to be taken into account. Aligned with the ODAAA legislative requirement to take into account the perspectives of the poor and support their role as advocates for their rights, DFATD will use a human rights-based approach in order to enable the independent CSO work in Canada promoting global citizenship, strengthen civil society in developing countries, and empower citizens to participate in and assume ownership of their development through support and capacity building measures.*

6.3.2 Facilitate an Enabling Environment for Civil Society in Developing Countries

The ICN also welcomes that the establishment of an enabling environment for civil society in the South is one of the policy's nine development objectives. Following the OECD-DAC's review of good donor practice, this enabling environment could be reinforced by ensuring "the way we fund [CSOs in

---

[7] Beauchamp. p. 47.

developing countries] is also 'enabling' and can help strengthen the democratic structures of CSOs."[8] This review pointed to funding being "long term", and, "supporting core institutional support" because "strengthening civil society in developing countries can empower citizens to participate in development and to taking up democratic ownership, a pillar of effective development."[9]

The OECD-DAC further suggests that core support could be aligned with Southern CSOs own systems and priorities in order to lighten the administrative cost of management.[10] Generally, the administrative requirements in proposals should be lighter, adapted to the projects and their purpose, and leave space for qualitative outcomes. Reporting should be framed in order to state the achievement of the objectives rather than only to assess the compliance with administrative requirements. Accordingly, management of projects should adhere to proportionality: the procedure for application, the application documents and reporting requirements, oversight and supervision should be proportionate to the amount of funding provided.[11]

In addition to an enabling environment for CSOs in the Global South, **fostering an enabling environment for CSOs in Canada should also be recognized in the partnership policy, as a strong partnership relies on the respect of all governments of the rights to association, assembly, freedom of expression, dialogue, and appropriate funding modalities, domestically and internationally**.

Suggested:
***Facilitate an Enabling Environment for Civil Society in Developing Countries and in Canada:** An empowered civil society is a crucial component of democratic governance and development. In order for civil society to grow and strengthen, it must operate in an enabling environment that respects rule of law, promotes good governance, and fosters core civil society freedoms of expression, association and assembly. Many actors, including governments, have a role to play in creating such an environment and setting the conditions that enable civil society to actively engage. DFATD is committed to supporting an enabling environment for civil society, both in law and practice, leading to more effective policies, equitable and sustainable development, and environmental sustainability, in particular through provision of diverse, predictable, responsive and flexible medium and long-term financial modalities that support CSOs as development partners.*

6.3.3 Foster Canadian CSO Leadership in International Development and Innovation

The ICN requires more information on the statement to "support CSO alliances" and would like to stress that alliances should not become a requirement. Small and medium-sized CSOs have a great potential for innovation, as they can often build very close links with local communities. **DFATD should ensure the**

---

[8] OECD-DAC. p. 13.
[9] OECD-DAC. p. 13 & 16. For instance, the United Kingdom and Germany give support to CSOs in the South through budget support.
[10] OECD-DAC. p. 15.
[11] ECNL. p. 14.

continued support of small and medium-sized CSOs in its programs, recognizing the wealth of a pluralistic civil society in the Canadian community and internationally.

Suggested:

Foster Canadian CSO Leadership in International Development and Innovation: Canadian CSOs are recognized leaders on the global stage for their world class expertise. The great diversity within civil society in Canada is a significant strength that helps it to respond in innovative ways to the needs of those living in poverty. DFATD looks to our CSO partners to create alliances that have global reach and can tackle major development challenges, and to adopt innovative approaches to development and poverty reduction. To these ends, DFATD will support diverse CSOs, including diverse in size and scale, sector, and region, and will place increasing focus on incubating innovative ideas, testing promising initiatives, and scaling up those with widespread impact and effectiveness. It will adopt lighter management requirement to facilitate innovation, the different roles, and the diverse nature of CSOs.

6.3.4 Integrate the Role of CSOs as Development Actors into Development Programming

In order to make consultation strategically valuable and meaningful, and to gain the most from a diverse range of CSO experiences, the policy would also benefit from defining the nature of the proposed consultation with civil society when stating that 'DFATD considers civil society perspectives and the inclusion of diverse views in development programs and strategies.' **In order to solicit the most meaningful feedback and high levels of engagement in consultation processes with CSOs, consultation activities and processes must be open, regular and predictable, allow adequate time for input, and follow a transparent set of guidelines.**

In addition, the diversity of groups and CSOs being consulted is key to developing broad understandings and expertise and inter-sector knowledge-sharing. The current groups whose perspectives and needs will be considered when developing policy and service delivery programs, "women, young people, people with disabilities and ethnic minorities" should be expanded to include racial and sexual minorities, and Indigenous peoples.

Suggested:

Recognize the Role of CSOs as Development Actors: Civil society provides a vehicle for the voices of the poor and vulnerable to be heard by their governments. The development of pro-poor policies and the delivery of services are more effective when different perspectives and needs, including those of women, young people, people with disabilities, Indigenous peoples, and ethnic, racial, and sexual minorities, are taken into account. At least once a year, DFATD will publicly consult CSOs representing diverse mandates, approaches, sectors, organizational sizes, and regional reach within Canada about this policy, and it will implement an institutional mechanism to engage in constructive and regular dialogue about funding processes, requirements, and application information.

6.3.5 Increase Transparency and Accountability

The policy needs to be more specific about accountability measures and management of projects. The ICN and CSOs place great value on being more transparent and accountable, both to donors and the affected communities. The ICN also recognizes the progress made by the government towards better transparency of its aid transactions, in particular through its participation to the International Aid Transparency Initiative and as underscored in Canada's peer review from the OECD-DAC.

Suggested:
Increase Transparency and Accountability: *The development program will be transparent about its selection process, funding mechanisms, and expected and achieved outcomes for development assistance. DFATD expects all of its development partners including CSOs to uphold similar transparency and accountability standards. To increase the results of our development collaborations, DFATD seeks partnerships with CSOs that demonstrate development effectiveness, contribute to poverty reduction, respect human rights, and respect the voice of poor and marginalized populations.*

6.3.6 Enhance Sustainability

The ICN shares the position of DFATD on the importance of the sustainability of development actions. However, evidence has shown that it is not by funding short-term projects that long-term effectiveness is reached, but by fostering trust and mutual partnership relations. As inferred from the previously cited statement by the members of the OECD-DAC about the necessity for long-term funding, this should not be interpreted as a sign of ineffectiveness, but as one of the factors that can enhance the capacity to make development more effective, and to have a transformative role in a community. Having a strong community that is able to make its governments accountable and responsive is key to sustainable development.

The ICN recommends that DFATD, in line with its human rights commitments, recognize social movements in its support for civil society. **DFATD should continue to support long-term projects and partnerships, based on equality, sharing, reciprocity, and mutual respect, in order to foster sustainable development that has a positive impact on the respect for human rights, poverty reduction, and the capacity for the poorest to hold their governments to account.** The ICN also believes that DFATD should promote enduring results through respecting the priorities of country-level partners and local ownership.

Suggested:
Enhance Sustainability: *Sustainability is achieved through, amongst other activities, building service delivery capacity, improving democratic governance and raising awareness, and strengthening local economic, political, and social systems. DFATD respects the development priorities of country-level partners and local ownership, including the value placed on short and long term projects and results. DFATD supports CSO-led initiatives that produce enduring results, through lasting partnerships, based on equality, sharing, reciprocity, and mutual respect.*

DFATD also recognizes that the sustainability and effectiveness of development initiatives depend on the ability of the population to hold governments to account over the long-term, and is committed to investing in efforts that can strengthen the role of civil society and communities in performing these functions.

6.3.7 Foster Effective Partnerships Between the Private Sector and Civil Society

The ICN recommends **expanding this section to include recognition of the many diverse stakeholders involved in international cooperation, including CSOs from the Global South, local and national government, international organizations, and the private sector.** In this way, references to how each group will be held accountable to development outcomes can also be included. The ICN believes that it is important that DFATD assess all multi-stakeholder partnerships on the basis of human rights principles and international standards in support of development effectiveness, and that these apply to all, whether they are local governments who may be corrupt, small enterprises who might be discriminatory in labour practices, or large resource extraction companies who have violated human rights in the past. The **ICN recommends that the policy preclude actors who have violated international human rights standards to participate in international cooperation projects with CSO partners.**

In addition, the private sector is diverse, be it based on its nationality, purpose, or size. In this way, the DAC and other experts have asserted that targeting small and medium enterprises in developing countries "could increase the development impact of these partnerships by alleviating credit constraints."[12] Many CSOs are already participating in social economy initiatives that foster local economy rather than reproducing an export economy model that has made countries and communities more dependent on aid money.

Suggested:
Foster Effective Partnerships Between Key Stakeholders for Development: *Sustainable partnerships for development that contribute to long-term outcomes include a diverse range of key stakeholders: CSOs from the Global South, local and national governments, international organizations, and the private sector. When international, Canadian and developing country CSOs join efforts with these stakeholders development can be more inclusive and sustainable. DFATD aims to foster effective partnerships between these sectors and with developing country governments for investments in development, including the creation of decent jobs, and inclusive service delivery in priority areas of focus, and is committed to assessing all partnerships based on a human rights-based approach.*

6.3.8 Engage Canadians in Development

The ICN believes that this objective should be revised to stress the importance and comparative advantage for public engagement to be conducted in partnership with CSOs, and to define public engagement clearly. Specifically**, the policy should identify the spectrum from transactional to**

---

[12] Di Bella *et, a*l.. p. x & xii.

transformational engagement, and affirm the need for a rights-based approach to public engagement. Based on our recommendations below, we believe that the title of this objective should be revised to 'Engage Canadians in Development and International Solidarity.'

The policy should include a more robust recognition of the importance of partnering with CSO's to undertake public engagement activities concerning a broad spectrum of development issues. In a report produced by the OECD, *Partnering with Civil Society: 12 Lessons from DAC Peer Reviews*, this point is underscored, stating that "Partnering with and supporting CSOs to build public awareness and understanding of development issues in donor and developing countries should be a priority for [Development Assistance Committee] members. A citizenry that is informed and educated about global development issues is an important, empowering objective in itself and should be supported by governments."[13] Globally, public engagement is therefore a factor of long-term development effectiveness in itself, as recognized by all the Councils. In addition, a pan-Canadian poll, *Canadian Engagement on Global Poverty Issues,* affirmed that the majority of Canadians (72%) believe the federal government should be supporting public awareness about global poverty issues.[14] An even higher proportion, 79% of Canadians, believe it is important that young people, in particular, learn about global poverty issues.[15]

Consistent with good practices promoted by the OECD-DAC, Canada has a responsibility to ensure that public engagement initiatives conducted in partnership with CSOs are given significant consideration and weight, which should be reflected in this policy. CSOs are best positioned for public engagement partnerships for a number of reasons:
- They are independent organizations and development actors, with their own missions, priorities, and objectives, which can be complementary to those of DFATD;
- Development initiatives, humanitarian work, and public awareness-raising actions require specific expertise and capacities which are built over time through the activities of CSOs employing good practices; and,
- Member-based CSOs have established networks, partnerships, and resources, which can be leveraged to reach target groups or cultivate greater outcomes in public awareness nationally.

The ICN recommends adopting a definition of public engagement that is positioned within the wider context of civil society's role in contributing to development, and which is informed by a theory of change. The ICN's theory of change shares the view with CCIC that "public engagement needs to be holistic in its approach and include all of the actions leading to social change that citizens can take and this includes advocacy."[16] Our theory of change for the sector holds that there are multiple points of engagement, including through personal, relational, and societal change, and that CSOs will vary in their work of facilitating change through these multiple entry points, which complement one another. As a result, the ICN defines public engagement as **"the practice of inspiring, supporting, and challenging**

---

[13] OECD-DAC. p. 17.
[14] ICN-Vision Critical. (2012).
[15] ICN-Vision Critical. (2012).
[16] CCIC. p. 18.

people and groups in dynamic cycles of learning, reflection, and action on global issues. It is a transformative process that works towards more equitable social, economic, environmental and political structures."[17]

With this definition in mind, discussions of 'Canadian values' should be expanded to include the values being cultivated through public engagement. For example, Objective 8 states that 'Canada's unity is strengthened through the expression of common values both at home and abroad.' Here, it is important to add context to these values. The ODAAA defines Canadian values as "global citizenship, equity and environmental sustainability."[18] To more comprehensively reflect the ODAAA, the objective should therefore be revised to read: 'Canada's unity is strengthened through the expression of values of human rights, democracy, rule of law, equity, global citizenship and environmental sustainability at home and abroad.'

The policy needs to recognize the necessity of multiple approaches to public engagement, including both transactional and transformational, and that these approaches should not be limited to volunteering and fundraising activities. The OECD report recommends that policies should "be clear about the purpose of public-awareness raising, for example distinguish between communications to raise funds and activities to build critical awareness of development co-operation and the challenges faced by people living in developing countries."[19] In addition, the policy needs to be specific about the inclusion of multiple approaches, from short-term campaigns, to long-term activities, to engaging new audiences and using innovative methods. While transactional approaches, such as fundraising and volunteering, are important aspects of public engagement, they are tactics and not end goals - they do not develop lasting social change in themselves. Transformational approaches, on the other hand, engage individuals and groups in deeper learning, reflection, and action on global issues. These approaches can include experiential learning, cultivating global citizenship and greater understandings of justice, and engagement in policy dialogue. Most importantly, DFATD must recognize that not all CSOs are engaged in work that is transactional, and not all are engaged in work that is transformational, and that the inclusion of multiple approaches allows for complementary activities within the sector.

Concretely, Objective 8 needs to be revised to demonstrate that DFATD will support initiatives that go beyond volunteering and fundraising. The new statement could read that DFATD is 'committed to supporting initiatives that: engage Canadians in investigations of global justice and empower Canadians to take action towards more equitable social, economic, environmental and political structures.'

Strategic objectives around public engagement must coincide with adequate, results-based funding. In order to achieve the greatest impacts, this funding must operate concurrently with other types of development funding, as previously discussed.

---

[17] Inter-Council Network - www.globalhive.ca. (2013).
[18] Official Development Assistance Accountability Act. p. 1.
[19] OECD-DAC. p. 17.

Suggested:
Engage Canadians in Development and International Solidarity: *Canada's unity is strengthened through the expression of values of human rights, democracy, rule of law, equity, global citizenship and environmental sustainability at home and abroad. Canadian CSOs have an important role in expressing Canadian values nationally and internationally, building support for development cooperation, sharing their expertise, and telling Canada's international development story. DFATD encourages Canadian CSOs to undertake public engagement activities in the South and in Canada and is committed to supporting initiatives that: engage Canadians in critical investigations of global justice and empower people to take action towards more equitable social, economic, environmental and political structures.*

6.3.9 Demonstrate Results

As discussed in earlier sections, and consistent with lesson 10 of the OECD-DAC's *Partnering with Civil Society*, management and reporting requirements should be focused on the development objectives themselves rather than stressing administrative compliances, and should be commensurate with the type of funding being received.

Suggested:
Demonstrate Development Effectiveness: *Through effective short and long-term partnerships with Canadian CSOs, the development effectiveness of Canada's development assistance will be more visible and recognized by Canadians and others around the world. Management requirements will be adapted to the types of projects funded (public engagement, development, humanitarian) and lightened and harmonized where possible, in view of evaluating the accomplishment of the development objectives of the projects rather than their administrative compliance.*

7. References

Beauchamp, Sylvain. (2010). "The Official Development Assistance Accountability Act: Legal Rationale for Applying a Human Rights Framework to ODA" in *A Time to Act*. Ottawa: CCIC. pp 37-53.

Canadian Council for International Cooperation. *Public Engagement in Challenging Times: The Context, Implications, and Possible Directions.* Ottawa: CCIC.

Di Bella, J., Grant, A., Kindornay, S. and Tissot, Stephanie. (2013). *Mapping Private Sector Engagement in Development Cooperation.* Ottawa: North South Institute.

European Center for Not-for-Profit Law (ECNL). (2011). *Public Funding for Civil Society Organizations: Good Practices in the European Union and Western Balkans.* Montenegro: Technical Assistance for Civil Society Organisations, Montenegro Office. pp 1-76.

Inter-Council Network. (2012). *Engaging Canadians on Global Poverty Issues - Results*. Toronto: Vision Critical.

Inter-Council Network. (2013). "How Change Happens". Retrieved July 16, from: www.globalhive.ca

Key Issues for Canada in Busan. About International Development. Retrieved July 16, from the Department of Foreign Affairs, Trade and Development Website: http://www.acdi-cida.gc.ca/acdi-cida/ACDI-CIDA.nsf/eng/ANN-6221423-P6C

Official Development Assistance Accountability Act. (2008, c. 17). p. 1. Retrieved from the Department of Justice Website: http://laws-lois.justice.gc.ca/eng/acts/O-2.8/page-1.html

Open Forum for CSO Development Effectiveness. (2010). *Istanbul CSO Development Effectiveness Principles.* Retrieved July 30 from: http://cso-effectiveness.org/istanbul-principles,067

Organisation for Economic Co-operation and Development - Development Assistance Committee. (2012). *Partnering With Civil Society: 12 Lessons from DAC Peer Reviews.* Paris: OECD. pp 1-54.

Tomlinson, Brian. (2010) "An Overview: An Agenda for Change – Implementing the ODA Accountability Act," in *A Time to Act*. Ottawa: CCIC. pp 11 – 35.