



Canadian Lutheran World Relief

Creating a world where people live in justice, peace and dignity

EXECUTIVE DIRECTOR
Robert Granke

**INTERNATIONAL
HEADQUARTERS**
600-177 Lombard Avenue
Winnipeg, Manitoba
Canada R3B 0W5
Ph 204.694.5602
Ph 1.800.661.2597 (CLWR)
Fax 204.694.5460
Email clwr@clwr.mb.ca
www.clwr.org

WESTERN REGIONAL OFFICE
80 East 10th Avenue
New Westminster, BC
Canada V3L 4R5
Ph 604.540.9760
Ph 1.888.588.6686
Fax 604.540.9795
Email clwr@clwrbc.ca

EASTERN REGIONAL OFFICE
101-470 Weber Street N
Waterloo, Ontario
Canada N2L 6J2
Ph 519.725.8777
Ph 1.888.255.0150
Fax 519.725.8776
Email jardon@clwr.mb.ca

Submission to Canada's International Assistance Review

Canadian Lutheran World Relief (CLWR) supports the Government of Canada's efforts to review and renew its international assistance (IA) policy. In particular, we are pleased to see the focus on responding to the needs of displaced and vulnerable populations and how to best deliver results.

Through our partnership with the Lutheran World Federation (LWF), CLWR has worked to meet the needs of displaced communities in countries such as Jordan, Iraq, Uganda, Palestine, Nepal, Kenya, Zambia, and Ethiopia. Many of these projects were implemented with funding from the Government of Canada. As an agency with vast experience in humanitarian assistance and refugee sponsorship, CLWR understands the full cycle of the refugee experience and is passionate about ensuring that Canada's International Assistance contributes to supporting the longer-term needs of refugees and IDPs.

In coordination with the Canadian Foodgrains Bank (CFGB), CLWR has also been actively involved in addressing food insecurity in communities that have been negatively affected by climate change and environmental degradation. We applaud the emerging focus on clean economic growth and responding to climate change as we believe that these priorities are intimately connected to a focus on agriculture in developing areas and efforts to meet the needs of small-scale farmers.

In light of our organizational proficiency in the areas of sustainable development and humanitarian assistance, CLWR is focusing its feedback on three key areas: 1. Responding to humanitarian crises and the needs of displaced populations, 2. Clean economic growth and climate change, and 3. Delivering results.

Responding to humanitarian crises and the needs of displaced populations

How can Canada support needs-driven, effective and timely responses to humanitarian crises with predictable yet flexible support?

- There is a tremendous gap worldwide between the needs of those devastated by wars, natural disasters, and climate change and the funding available to meet those needs. At the recent World Humanitarian summit, it was estimated that this gap had reached US \$15 billion.¹ An increase in overall international assistance funding will be necessary to meet these challenges. We encourage the Government of Canada to commit to predictably growing its international assistance envelope on an annual basis, aiming to reach its commitment of 0.7 percent of GNI within a ten-year time frame.

¹ High-Level Panel on Humanitarian Financing. Report to the Secretary-General. *Too important to fail – addressing the humanitarian financing gap*. January 2016.

Member of
actalliance

**Canadian
Foodgrains
Bank**
A Christian Response
to Hunger

- As the Government of Canada seeks to refocus its attention on helping the poorest and most vulnerable, it should prioritize the needs of those displaced from their home communities (either as refugees or IDPs). These populations are frequently among the most vulnerable as household assets have been depleted and any access to income generating opportunities is significantly constrained.
- In order for Canada to take a needs-driven approach to humanitarian crises, it must remain willing to respond to those emergencies—often protracted in nature—that are not in the news. As of 2015, it was estimated that some 6.7 million refugees (41 percent of refugees overall) had been displaced from their home community for over five years. Out of the 32 protracted refugee situations tracked by the UNHCR, 23 had lasted more than 20 years. As children below 18 years of age constitute 51 percent of the global refugee population, it is imperative that we find ways to build livelihood skills and self-reliance within this particularly vulnerable group.²
- The extended nature of refugee and IDP crises necessitates a reconsideration of funding models:
 - Humanitarian assistance funding should be made available for multi-year projects to allow for continuity, increased efficiency, and decreased overhead. People living in tenuous situations should not have to worry about the reliability of their support systems. CLWR applauds the recent decision by IHA to pilot three-year humanitarian assistance projects in response to the Iraq and Syria crises.
 - The spectrum of humanitarian assistance funding needs to be broadened to include activities that will build long-term resilience among displaced populations. For those displaced for multiple years, support must provide them with the tools and capacities to take responsibility for their lives, rebuild their livelihoods, and prepare them for eventual resettlement. Activities could include vocational training, agricultural training, psychosocial support, legal support, and the provision of economic opportunities.
- Humanitarian funding should be made available Canadian NGOs filling gaps in both camp and non-camp settings.
 - Within the camps, smaller NGOs have the capacity to meet specialized needs and gaps that the larger agencies are not able to address. Also, agencies who choose to engage in joint programming with organizations like UNHCR within the camps are expected to contribute matching funds.
 - As increasing numbers of displaced people choose to settle in host-communities instead of camps, services should be provided through Canadian NGOs who have partnerships with local, community-based partners. Displaced people can better contribute to the communities where they are living when they are supported in achieving self-reliance in a way that is well-suited to local conditions and markets.³ Local community based organizations are frequently in an excellent position to assess the needs, identify gaps, and find opportunities to support social cohesion.
- Prioritize support for Canadian organizations who have established partnerships with local organizations as they have the necessary knowledge of the community and relationships with the local government to get appropriate and truly responsive projects up and running.

² UNHCR (2015). *Global Trends: Forced Displacement in 2015*.

³ UNHCR Policy on Alternatives to Camps. 22 July, 2014.

How can Canada better support the protection of vulnerable populations in crises and strengthen respect for humanitarian principles?

- A rights-based approach should continue to be the foundation for humanitarian programming. Humanitarian charters and standards—such as the Sphere Standards and the Core Humanitarian Standard—should be followed to ensure that displaced populations are treated with dignity.
- Concentrate support on those projects that have defined comprehensive targeting criteria in consultation with the local community to determine that support goes to the most vulnerable.
- In the context of displacement, women and girls are particularly vulnerable to threats such as sexual and gender based violence (SGBV), forced marriage, exploitation, trafficking, and abduction. Given this context, the following strategies should be pursued:
 - Focus support on protection activities—including awareness raising regarding SGBV and rape among men and women, sensitization regarding the costs of early marriage and early pregnancies. These sensitization and awareness raising activities must be implemented in such a way as to target men and women, boys and girls.
 - Support the provision of response services (including legal and medical services) for SGBV survivors.
 - Promote opportunities for post-secondary education, particularly for women.
 - Require regular consultation with female focus groups throughout project planning and implementation to guarantee that women’s needs and safety are accommodated through the program design.
 - Ensure that partner NGOs have sufficient gender equity in field level staff and management level to take gender concerns seriously and ensure that women’s needs are taken into consideration at the implementation level.

How can we facilitate more comprehensive and coordinated responses to better meet the needs of populations affected by crises and optimize the impact of humanitarian, development, and peace and security initiatives?

- Humanitarian emergencies seldom occur without warning. The current drought in Ethiopia is an excellent example of this. After the devastating famines in the 1980s and the 1990s, the Government of Ethiopia put a number of measures in place to mitigate their vulnerability to climate shocks should another drought occur. In 2015, when the worst drought in 30 years occurred, the preparations made during the intervening years kept the situation from developing into widespread famine. Even now, as humanitarian assistance is being provided to communities in Ethiopia, efforts are being made to safeguard livelihoods into the future and reduce vulnerability to future hazards.

Thus, in order to improve the comprehensiveness and coordination of humanitarian aid, we need to flexibly respond to the interplay between chronic problems, underlying structural causes, and acute needs. Practically, this means expanding the length of funding horizons and finding innovative ways to build long-term resilience through humanitarian assistance programming.

- Continue to provide much needed funding for multilateral agencies such as the UNHCR, UNRWA, WHO, and FAO who are able to effectively implement large scale interventions. Alongside this funding, prioritize the delivery of funding to small and medium sized Canadian NGOs who are able to work with local partners who are able to identify programming gaps and provide more responsive programming to meet local needs.
- Humanitarian, development, peace, and security initiatives all intersect in the West Bank and Gaza. Canada’s historic support to conflict affected Palestinians has been important for

improving health, food security, economic, and education outcomes in this fragile state. Continued support for health care, education, and food security is of significant importance for the maintenance of development outcomes within this region.

- To improve coordination, Global Affairs field representatives could take a more active role in coordinating the relevant actors and agencies receiving IHA funding within a given region. This would allow for lessons learned to be shared among agencies, promote a reduction in overlaps, and provide for the identification of any gaps in program delivery.

Clean economic growth and climate change

Where has Canada added value in promoting clean sustainable economic growth?

- Increased public investment in sustainable agricultural development is the key to achieving clean and sustainable economic development goals in some of the lowest income countries in the world. Canada has a rich history in supporting agriculture through its international aid programming. In the years following the 2009 L'Aquila commitment, Canada fulfilled its promise of doubling its investment in agriculture, and was singled out among all aid donors for giving the highest percentage of aid to food security from 2008 to 2010. But since 2011, Canada's aid for agriculture has declined considerably, falling 23 percent over the next 2 years.⁴
- Domestically, Canada's support for agricultural research has played a critical role in productivity improvements and development of the sector.⁵ This strong track record in evidence based research can be leveraged to focus on how to meet increasing food demands while mitigating and adapting to climate change.
- Most of Canada's historic support to agricultural aid has focused on domestic food crop production, which is well-targeted to help small-scale farmers and promote food security.

How can Canada support developing countries to mitigate and adapt to climate change?

- A focus on the agricultural sector is key as mitigation and adaptations are intrinsically linked to food security, which is a fundamental need for the world's population.
- Expanding populations means that more food needs to be produced while simultaneously adapting to changing climatic conditions and avoiding environmental degradation. As the negative impacts of climate change are likely to outweigh the positive impacts for farmers in developing countries, attention must be given to developing and promoting contextually specific technologies and techniques.
- As agriculture is one of the most significant emitters of greenhouse gasses (GHGs)—totalling about 17 percent of global emissions⁶—it is essential that attention be given to how agriculture can play a critical mitigation role through activities such as integrated conservation agriculture technologies and agroforestry.
- A 2010 study of global food and farming futures concluded that: 1) productivity would need to increase on *existing* agriculture land to keep emissions in check and 2) the widespread application of existing knowledge and technology could increase average yields two- to threefold in many parts of Africa.⁷ Thus, there is a clear need to promote global understanding about the linkages between mitigation, adaptation, and productivity and techniques—such as low-tillage, soil carbon sequestration, drip-feed and small-scale irrigation, inter-cropping, and agroforestry—which address all three needs.

⁴ Food Security Policy Group (2013). *Fertile Ground? Assessing CIDA's investments in food and farming*.

⁵ Gray, R. & Malla, S. (2007). "The Rate of Return to Agriculture Research in Canada." CAIRN Policy Brief: 2.

⁶ FAO (2011). *This Mitigation of Climate Change in Agriculture (MICCA) Programme*.

⁷ Foresight (2011). *The future of food and farming: Challenges and choices for global sustainability – Executive Summary*. London: The Government Office for Science.

Are there niche areas within climate and environment (e.g. water, biodiversity, land use, agriculture, energy) where Canada could further focus its international assistance?

- Canada's wealth of scientists and agricultural experts can provide support to in-country researchers, academics, NGOs, and government agencies in promoting sustainable agricultural practices that are appropriate for small-scale farmers with limited resources. Funding should be made available to support partnerships between academic institutions and NGOs.
- In keeping with the Canadian government's focus on promoting women's economic and social empowerment, a strong commitment should be made to supporting female small-scale farmers through: 1) improving women's access to necessary agricultural resources, 2) ensuring women's agency within farming decisions, and 3) supporting women's collective action in agriculture (including producer organizations, co-operatives, or savings and credit groups).

Delivering Results

What concrete steps could Canada take to make its international assistance delivery approaches and mechanisms more efficient, effective and innovative?

- CLWR applauds IHA's recent call for three-year funding proposals. We believe that expanding the funding timelines for humanitarian programming in all regions of the world will have a significant positive impact on the effective use of funding and will allow for more innovative and comprehensive programming to build resilience among affected populations. The provision of IHA funding over variable timeframes (from 12 – 36 months) will provide much needed flexibility to respond to needs—both newly emerging and ongoing.
- With the piloting of three-year funding proposals, the IHA guidelines and procedures require immediate review to make them appropriate for the implementation of multi-year projects.
- The scope of activities applicable for IHA funding should also be expanded to include new approaches to the livelihoods of refugees premised on self-reliance, recognizing that refugees need not be simply a burden on refugee-hosting areas, but that the prolonged presence of refugees can also bring a number of benefits.
- The process for gaining approval for development initiatives is complex, unclear, and slow. The length of time between proposal submission and final approval can lead to situations where the context has dramatically changed since the initial development of the project. In these scenarios, funding needs to be flexible to respond to changing needs on the ground.
- Approval processes for IHA funding can also be quite lengthy and unclear, such as in the case of the Nepal earthquake response. When the call for proposals was launched, it was uncertain what the disbursement timeline would be and what kinds of interventions would be prioritized. This led to a lot of guesswork among Canadian organizations who needed to make assumptions about when the funds would be made available and what sorts of needs would be the priority when that eventually happened. In the end, IHA prioritized emergency relief despite a substantial delay in project approval.

In order to address this issue, improved information should be provided to NGOs when funding calls are issued. Estimated funding disbursement timelines should be provided along with estimates of the total funding available for NGOs. Sectoral allocations and priorities (such as the percentage of funding available for WASH programming vis-à-vis protection shelter programming) should be presented in a transparent manner.

- Whenever possible, adequate time should be given between the call for proposals and the submission deadline to facilitate the necessary assessments—particularly those focused on vulnerable groups (such as women, indigenous people, and people with disabilities) and the environment.

How can Canada foster development innovation?

- CLWR applauds the renewed focus on evidence based approaches. Funding collaboration between Canadian NGOs and experts, academics, and researchers (both locally and internationally) for program planning and monitoring will help to foster innovation and increase effectiveness.
- Flexibility in programming leads to innovation. Canadian NGOs and their local partners have eyes on the ground and the flexibility to respond to emerging needs and opportunities, leading to innovation.

Which organization, communities, coalitions, or partnerships should Canada work with? How best can we work with them to deliver our international assistance objectives?

- In addition to maintaining and increasing its multilateral commitments through organizations like the UNHCR, UNRWA, WHO, and FAO, Canada should continue to support the work of Canadian NGOs working with local partners. Canadian NGOs are nimble and have legitimacy in local communities due to our past work and connections with local stakeholders.

How can we enhance broader engagement of Canadians in our international assistance efforts?

- Continuing to partner with Canadian NGOs is an excellent way to enhance the broader engagement of Canadians in international assistance efforts. CLWR, for example, represents a Lutheran constituency of over 200,000 individuals across Canada as well as maintaining excellent relationships with non-Lutheran diaspora groups such as Syrian and Iraqi communities in Ontario and Eritrean, Ethiopian, Afghan, and Somali community associations in B.C., Alberta, and Ontario.
- The Government of Canada's provision of matching funds for emergency situations has been an effective mechanism for encouraging public involvement in fundraising efforts. However, the lack of transparency around the eventual allocation and use of the matching funds has dampened enthusiasm amongst supporters. Thus the Government of Canada should be more transparent about how matching funds will be used, including specifying a timeline for disbursement. The Government of Canada should also increase the number of organizations that are eligible to apply for matching funds and consider ways to provide matching funds to those organizations that Canadians have entrusted their funds to.

Are there additional tools or mechanism that Canada should add to enable it to deliver international assistance more innovatively? How can current approaches and mechanisms be strengthened?

- Often the impact of programming cannot be fully recognized at the specified end date for a project. Consideration should be given to funding impact evaluations a year or more after the closure of project. The results of these evaluations should be publically shared to inform future programming.
- Find ways to support the implementation of cross-border programs for the resettlement of refugee populations. This would allow for support to be given to displaced people throughout the return process and would increase the feasibility of returning home for households with limited resources and assets. This approach would also help to address the needs of those living in chronic exile in overlooked and underfunded camps such as Dadaab and Kakuma in Kenya. As the Government of Kenya has recently announced the closure of these camps, there is an urgent need to support resettlement efforts in these communities. Many organizations

work in numerous countries in these regions and could facilitate cross-border programming if funding was available.

Concluding Remarks

How can Canada deliver its international assistance most efficiently and effectively, and better measure results?

CLWR applauds the Government of Canada's efforts to renew and review its international assistance policy in order to effectively meet the needs of the most vulnerable. In pursuit of that aim, we would encourage Canada to devote more of international assistance spending on meeting the needs of those who have been forcibly displaced from their home communities. At the end of 2015, the estimated number of internally displaced persons, refugees, and asylum-seekers fleeing persecution, violence, and armed conflict has reached the historic height of 65.3 million. Over 51 percent of those displaced are children below 18 years of age.⁸ Displacement does not only have severe impacts on individuals and families, but also on host communities and countries.

Those caught in situations of protracted displacement deserve special attention. Funding allocated to these situations frequently dwindles as the crisis drops out of the headlines. Those trapped in this situation face constantly waning support for meeting their basic needs, while also being confronted with considerable restrictions on what actions they can take to improve their futures. The strict division of humanitarian aid and development funding only perpetuates these difficulties, as displaced communities find their needs are not considered urgent enough to warrant one type of aid and not entrenched enough to warrant the other. Thus, in order for international assistance to effectively meet the needs of the most vulnerable, it must become flexible enough to respond to emergency needs while building self-reliance and resilience among displaced populations.

While CLWR supports the Government of Canada's efforts to increase efficiency and effectiveness should be pursued in current aid spending, we feel that it is also important to acknowledge the tremendous gap worldwide between the needs of those devastated by wars, natural disasters, and climate change and the funding available to meet those needs. During the World Humanitarian Summit (WHS) in May 2016, the UN estimated that an additional US\$ 15 billion would need to be made available to close the humanitarian financing gap.⁹

As the Government of Canada reviews its international assistance policy, CLWR encourages the Government of Canada to commit to predictably growing its international assistance envelope on an annual basis, aiming to reach its commitment of 0.7 percent of GNI within a ten-year time frame.

⁸ UNHCR (2015). *Global Trends: Forced Displacement in 2015*.

⁹ High-Level Panel on Humanitarian Financing. Report to the Secretary-General. Too important to fail – addressing the humanitarian financing gap. January 2016.