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Latinoaméricain et Caraïbéen



## Economic relations between Canada and Latin America and the Caribbean

### Extra-Regional Relations

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*F O R E W O R D*

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*After the introduction, the second chapter introduces the reader to Canada's assistance and foreign policies, analyzing its basic elements, namely: effectiveness of assistance, the priorities of Canadian international assistance and its main beneficiary countries. It also presents the distribution of official development assistance (ODA) and the main Canadian agencies that play a role in cooperation for development.*

*The third chapter focuses on trade relations and investment between Canada and Latin American and Caribbean countries. The fourth chapter makes a thorough analysis of Canadian bilateral assistance to the region, highlighting the sectors where it is primarily aimed at. And the final chapter contains the conclusions of the study.*

*The Permanent Secretariat wishes to thank researchers of the North-South Institute Pablo Heidrich and Shannon Kindornay, who counted on the assistance of Matthew Blundell, for their invaluable efforts in drafting this study.*



## EXECUTIVE SUMMARY

Canadian international cooperation with Latin America and the Caribbean is analyzed in this report, putting emphasis on the most recent state of the subject and exploring possible future trends in this relationship. In order to analyze Canadian cooperation with the region, this report first looks at Canada's foreign and aid policies more generally to the developing world in terms of official policy statements and actual policy executions. It then unpacks Canada's aid policy through the different channels used, and the pattern followed in each of them. Following that discussion, the report discusses Canada's available aid resources and key domestic stakeholders involved in the provision of that aid. Specific attention is given to the role of civil society organizations and provincial governments, besides the usual partners in other parts of the federal government with international agendas of their own.

One of the main findings of this report is that Canadian cooperation with Latin America and the Caribbean follows very specialized and explicitly foreign policy goals that the current Canadian government has in that region. In particular, stand to attention the linkages between cooperation efforts and the promotion of Canadian investments in large scale mining projects through the region. Two other clear motivations are the strengthening of the domestic security apparatuses of countries affected by the drug trade, that also affects Canadian society and its perception of security; and strengthening of parliaments and other forms of accountability on the executive arms of governments in Latin America and the Caribbean. That is expected to slow down the growth and pace of populist executives with agendas to reform the neoliberal policies instituted through the region in the 1980s and 1990s. Canadian investors greatly benefitted from those policies and do not want to see a backtracking in pro-market policies across the region.

Canada has historically seen aid as an important tool to pursue foreign policy interests through the developing world and has a substantial amount of experience in leveraging its cooperation efforts to achieve those goals in Africa, Asia and Latin America and the Caribbean. Canadian International Development Agency (CIDA) is the central actor in this effort but much of the long-term effectiveness and strategy comes from the Department of Foreign Affairs and International Trade (DFAIT), as well as the Department of Finance (also known as Finance Canada). Those two departments administer most of the relations with multilateral development agencies and international financial institutions that channel a great proportion of Canadian aid to Latin America and the Caribbean.

The most current Canadian international cooperation efforts are clearly explained along the lines of its recent parliament report, which states that Canada's official development assistance is given to advance Canada's foreign policy objectives: 1) increasing economic opportunity through international engagement; 2) mitigating security risks; and 3) promoting Canadian principles and values such as freedom, democracy, human rights and the rule of law. For Canada, development has largely been limited to aid and aid relationships (Bülles & Kindornay, 2013).

In terms of mechanism of delivery, the formal strategy for aid policy is underpinned by a focus on aid effectiveness. That is in turn understood as improving predictability of aid and alignment with aid-recipient country program strategies. Canada is signatory to the 2005 Paris Declaration on Aid Effectiveness at the Second High Level Forum on Aid Effectiveness.

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However, and according to the OECD, Canada's approach to implement aid effectiveness has given rise to two major weaknesses in Canadian aid. First, Canada's action plan for that exclusively focuses on CIDA, rather than all ministries responsible for delivering Canadian aid. And in 2011, CIDA only delivered 68 percent of Canada's total official development assistance. Besides that partial implementation of the international principles on aid effectiveness, transparency has often been an issue for criticism of how aid is delivered from Canada and led to this subject becoming a major focus to improve aid policies in Ottawa.

Successive OECD (2007; 2012) reviews of Canada's cooperation policy have also criticized Canada's lack of a unified development cooperation policy – a policy that accounts for not only aid but also non-aid policies in relation to the developing world, such as trade, agriculture, and migration. In fact, Canada does the exact opposite by aligning its cooperation policy *in function of* its other developing country' related policies such as trade, investments and migration.

In order to address some of these criticisms; in 2009 the Canadian government announced that 80 percent of Canadian bilateral aid would focus on just 20 countries, including five in Latin America and the Caribbean: Honduras, Bolivia, Colombia, Peru and Haiti. The whole of the Caribbean was later added as another region of particular focus. That exercise has been perceived as a distancing from Sub-Saharan Africa, a traditional client of Canadian aid due to post-colonial linkages through the Commonwealth and the Francophonie, as a number of African states were no longer considered countries of focus. Some criticism has been made due to the fact that middle income countries such as some of those in Latin America were replacing low income countries from Africa, as well.

In terms of total volume of aid, Canada's contributions account for approximately CAD5,000 in 2012, representing much less than the international goal of allocating 0.7 percent of its gross national income to development. Civil society organizations (CSOs) in Canada continue to argue that the Canadian government should increase aid provision to meet the 0.7 percent target.

Out of that total, in 2012 Canadian CSOs accounted for 15.1 percent or CAD559 million in CIDA funded aid projects, down from 17.4 percent in 2011. Much of the rest was delivered by international consultant firms which do development projects for profit, and multilateral agencies and international organizations where Canada is a voting and financing member. A series of recent changes in policy by the Canadian government have substantially reduced the funding and the discretion to use that by CSOs. That is very much driven by fundamental disagreements between the current Conservative administration and the CSOs in issues of human rights, economic development and participation of the Canadian private sector in extractive industries in the developing world.

Canadian relations with Latin America and the Caribbean are fundamentally driven by international trade and direct investment flows. In 2012, Canada's total trade with the region reached USD56,282 million and different estimates of Canadian FDI reach approximately CAD80,000 million, or over half of all Canadian investments in the developing world. In contrast, immigration flows are not that significant, except for the Caribbean population, counted as a percentage of their totals in their countries of origin. The most important presence of immigrants from the region in Canada is from Haiti. That final data informs recent Canadian cooperation efforts in the region, where Haiti is the main recipient.



In terms of geographical distribution of trade, investments and migration flows, the Canadian provinces of Ontario, Quebec, Alberta and British Columbia account for more of the relationship with the region. Saskatchewan is also significant but only in terms of trade flows.

The trade relations of Canada and Latin America plus the Caribbean have grown according to the systematic efforts done by mostly the former to sign bilateral trade agreements and foreign investment protection treaties since the 1990s and through the early 2000s. This policy, with strong bipartisan support from the main forces in Canadian politics, has and is using cooperation initiatives to back up negotiations via capacity building, and cooperation on regulatory frameworks, particularly for the mining and banking industries, two of the main interests of Canadian businesses in this region.

Given the relative shallowness of Canadian knowledge on the region, much of Canadian cooperation not directly linked to the signing of trade and investment deals, is channeled via multilateral institutions. The Inter-American Development Bank, Caribbean Development Bank, PAHO, and OAS are Canada's main partners in there, accounting for over half of all Canadian funds applied to cooperation with the region. CIDA's primary civil society partners for delivering aid in Latin America are the Canadian Red Cross (CAD59 Million), Oxfam Quebec (CAD9 million), CARE Canada (CAD8 million), World Vision Canada (CAD7.5 million), Save the Children Canada (CAD7.2 million), and CUSO-VSO (CAD6.4 Million).

Haiti, the main single recipient of Canadian aid in the last decade in the region, is however a separate case. Canada's aid has been motivated as a contribution to other international efforts to support the government of Haiti after the political instability of the 2000s there, and most recently, in response to the deadly earthquake that stroke that nation. In 2012 Canada committed CAD204 million compared to CAD353 million, CAD330 million, and CAD197 million in 2011, 2010, and 2009 respectively.

In terms of subject focus, Canada put most of its effort in Haiti on improving security and institutions. Given the scale of the initiative, Canada takes a whole-of-government approach to the provision of aid there. CIDA, DFAIT, the Royal Canadian Mounted Police (RCMP), Canada Immigration and Citizenship (CIC), Department of National Defense (DND) and other parts of the government are fully involved. CIDA remains as the key provider of support for development and humanitarian efforts there.

Based on current trends, it seems likely that Canada will continue to pursue a strong relationship with Latin America and the Caribbean through international cooperation, to accompany its trade and investment interests. There has been no indication by the Canadian government that it plans to change that current path. However, larger trends in fiscal expenditures in Canada

Recognizing that Canadian aid will be reduced in the coming years owing to the government's decision to freeze global aid spending since 2012, it is possible that the region will receive less aid in the coming years, with Haiti being the most affected recipient in proportional terms. However, the ongoing trade negotiations under way and increasing Canadian investments in the region indicate that LAC will remain a priority in Canadian foreign policy in the short and medium term.

Since this year, CIDA has been amalgamated with DFAIT, to create a new department named Foreign Affairs, Trade and Development or DFAT. The recent naming of new ministers, vice-ministers and secretaries in the recreated policy groups inside this ministry

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imply that international cooperation will follow even closer and in more explicit manners the foreign policy and commercial interest of Canada in the region. Given the ascendance of Latin American and Caribbean countries in global political and economic affairs, Canadian cooperation will be responding accordingly.

### I. INTRODUCTION

This report examines Canada's development cooperation with Latin America and the Caribbean (LAC) within the context of its broader foreign policy agenda towards that region and also in relation to its global cooperation efforts. It examines how Canada's policies towards LAC have evolved over the past five years, highlighting the increasing prominence LAC has played in this regard, and points to possible future areas of cooperation.

The report is broadly structured in two parts. The first looks at Canada's foreign and aid policies more generally. It provides a brief overview of how the role of aid has evolved in Canada's foreign policy, including a short discussion on the recent announcement by the Canadian government that it would be merging the Canadian International Development Agency (CIDA) into the Department of Foreign Affairs and International Trade (DFAIT) to create the Department of Foreign Affairs, Trade and Development (DFATD). It then unpacks Canada's aid policy. It provides an overview of the key officially guiding theme of Canadian aid –aid effectiveness – and synthesizes the main thematic and regional priorities under this aid program. Following that discussion, the report discusses Canada's available aid resources and key stakeholders involved in the provision of that foreign aid. Given that DFATD is still emerging, the analysis focuses on the role of CIDA in this context and references other departments responsible for the delivery of Canadian aid.

The second half of the report mirrors the first but specifically looks at Canada's relationship with Latin America and the Caribbean. It provides an overview of Canada's overall approach to the region, placing aid flows there in that wider context. This is followed by a detailed discussion of Canadian aid to LAC.

The report concludes with an assessment on where Canadian aid is likely to be heading in the next five years and the implications of this direction for LAC.

### II. CANADIAN AID AND FOREIGN POLICY

The Canadian government sees aid as an important tool to pursue foreign policy interests (CIDA, 2012, p. 1). A recent report to parliament on Canada's 2011-12 international cooperation states that:

Canada's official development assistance advances Canada's foreign policy objectives: 1) increasing economic opportunity through international engagement; 2) mitigating security risks; and 3) promoting Canadian principles and values such as freedom, democracy, human rights and the rule of law. Within the context of these foreign policy priorities, and with an overarching goal of reducing poverty, Canadian assistance focuses on five thematic priorities [food security, sustainable economic growth, children and youth, advancing democracy, and security and stability]. (CIDA, 2012, p. 1)

The 2013 federal budget sought to institutionalize this approach through the creation of DFATD, an amalgamation of CIDA and the DFAIT. It is unclear exactly what the new

institutional structure will look like at this point; the 2013 budget implementation bill is still being debated in the House of Commons. Nevertheless, the first reading of the bill provides some insights (Canada, 2013a). The Minister of International Cooperation will be retained, now called the Minister for International Development. The President of the CIDA will hold office as the Deputy Minister for International Development. CIDA employees will also retain their jobs. But, as Fraser Reilly-King (2013) points out in his analysis of the CIDA-DFAIT merger, the bill provides very little detail on the merger including the institutional structures and priorities that will characterize DFATD going forward. There is no mention of how the new merged department will interpret and employ existing legislation for Canadian aid, which says that it should align with human rights, focus on poverty reduction and take into consideration the perspectives of the poor. The new bill also does not reference international norms and standards in areas such as aid effectiveness and principles for humanitarian interventions, and the government has rejected all suggested amendments to this effect.

It is important to understand that, historically, aid has been the central means by which Canada has approached development, less concerned with global development perspectives in the crafting of its national trade, investment and migration policies. In that sense, Canada is unlike several European donors who emphasize policy coherence for development – coherence between aid and non-aid policies that impact development outcomes – in their approach and much more similar to the United States or Japan. For Canada, development has largely been limited to aid and aid relationships (Bülles & Kindornay, 2013).

Canada has at times employed its aid and aid relationships to advance its foreign policy goals when approaching developing countries. In the times of the Cold War, Canada used aid flows to India to secure neutrality by that country in NATO<sup>1</sup>-Soviet Union conflicts, topple NATO-unfriendly Indonesian government and support insurgents fighting civil wars against African states not aligned with the West (Gordon, 2010). In post-Cold War times, aid flows have been used to support Canada's intervention in Haiti in the 1990s, its project for a continental NAFTA-like free trade agreement (FTA) for the whole Western Hemisphere (1996-2005), and buy up local civilian support during its military occupation of Afghanistan between 2001 and 2011 (Engler, 2009).

What distinguishes Canada's new planned approach from the past is that aid is no longer primarily about development, but rather, mainly for the pursuit of foreign policy goals with the government providing little clarity on what development goals this aid policy might be able to carry in practice. While this new approach has been made clear through government reports and the latest federal budget, the Canadian government has yet to unpack the relationship between formal aid objectives—namely reducing poverty—and Canada's foreign policy goals more broadly, defined as pursuing economic opportunities for Canadian businesses (see Box 1 for an example), as well as security for Canada and Canadians abroad. This has led to significant criticism in Canada by the local development community concerned that development priorities are being sidelined by diplomatic, commercial and trade objectives (CBC, 2013). Others, however, point out that the institutional change makes sense, having the potential to bring some 'development voice' to the proverbial table on questions relating to foreign policy and Canadian international economic interests, thus ensuring greater policy coherence (Chapin, 2013; Paris, 2013). This latter view does not question the fundamental change in design that aid policy is to advance Canada's foreign policy goals, but just accepts that

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<sup>1</sup> NATO refers to the North-American Treaty Organization, the main security alliance of Western countries during the Cold War period.

in the current circumstances, no more than an institutionalized voice for development can be inserted in that aid-granting policy process.

### **BOX 1**

#### **Canadian Aid and the Promotion of Canadian Mining**

In 2011, as part of CIDA's Sustainable Economic Growth Strategy and the government's Corporate Social Responsibility (CSR) Strategy, the Minister for International Cooperation announced that CIDA would be partnering with non-governmental organizations (NGOs) and mining companies—spending CAD26.7 million—to support projects that are directed toward reducing poverty in Colombia, Peru, Bolivia, Ghana, and Burkina Faso (CIDA, 2011b).<sup>2</sup> These projects involve the NGOs Plan Canada, World University Services of Canada, and World Vision Canada, which are partnering with mining companies IAMGOLD, Rio Tinto Alcan, and Barrick Gold, respectively (CIDA, 2011b).

While the government supports many private sector-led initiatives, CIDA's support for CSR initiatives, particularly those involving companies in the extractive sector, has led to a sustained public debate on the nature of how contracts have been awarded and the role of an aid agency in supporting CSR work, and Canada's commercial interests. The lack of transparency on how and who CIDA engages with, as well as clear policy and processes for selecting partners, has been a major target of criticism (CBC News, 2012). The OECD-DAC stated that Canada needs to ensure that development objectives and developing country ownership are reflected in the activities that CIDA takes on with the private sector (OECD 2012, p. 11).

#### **1. Canadian aid policy**

Canada's aid policy is formally underpinned by a focus on aid effectiveness. CIDA has come under pressure by successive Canadian governments over the past decade to produce quick and visible development results, while maintaining the quality of its aid (Brown, 2011, p. 480). As Büles and Kindornay (2013) show, these commitments have been influenced by the Organisation for Economic Co-operation and Development – Development Assistance Committee (OECD-DAC) led international aid effectiveness agenda and successive Canadian government preoccupation with results as a means to justify aid spending. This pressure has translated into various commitments made to boost results, including focusing on aid effectiveness, and limiting thematic priorities and countries of focus.

#### **Aid Effectiveness: International Trends and Canada**

Canada has been no stranger to international trends related to aid and development, having signed onto the Millennium Development Goals (MDGs) arising from the United Nations Millennium Summit held in 2000 and successive declarations on aid effectiveness between 2003 and 2011.<sup>3</sup>

The main guiding document for CIDA is its 2009–12 Aid Effectiveness Action Plan. Canada is committed to improvements in the efficiency of Canadian aid dollars (CIDA, 2010a, p.

<sup>2</sup> See Blackwell and Stewart (2012) for a critical review of CIDA's work with the mining sector.

<sup>3</sup> These include the Rome Declaration on Harmonisation (2003), Paris Declaration on Aid Effectiveness (2005), Accra Agenda for Action (2008) and the Busan Global Partnership for Effective Development Co-operation (2011).

1). CIDA has made effectiveness and accountability for development results the centre of its performance agenda. The plan sets out a number of actions and targets, including:

- focusing geographic and thematic priorities;
- improving efficiency by untying aid, increasing field presence, and improving coordination with other donors;
- applying an “aid effectiveness lens” to policies and procedures;
- improving accountability through better monitoring, evaluation, and reporting;
- Improving predictability of aid;
- alignment with country program strategies;
- engaging in and supporting inclusive multi-stakeholder partnerships; and
- implementing integrated strategies in fragile states that take into consideration peace building, state building, and poverty reduction and support joint funding mechanisms that bridge short-term humanitarian concerns with longer-term development (CIDA, 2010a, pp. 1-6).

The OECD-DAC has commended Canada on its efforts to improve effectiveness, including its success in untying aid by 2012-13 (although it should be noted that, in practice, much aid is channeled through Canadian organizations) (OECD, 2012). However, the OECD-DAC’s most recent peer review of Canada pointed out that a weakness in Canada’s approach to aid effectiveness is that it “does not focus exclusively on implementing the Paris Declaration principles.” The 2005 Paris Declaration on Aid Effectiveness was endorsed by over 100 countries, including Canada at the Second High Level Forum on Aid Effectiveness. The declaration included commitments to aid effectiveness among donors and recipients and outlined key principles for aid effectiveness: ownership, alignment, harmonization, mutual accountability, and management for results.<sup>4</sup> In 2008 at the Third High Level Forum on Aid Effectiveness donors and recipients reaffirmed commitments from 2005 and made new commitments on predictability, aid untying, inclusive partnerships, and better use of country systems.<sup>5</sup>

According to the OECD, Canada’s approach has given rise to two major weaknesses in Canadian aid. First, Canada’s action plan focuses on CIDA, rather than all ministries responsible for delivering Canadian aid. In 2011, CIDA delivered 68 percent of Canada’s total official development assistance (ODA) (OECD, 2012, p. 17). Second, this action plan intends to combine organizational efficiency and domestic accountability but it is doing so to the detriment of the Paris principles on donors’ accountability to developing countries. It includes priorities aimed at improving organizational effectiveness, such as improving efficiency and focusing bilateral aid. According to the OECD-DAC, Canada is lagging behind in the implementation of international aid effectiveness principles (although this is the case for most donors), particularly on predictability. The OECD-DAC has claimed that this jeopardizes Canada’s ability to align with partner countries (OECD, 2012, pp. 17–18). Indeed, CIDA has been criticized for its lack of consultation with recipient countries when establishing its aid priorities. Following a visit by Canada’s Minister of International Cooperation to Haiti, the Haitian Prime Minister, Laurent Lamothe, stated that he wanted “the Canadian government to focus on the priorities of the Haitian government” emphasizing that more aid needs to go to Haitian institutions, rather than

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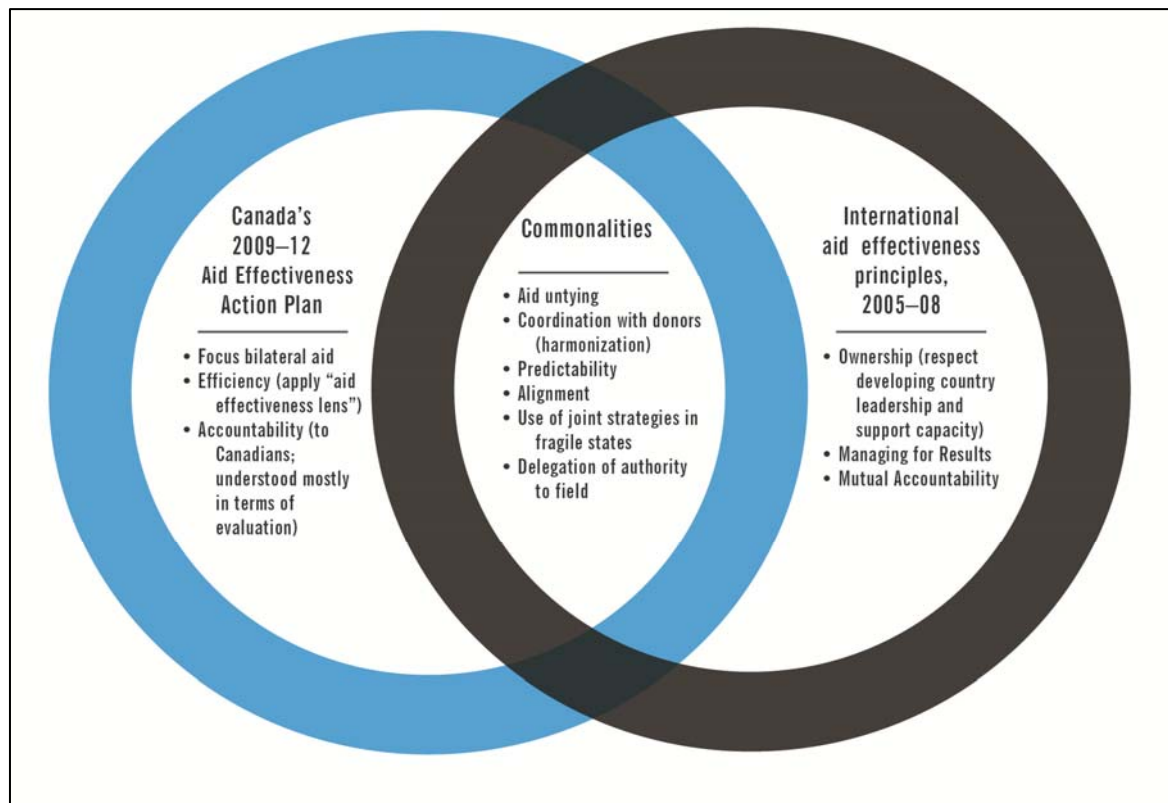
<sup>4</sup> More specifically, donors and recipients agreed that recipients would set their own strategies, improve institutions, and tackle corruption. Donors would then align with these strategies and make greater use of country systems. Donors also agreed to coordinate with each other, simplify procedures, and share information. Both donors and recipients would focus on measuring development results and being accountable to one another for outcomes (OECD, 2005).

<sup>5</sup> See OECD (2008) for the full Accra Agenda for Action.

non-governmental organizations (NGOs) to help develop their capacity (Blatchford 2013).

Figure 1 (Bülles and Kindornay, 2013) compares the international aid effectiveness agenda with Canada's 2009–12 Aid Effectiveness Action Plan.<sup>6</sup> It shows areas of convergence and divergence.

**FIGURE 1**  
**Comparison of Canada's Aid Effectiveness Plan and the International Aid Effectiveness Agenda**  
(2005-08)



Source: Compiled by Bülles and Kindornay (2013) from CIDA (2010a) and OECD (2008; 2005)

Another important component of CIDA's aid program is transparency. Coinciding with international trends that emphasize the need for greater transparency in development cooperation as a means to improve accountability, the Minister for International Cooperation announced that the Canadian government and CIDA need to work together to improve transparency in 2010 (CIDA, 2010). At the Fourth High Level Forum on Aid Effectiveness in 2011, Canada announced that it would join the International Aid Transparency Initiative (IATI), which aims to make information on foreign assistance more accessible.<sup>7</sup> Transparency has become a major part of Canada's aid effectiveness strategy.

<sup>6</sup> It compares Canada's agenda with the 2005 Paris Declaration and the 2008 Accra Agenda for Action, since the action plan predates last high level forum held in 2011.

<sup>7</sup> See IATI (2012) for more information on the initiative. See Bhushan and Higgins (2012) for a full review of Canada's various transparency initiatives.

The 2009-12 Aid Effectiveness Action Plan expired in 2012. The government has not released a new plan, and it is unclear what steps it is taking towards this end, especially in light of the uncertainty surrounding the CIDA-DFAIT merger.

### **Priorities in Canadian Foreign Aid**

Successive OECD (2007; 2012) reviews of Canada's cooperation policy have criticized Canada's lack of a unified development cooperation policy – a policy that accounts for not only aid but also non-aid policies in relation to the developing world, such as trade, agriculture, and migration. Rather, views its approach to development through an aid lens, with the exception of activities carried out in fragile or conflict-affected states where the ministries responsible for foreign affairs and defence have been involved. It also has no overarching plan that identifies Canada's development priorities but rather a suite of policies that articulate thematic priorities, supplemented by the 2009-12 Aid Effectiveness Action Plan which focuses on how CIDA delivers aid. In 2007, and again in 2012, the OECD recommended that Canada develop a single cooperation policy with a clear focus on poverty in order to guide the work of ministries and other cooperation stakeholders.

While Canada does not have a formal development cooperation framework,<sup>8</sup> it does have an Official Development Assistance (ODA) Accountability Act, passed in 2008, which is meant to guide Canadian aid efforts. The act indicates that all Canadian aid must focus on poverty reduction, be in line with international human rights, and take into consideration the perspectives of the poor. Official development aid for humanitarian efforts – such as post-disaster or post-conflict reconstruction – is exempted. The act requires that all departments report back to parliament on aid spending, making aid spending more accountable and transparent (OECD 2012, p. 9). This reporting is in addition to CIDA's annual report, *Development for Results*, which reports specifically on CIDA's activities. The act has led to standardized reporting by departments and agencies that administer aid funds (discussed below), however it has not featured prominently in foreign aid priorities. CIDA claims that its work already meets the requirements of the act but it has yet to develop mechanisms to evaluate the act's implementation or translate the components of the act into its core practices (Brown, 2012; Reilly-King, 2012).

According to the Auditor General of Canada, the lack of a formal plan has meant that Canada's aid priorities are determined by other "Government of Canada policy objectives, the priorities of the Minister of International Cooperation, and CIDA's own operational policies and strategies" (Office of the Auditor General of Canada, 2009). As mentioned however, the 2013 federal budget, promises to codify the role of Canada's Minister for International Cooperation through legislation going forward. It also states that poverty alleviation, development and humanitarian assistance will remain the goals of DFATD.

While the ODA Accountability Act has had little bearing on Canadian aid priorities, Canada has articulated its thematic and regional priorities as part of its aid effectiveness agenda. In 2009, the government announced that Canadian development efforts would focus on 5 key themes: 1) increasing food security; 2) securing the future of children and youth; 3) stimulating sustainable economic growth; 4) promoting democracy; and 5) ensuring security and stability. There are also three cross-cutting themes, namely increasing environmental sustainability, promoting gender equality and helping to strengthen governance institutions and practices. Prior to the merger, CIDA was

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<sup>8</sup> See Büllens and Kindornay (2013) for a full review.

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responsible for the themes relating to food security, children and youth, and economic growth while DFAIT accounted for democracy promotion and ensuring security and stability.

In addition to the five themes above, at the 2010 G-8 Summit Prime Minister Harper announced a new priority area through the Muskoka Initiative to improve maternal, newborn and child health. Table 1 provides an overview of Canada's priority themes, the government department historically responsible, funding allocated in 2012, and the key components each theme covers.

**TABLE 1**  
**Canada's Development Priorities Prior to 2013 DFAIT-CIDA Merger**  
(CAD million)

Entity	Priority	ODA Funding	Components
CIDA	Increasing Food Security	836.7	<ul style="list-style-type: none"> <li>• support for food assistance and nutrition</li> <li>• invest in sustainable agricultural development</li> <li>• research and development</li> </ul>
CIDA	Securing the Future of Children and Youth	1,138.7	<ul style="list-style-type: none"> <li>• child survival (including maternal health)</li> <li>• access to quality education</li> <li>• protection of human rights of children and youth, ensuring safety and security</li> </ul>
CIDA	Stimulating Sustainable Economic Growth	1,098.1	<ul style="list-style-type: none"> <li>• strengthen institutions and legal/regulatory frameworks</li> <li>• support to businesses to increase productivity and availability of financial services</li> <li>• increased access to skills training, learning initiatives and workplace learning opportunities</li> </ul>
DFAIT	Democracy Promotion	16.3 <sup>9</sup>	<ul style="list-style-type: none"> <li>• support for democratic participation and civil society, legal and judicial reforms, elections, human rights, media and information flows, and non-partisan support for legislatures and political parties</li> </ul>
DFAIT	Ensuring Security and Stability	61.4 <sup>10</sup>	<ul style="list-style-type: none"> <li>• support for the Stabilization and Reconstruction Task Force which provides assistance to in fragile and conflict-affected states through whole-of-government approaches and policy engagement</li> <li>• Support for conflict prevention, crisis response, peace building, civilian protection and stabilization</li> </ul>
CIDA	Maternal, Newborn and Child Health	Included in Securing the Future of Children and Youth	<ul style="list-style-type: none"> <li>• strengthening health systems</li> <li>• reducing burden of diseases through access to medicine, vaccines and preventative treatment</li> <li>• improving nutrition</li> <li>• focusing on 10 countries</li> <li>• partnerships with multilateral and Canadian organizations</li> </ul>

Source: Produced by Bülles and Kindornay (2013) using CIDA (2011; 2012).

<sup>9</sup> CIDA contributed CAD154.4 million in 2012 to this theme.

<sup>10</sup> CIDA contributed CAD23.7 million to this theme in 2012.



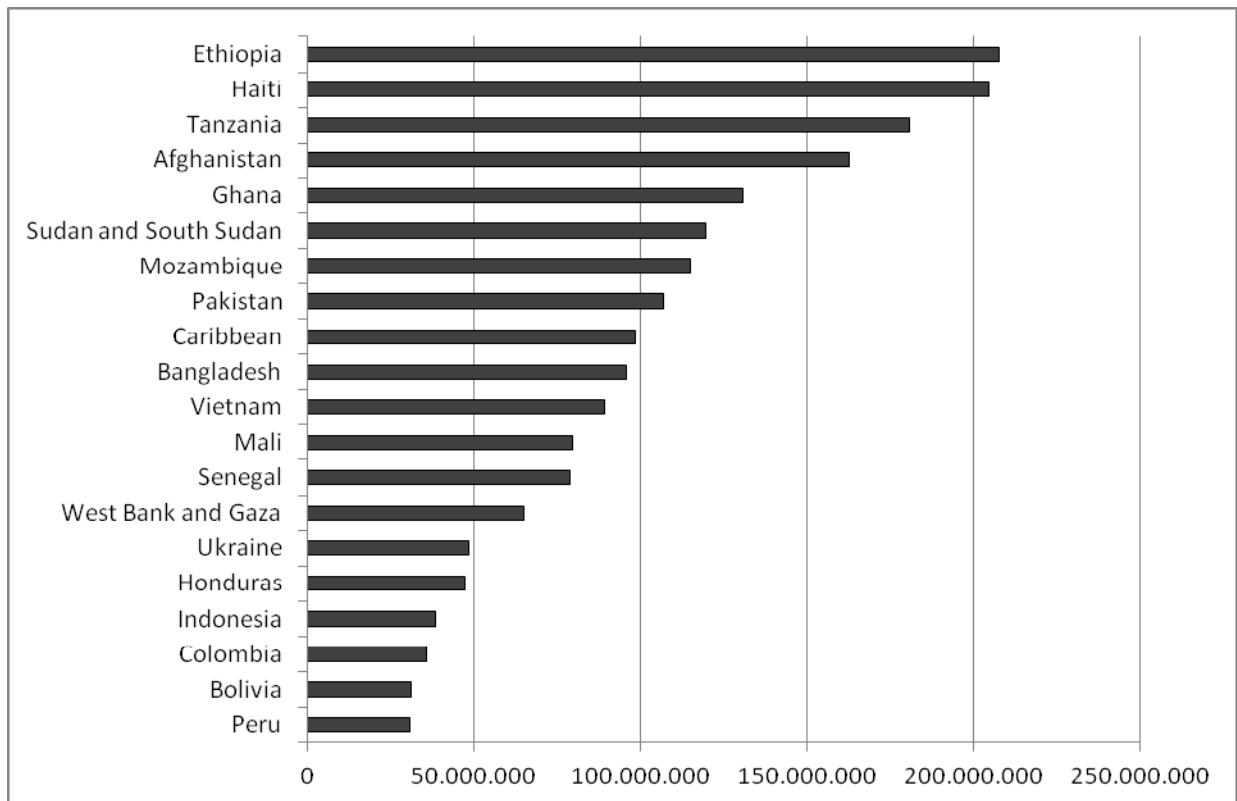
Canada also provides international humanitarian aid for people stricken by natural disasters and conflict. It supports reconstruction efforts and peace building. In FY 2011-12, CIDA spent CAD293.2 million on humanitarian assistance as a result of “the continued impact of rising food and energy prices, new and ongoing conflicts, and the increasing frequency and intensity of natural disasters” (CIDA, 2012). Over FY 2011-12, CIDA responded to complex emergencies affecting 40 countries and 50 natural disasters, as well as provided humanitarian assistance for basic needs in Libya (CIDA, 2012c).

**Countries of Focus**

As part of its aid effectiveness agenda, in 2009 the Canadian government announced that 80 percent of Canadian bilateral ODA would focus on 20 countries. These countries were selected according to their needs, their ability to make use of ODA and their alignment with the priorities of the Canadian foreign policy. This decision was taken to make Canada’s ODA more focused, more effective and more measurable, bearing in mind that the needs of partner countries should be consistent with the Canadian government interests.

Four out of these 20 countries are from LAC. The Caribbean itself is also classified as one of the 20 focus countries or regions. Figure 2 shows the proportion of funding allocated to each country over FY 2011-12.

**FIGURE 2**  
**Aid Allocations to CIDA’s 20 Focus Countries**  
(CAD, FY 2011-12)



Source: CIDP, 2013

The 20 countries that were announced meant a reduction in the number of African countries that had previously been focus countries from 14 to seven, which some

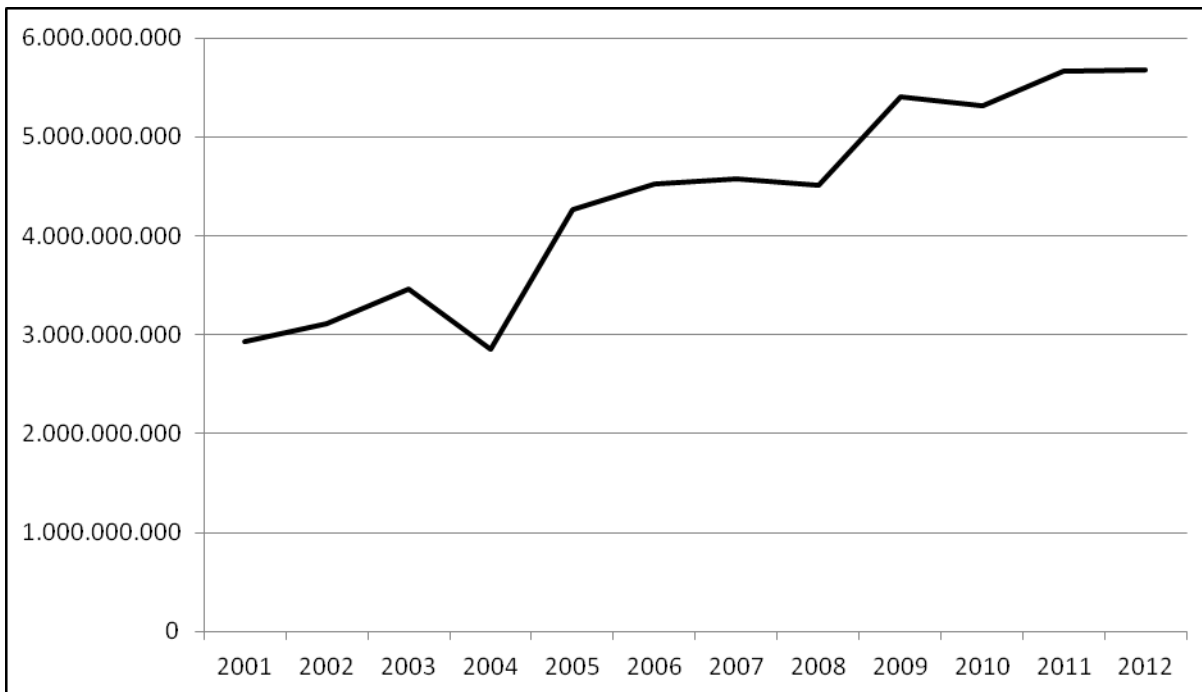
observers interpreted as Canada abandoning the African continent where development challenges are the greatest (Cayo, 2009; Lupick, 2009). Members of the Canadian development community have argued that selection was driven by trade and strategic reasons, rather than based on needs. Critics have questioned Canadian support to middle-income focus countries such as Colombia, Peru, and Ukraine, where Canada has trade interests. While commending Canada on doubling aid to Africa over the 2007–12 period, the latest OECD-DAC peer review recommended that Canada prioritize sub-Saharan African countries, where needs are greatest. It also stated that this approach should be elaborated in a development cooperation strategy that is placed in context of Canada’s foreign policy (OECD 2012, p. 10).

Despite critics’ fears, the allocation of aid resources to Africa, as a region, has not diminished since the 2009 announcement. In fact, out of the top 10 recipients of Canadian aid, five are African countries and aid to Africa is remained relatively stable following the announcement.

**2. Resources for official development assistance**

Following the approval of the Millennium Declaration of 2000 by the United Nations General Assembly, Canada’s ODA budget increased steadily (Figure 3).

**FIGURE 3**  
**Total Canadian Assistance**  
 (CAD, FY 2001-12)



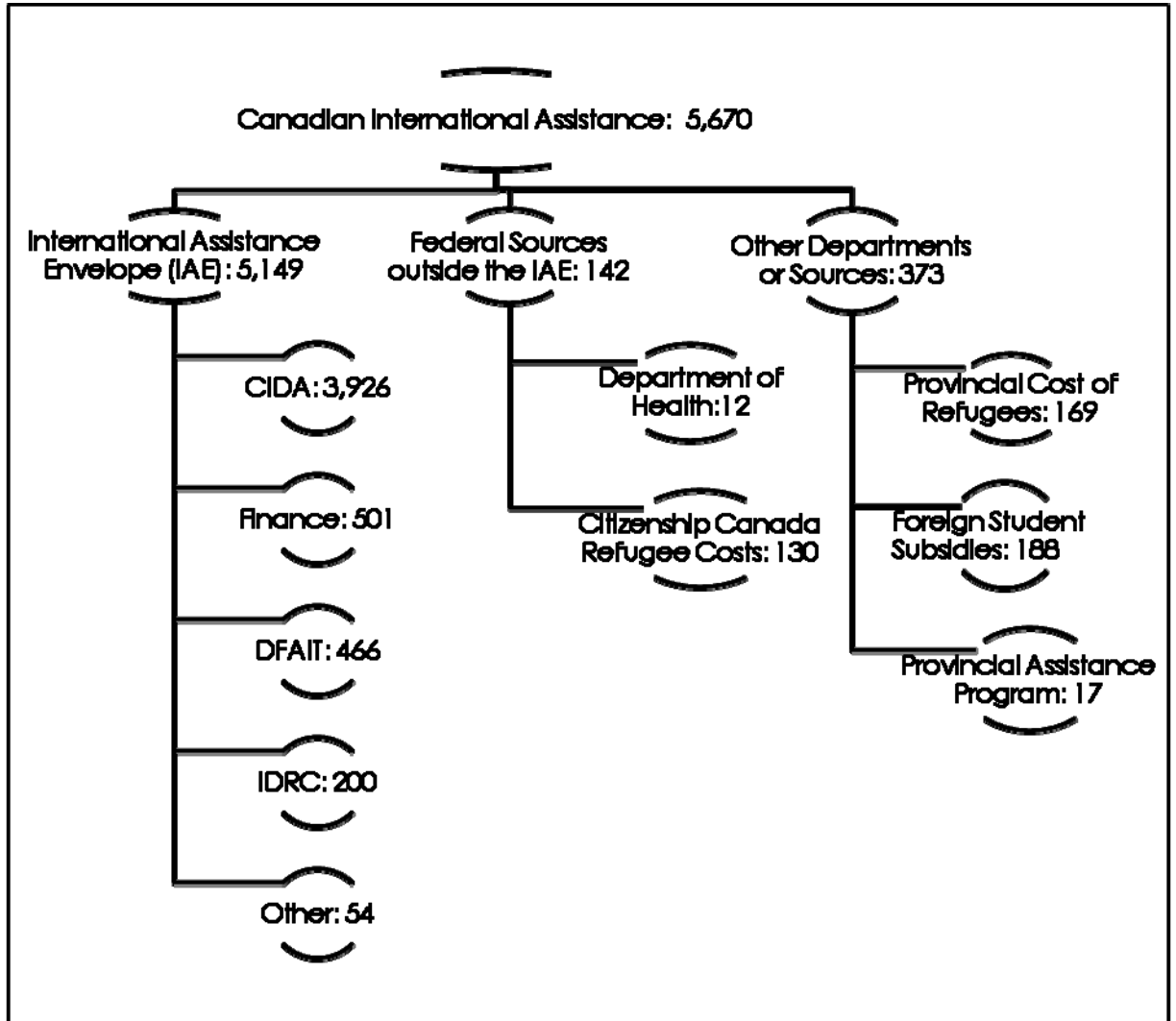
Source: CIDP, 2013

The OECD-DAC defines ODA as all loans or grants to developing countries and multilateral agencies active in development programs with the main objective of promoting economic development

and well-being. Technical cooperation is included in this category. However, DAC members and other donors also provide development assistance, which is not included in the definition above. In Canada, the term international assistance is far broader than

ODA, and refers to the help included in the international assistance envelope (IAE) that contains the federal government budget allocations for international cooperation programs, including allocations to CIDA, DFAIT, and the Department of Finance, among others. CIDA accounts for the bulk of Canadian aid at roughly 69 percent over the 2011-12 fiscal year<sup>11</sup> (Figure 4; Figure 5).

**FIGURE 4**  
**Canada's International Assistance**  
 (CAD millions, FY 2011-12)



Source: CIDA. 2012

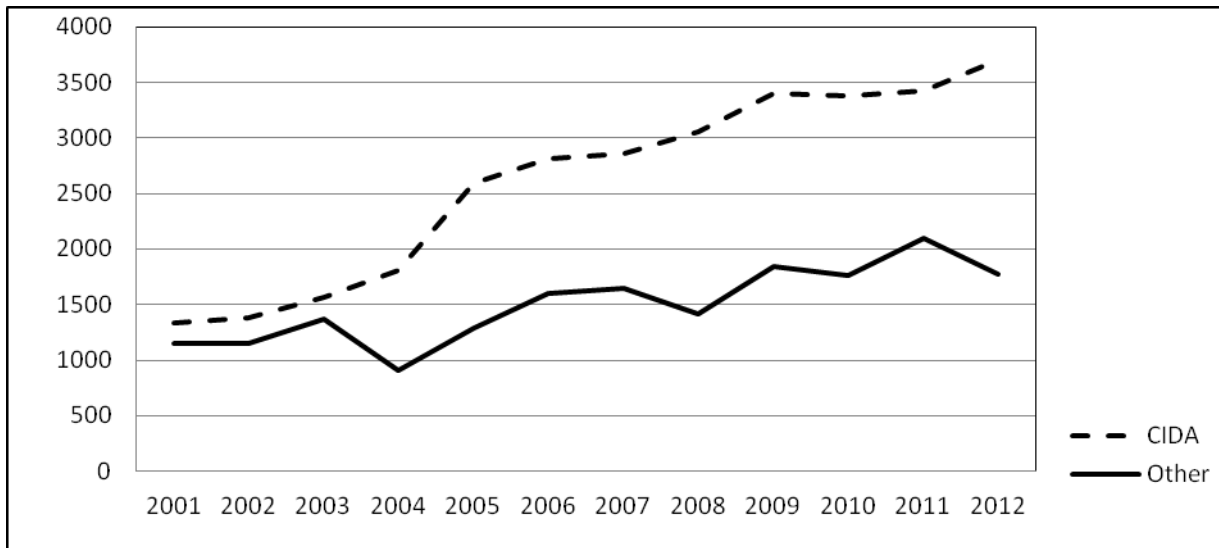
It should be noted that not all components of the international assistance portfolio are included in the calculations of the ODA, and that ODA includes other disbursements, such as debt relief, contributions from provincial and municipal governments to development aid, and the costs of new refugees and students from developing countries in Canada (Figure 4). For example, the portfolio of international assistance for FY 2006-07

<sup>11</sup> The government of Canada's fiscal year runs from April to March.

amounted to CAD 3,870 million, but net ODA reached CAD4,230 million when other disbursements are factored in.

Canada’s contributions to country programmable aid provides an even more accurate picture of the funds recipient countries actually receive. Country programmable aid is calculated by subtracting aid allocated for humanitarian emergencies, debt relief, administration costs, refugee resettlement, student subsidies, core funding to NGOs, equity investments, and aid that is not allocated by country from gross ODA. By this definition, total foreign aid from OECD-DAC donors in 2011 was only USD54.7 billion or 53 percent of total ODA (Bhushan, 2013, p. 4). For Canada, roughly 33 percent of bilateral aid (not including contributions to multilateral organizations) was country programmable in 2010 (as calculated by the CIDP [2013] using OECD-DAC data).

**FIGURE 5**  
**Canadian Aid by Source**  
 (CAD millions, 2001-12)



Source: CIDP, 2013

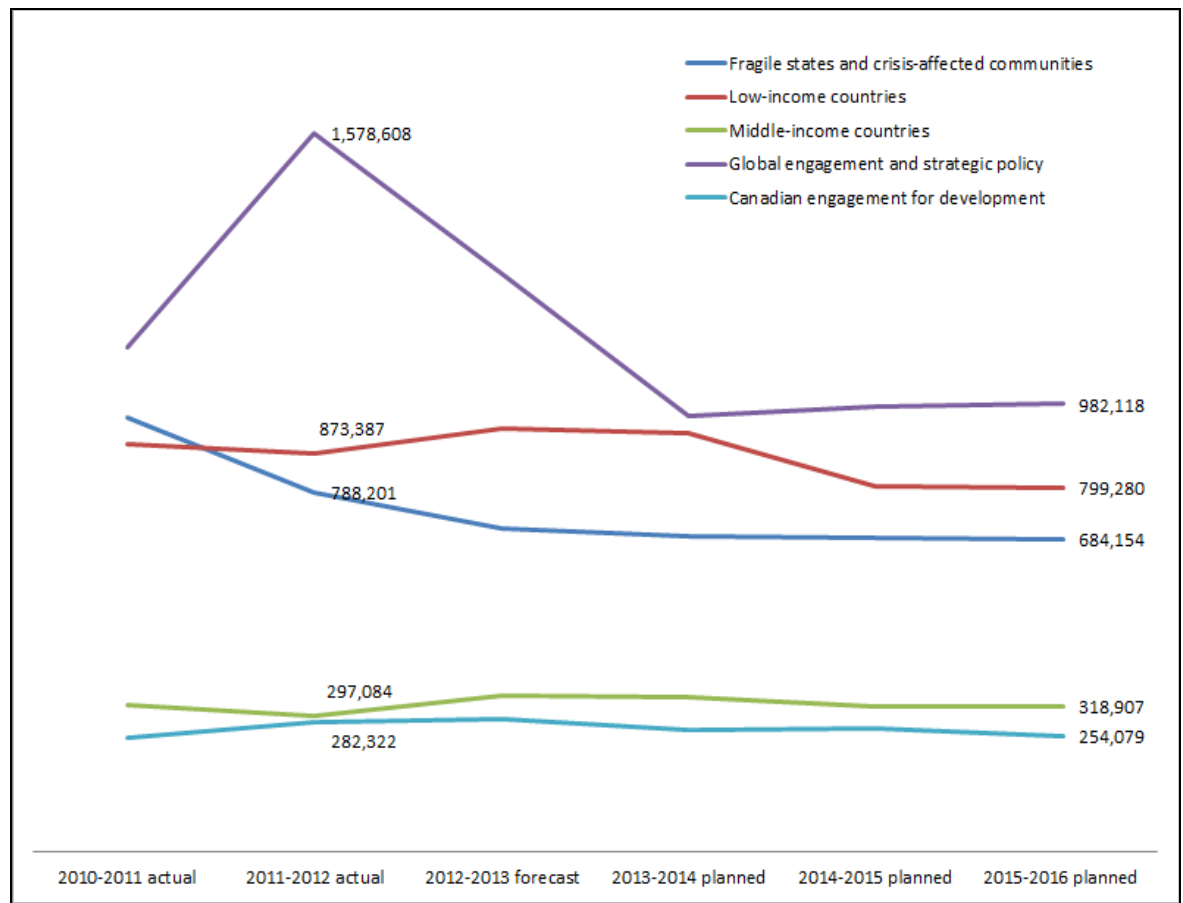
Traditionally, Canada has been a major provider of ODA, with a growing presence. In the 1970s, Canada disbursed CAD1,349 million, in the 1980s it grew to CAD1,795 million; in the 1990s to CAD1,965 million, and between 2000 and 2006 to CAD2,065 million. Between 2004 and 2006, Canada ranked seventh among the largest bilateral donors in the world with a net outlay of CAD2,452 million. In 2006, Canada moved to the 10<sup>th</sup> place among the donors of the OECD-DAC with a net disbursement of CAD2,531 million. By 2012, Canada became the 6<sup>th</sup> largest DAC donor in terms of aid volume, having seen increases to the aid budget over the intervening years.

However, like other donors, Canadian aid has been affected by the ongoing global financial crisis which has seen, with few exceptions, donors tightening their aid budgets. Total aid from OECD-DAC donors fell from USD133.7 billion to USD125.5 billion from 2011 to 2012, representing a four percent decline in aid in real terms (Bhushan, 2013). As a result of reduced aid globally, the average ODA to GNI (gross national income) ratio among OECD-DAC donors fell from 0.31 to 0.29. Canada’s ODA/GNI ratio is just above this average at 0.32. Canada has never reached the international goal of allocating 0.7 percent of its GNI to development. Canada is ranked 14<sup>th</sup> among DAC donors on its

ODI/GNI ratio. Civil society organizations (CSOs) in Canada continue to argue that the Canadian government should increase aid provision to meet the 0.7 percent target.

Canada saw an improvement in its ranking amongst DAC donors in terms of aid allocations in 2012. It moved from 9<sup>th</sup> in 2011 to 6<sup>th</sup> in 2012, and the Canadian aid budget increased by 4.1 percent in real terms in 2012 over 2011.<sup>12</sup> In 2012, the Canadian government announced an “aid freeze” and cuts to the aid budget, representing a 9.7 percent cut over three years to the International Assistance Envelope, representing CAD377.6 million by 2014-15. The government was criticized for the cuts with commentators expressing concern for reductions in aid spending for poor countries (Berthiaume, 2012; Sheikh, 2012).

**FIGURE 6**  
**Impact of Cuts in Canadian ODA on CIDA Programming**  
 (CAD millions)



Source: CIDP. 2013

The full impact of cuts to Canadian aid has yet to take effect, however, CIDA will take the biggest hit, seeing a CAD319.2 million decline by FY 2014-15 (Shane, 2012), a decline that has presumably been assumed by DFATD. The cuts to the International Development Research Centre (IDRC) and DFAIT will be proportionate to their share of total Canadian

<sup>12</sup> It should be understood however that this improvement in ranking is due largely to declines from other donors (Netherlands and Sweden) who ranked above Canada in previous years (Bhushan, 2013).

## 18

aid (CCIC, 2012). The government is projecting a decline for CIDA's programming with planned expenditures down from CAD3.81 billion in actual expenditures for FY 2011-12 to CAD3.03 billion. According to Bhushan (2013) cuts will have an impact on all of CIDA's main programs, including support for fragile states and conflict affected communities, low-income countries, middle-income countries, global engagement and engagement with Canadians (Figure 6).

### Regional Distribution of Official Development Assistance

In terms of countries or regions, ODA resources from Canada concentrated mainly on Sub-Saharan Africa, followed by Asia and the Americas, during fiscal year 2011-12 (Table 2).

**TABLE 2**  
**Canadian Bilateral Aid by Recipient Region<sup>13</sup>**  
(Percent, 2009-12)

	<i>2009-10</i>	<i>2010-11</i>	<i>2011-12</i>
África	48	50	51
Américas	21	20	23
Asia	25	24	20
Eastern Europe	1	2	2
Middle East	4	3	3
Global	1	1	1

Source: CIDA. 2012. 2011. 2010

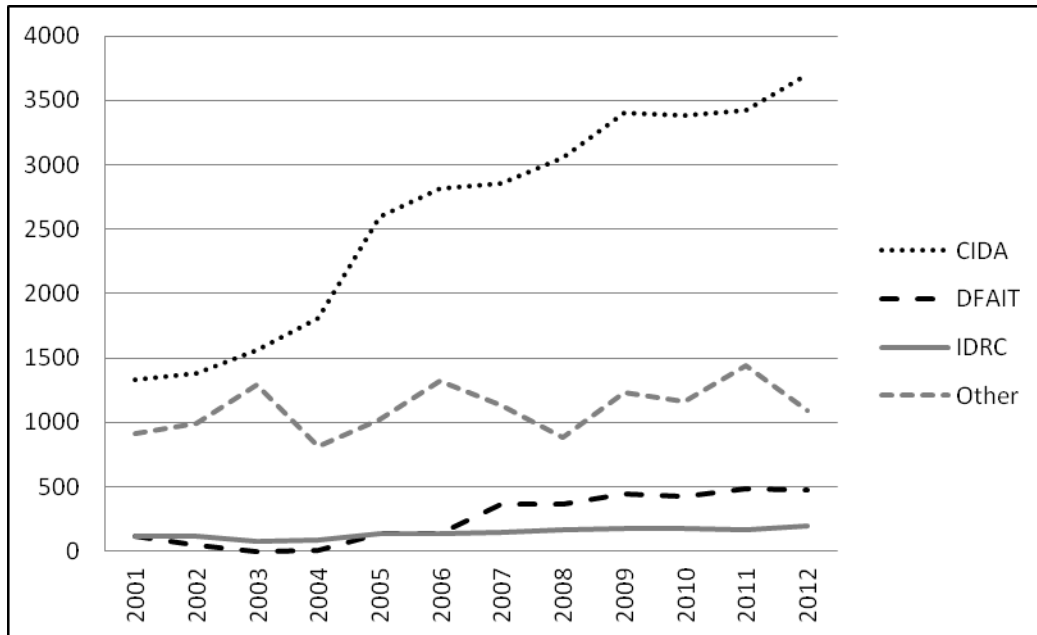
The geographic distribution of Canadian aid has remained relatively stable in the past four years. Asia has seen a decline in aid from 25 percent in FY 2009-10 to 20 percent in FY 2011-12. Africa and the America's have seen slight increases in the 2 to 3 percent range over a three year period (Table 2). Eastern Europe saw a slight increase by one percent, while the Middle East saw a decline by the same amount.

### 3. Canada's stakeholders in international cooperation

Implementation of Canada's ODA is divided across different ministries, which cover various activities and sectors of said cooperation. Although the majority of Canada's aid budget has historically been managed by CIDA, the Department of Finance Canada and DFAIT are also involved in delivering international assistance. Other departments, including IDRC, Department of National Defence (DND), ministries responsible for health, environment, labour and industry, and the provinces and municipalities are also responsible. Figure 7 shows the allocations of key government departments involved in the delivery of Canadian ODA between 2001 and 2012. Table 3 provides a full list of disbursements by department for the 2011-12 fiscal year.

<sup>13</sup> Excludes administrative costs. Figures for 2011-12 are preliminary. Global contributions refer to costs that cannot be directly or indirectly attributed to a recipient country such as development-awareness programs, core funding for NGOs.

**FIGURE 7**  
**Canadian Aid by Source**  
(CAD millions, FY 2001-12)



Source: (CIDP). 2013

**TABLE 3**  
**Canadian ODA Disbursements by Department**  
(CAD millions, FY 2011-12)

Department	Disbursements
Canadian International Development Agency	3,931.57
Department of Finance Canada	503.65
Foreign Affairs and International Trade Canada	280.55
International Development Research Centre	199.90
Citizenship and Immigration Canada	130.86
Department of National Defence	0.13
Royal Canadian Mounted Police	38.69
Health Canada	12.38
Environment Canada	5.99
Labour Canada	1.67
Natural Resources Canada	2.73
Industry Canada	1.16
Parks Canada	0.55
Transport Canada	0.43
<b>Sub-total</b>	<b>5,110.26</b>
Services supporting CIDA activities <sup>14</sup>	24.76
<b>Total</b>	<b>5,135.02</b>

Source: Reproduced from CIDA (2012)

<sup>14</sup> Refers to activities provided to CIDA by other federal departments without charge. These include Public Works and Government Services Canada, Justice Canada, Treasury Board Secretariat, and Human Resources and Skills Development Canada.

Drawing from the 2012 report to parliament on Canadian ODA, the section that follows provides a brief explanation of the various departments historically responsible for delivering Canadian ODA. It does not provide an overview of DFADT, although it is assumed that the responsibilities that currently fall under CIDA and DFAIT, as they relate to the provision of ODA, will continue under the DFADT.

### **Canadian International Development Agency (CIDA)**

CIDA was created in 1968. It has historically been the main government department responsible for managing Canadian ODA. It is also responsible for coordinating international assistance. In this sense, its mission is to lead the Canadian effort to help in the struggle against poverty.

CIDA aims to support programs and projects that offer a high impact with tangible results for the population, with poverty reduction as a primary objective. It also participates in the development of policies, both in Canada and internationally, to support Canada's development goals consistently with the Canadian foreign policy.

CIDA provides aid through 4 main branches, including:

- Geographic Branch, responsible for the provision of bilateral aid;
- Multilateral and Global Programs Branch, which accounts for CIDA's relationships with multilateral development agencies, and the provision of aid therein;
- Strategic Policy and Programming Branch, which is responsible for policy development, including CIDA's engagement in international policymaking;
- Partnerships with Canadians Branch, which provides aid to Canadian organizations, including civil society, working on development.

CIDA plans its development aid programs in selected countries and regions eligible for Canadian ODA, focussed under its three thematic priorities. CIDA also coordinates with DND and the DFAIT for its work in fragile and conflict-affected states such as Haiti and Afghanistan where Canada employs a whole-of-government approach.

### **Department of Finance Canada**

The Department of Finance of Canada uses its CAD503 million annual budget to represent Canada in international finance institutions, including the World Bank, International Monetary Fund and regional development banks. The funds administered by this department finance the annual quotas to belong to these multilateral institutions, and some specific funds that Canada chooses to support while at them.

For example, starting in FY 2011-12, Canada will provide CAD1.3 billion to the International Development Association, a lending facility of the World Bank, over three years for work in fragile states (CIDA, 2012, p. 13). Over the next five years, Canada will also provide a capital increase of CAD1.6 billion to the International Bank for Reconstruction and Development, another lending arm of the World Bank, to assist the bank in responding to the global financial crisis. Canada has also provided debt relief to developing countries and is a member of the Heavily Indebted Poor Country (HIPC) initiative, which cancels up to 90 percent of the foreign-held debt of countries that implement structural adjustment policies in order to assist them in achieving sustainable debt levels and with that, return to international debt markets on a stronger footing.



Through the Department of Finance, Canada is also participating in smaller and experimental initiatives such as AgResults, aimed at making use of pull mechanisms, such as advanced market commitments,<sup>15</sup> to encourage private investment and innovation to address global agriculture challenges (CIDA, 2012, p. 14).

### **Ministry of Foreign Affairs and International Trade (DFAIT)**

For the fiscal year 2011-12, DFAIT disbursed CAD 280.55 million in ODA, which accounted for roughly a quarter of its total annual budget. Figure 11 provides an overview of DFAIT's ODA spending. DFAIT supports four thematic priorities:

- security and stability, which provides dedicated resources for a timely response with respect to countries in crisis or at risk;
- advancing democracy through support to the Global Peace and Security Fund which supports activities relating to democratic participation, legal and judicial reforms, elections, human rights, media and information flows, and support for legislatures;
- children and youth through scholarships for higher education and advanced technical and managerial training;
- and sustainable economic growth through support for climate change related investments and the Investment Cooperation Program which provides support to Canadian businesses for development friendly investments abroad; (CIDA 2012, pp. 19-20).

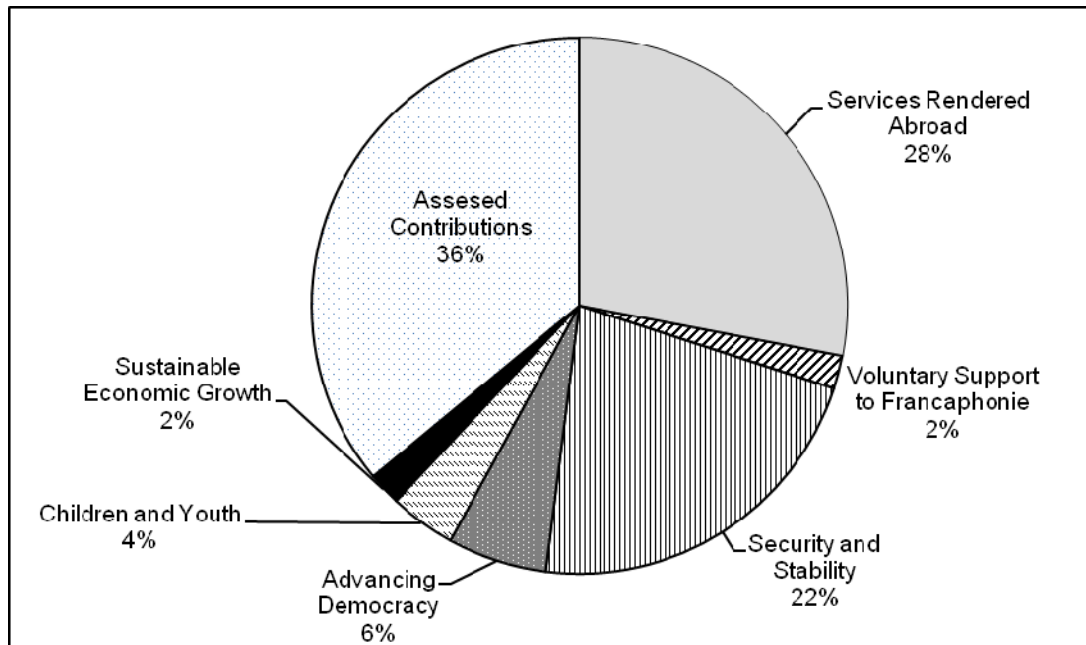
DFAIT also provides support to international organizations for which Canada is a member, including, for example, the World Health Organization (WHO), the Commonwealth Foundation and the Organization of American States (OAS) (listed as assessed contributions in Figure 8). Finally, DFAIT classifies as ODA internal spending costs for services rendered abroad for Canada's diplomatic and consular missions. That includes the procurement of goods, services and property to support of its own missions abroad.

In analytical terms, most of the real emphasis of what DFAIT labels as aid-related expenses focuses on support to fragile states or countries facing security crises (22 percent or CAD61.4 million). The other three priorities received negligible funding in FY 2011-12, with a grand total of 12 percent or CAD33 million to cover all programming done around the world on democracy, human rights, educational exchanges and sustainable economic growth.

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<sup>15</sup> Advanced market commitments are stimulations of demand by donors for a specific product for which there is a need (e.g., cheap vaccines, research on agriculture) but where the private sector may not see a profitable market. Funding may be pledged, though is only actually committed if the product is created.

**FIGURE 8**  
**DFAIT ODA, Thematic Priorities and Cross-Cutting Support<sup>16</sup>**  
 (Percent, FY 2011-12)



Source: DFAIT, 2012

#### International Development Research Centre (IDRC)

IDRC is a Canadian public corporation created in 1970 to support researchers in the developing world in their work to improve the lives of communities and reduce poverty. IDRC aims to help developing countries build research capabilities, innovative skills and the institutions necessary for resolving development challenges. In FY 2011-12, IDRC contributed roughly CAD242 million towards ODA. IDRC has four thematic priorities, including agriculture and the environment, global health policy, science and innovation, and social and economic policy.

In FY 2011-12, IDRC allocated just over CAD25 million to LAC, representing 17.8 percent of IDRC's allocations, and supported 135 research activities in the region. The IDRC regional office that covers LAC is located in Montevideo, Uruguay, and coordinates activities in 33 countries. IDRC's work in the region focuses on social and economic equity, including issues such as:

- inclusive economic growth, innovation and trade;
- equitable access to health and social services;
- sustainable use of natural resources; and
- civil security and development (IDRC, n.d).

Table 4 provides a list of IDRC's projects valued at over CAD300,000 in LAC for 2012.

<sup>16</sup> All figures in CAD: Services Rendered Abroad 77,471,400; Support to the Francophonie 6,961,000; Security and Stability 61,367,552; Advancing Democracy 16,299,278; Children and Youth 12,465,568; Sustainable Economic Growth 4,201,050, Assesed Contributions 101,788,000

**TABLE 4**  
**IDRC Projects in Latin America and the Caribbean Valued over CAD 300,000**  
(2012)

Project Name	Funding	Duration	Description
Community Based Crime Prevention in Guatemala	301,000	2012-14	<p>Guatemala is among the most violent countries in the world. During the first half of 2011 they registered 3,366 murders. Efforts to reform the Judiciary and security sectors have proved fruitless, violence continues and there is little chance of a perpetrator being punished.</p> <p>Researchers are attempting to strengthen state institutions and involve civil society in an attempt to reduce violence. Researchers will endeavour to strengthen crime prevention mechanisms in the indigenous communities of San Cristóbal and Santa Cruz, department of Alta Verapaz, and develop a model for crime prevention in other municipalities in Guatemala.</p>
Global Administrative Law: Improving Inter-institutional Connections in Global and National Regulatory Governance	833,600	2012-14	<p>Studying both the relation between national courts and regulatory institutions and the relations between local and foreign institutions in the enforcement of anti-corruption law, this research aims to foster recognition that interactions between and among institutions are often the crucial factor for understanding how they function and how they drive regulatory reform and behaviour. Such interactions also help explain how the interests of disadvantaged groups, or even certain countries, can be disregarded or ill-considered, even to the point of impeding equitable development.</p>
Enhancing Participation of Indigenous People to Address Discrimination and Promote Equity in Health Systems	995,500	2012-15	<p>Geographic and language barriers, combined with ethnic and racial discrimination, are some of the reasons why indigenous peoples experience social exclusion. These factors impede their access to good health care. They also make it difficult for them to participate in the public sphere, and then to influence health policies and practices.</p> <p>Researchers will share their knowledge to implement a rights-based intervention in rural Guatemala. They will evaluate the intervention's impact on discriminatory treatment in health facilities, with a focus on providing communities with tools and strategies to monitor existing public policies and healthcare services. The impact evaluation will then help determine the effectiveness of the intervention in achieving better community participation in health policies, and reducing discriminatory practices in service delivery.</p>

Project Name	Funding	Duration	Description
Promoting Innovation in the Services Sector: Toward Productivity and Competitiveness	426,700	2012-13	<p>Led by Centro de Investigaciones Económicas, the project will examine the role of innovation in the services sector. It will do so by producing case studies analyzing specific innovative strategies implemented by various firms and then determining the impact of different policy frameworks and interventions. The project is part of a larger initiative looking at the innovation, competitiveness, and productivity of small and medium enterprises (SMEs) in the region's services sector.</p> <p>Researchers will engage and exchange knowledge with policymakers responsible for promoting innovation and competitiveness in the region. In addition to regular communication and meetings, the project will host two workshops: one at the outset to get researchers and policymakers to agree on areas for research that are relevant to policy, and the other at the end of the project to share research findings and policy recommendations with key actors in the sector.</p>
Prediction and Prevention of Emerging Zoonotic Diseases in Wildlife	642,000	2012-15	<p>This grant will allow a research team from the University of São Paulo (USP) and the New York-based Ecohealth Alliance to undertake active surveillance of wild and domestic animal populations in the Atlantic Forest (Pontal do Paranapanema, Mata Atlantica) to detect pathogens that cause zoonotic diseases. At the same time, the team will monitor human behaviour that brings people into direct or indirect contact with wildlife populations, and track suspected zoonoses in the human population. Then, the researchers will work with local communities and the municipal government on strategies for disease prevention and control.</p>
Making Local Governance Work for Women: Exploring New Institutional Possibilities	500,000	2012-14	<p>Despite two decades of legal and policy measures to promote gender equality, women struggle to hold a legitimate place in government and democracy in most developing countries. Most are marginalized by poverty and traditional patriarchal societies. This often leaves them subject to technocratic top-down development projects that fail to build their collective identity or help them negotiate power.</p> <p>The proposed research will take place over five local sites in three countries: Brazil, India, and South Africa. It will use digital technologies to enable marginalized women to negotiate their roles and to promote more inclusive governance and secure active citizenship. Researchers will use techno-social models - technological aids that influence the way people interact with one another - across different developing country contexts.</p>

Project Name	Funding	Duration	Description
Addressing Youth Violence in Guatemala, Honduras, and El Salvador	464,000	2012-14	<p>Murder rates in the northern triangle average 52 per 100,000 citizens; more than double the rest of Latin America (25: 100,). Most of the victims are young men aged 15 to 30 living in urban areas.</p> <p>Increases in overall criminal activity in the region are linked to the drug trade, arms smuggling, human trafficking, sexual exploitation, extortion rackets, and robberies on public transportation. Although governments attribute most of these offences to organized crime, youth gangs, and common criminals, they have little evidence on which to base these claims since their investigative capacity is extremely low. In fact, impunity rates (no conviction registered for a crime) in Guatemala and El Salvador sit at 98 percent.</p> <p>To effectively address this rise in criminal violence, methodologically rigorous studies are needed to identify the multiple forms of violence that youth are exposed to, and to document or propose effective strategies to counter and prevent this violence.</p>
Assessing the Impact of Current National Policies to Reduce Salt and Trans Fatty Acids in Argentina	431,600	2012-15	<p>Cardiovascular disease causes about 100,000 deaths and 250,000 events in Argentina each year. The cost to the country is more than CA\$1 billion. The Ministry of Health has negotiated agreements with the food industry and bakeries to reduce sodium in processed foods and bread. The Codex Alimentarius, or international food safety standards, will also decrease trans fatty acids (TFA) to less than 5 percent of total fat in processed food by 2014.</p> <p>This project will develop a comprehensive approach to inform stakeholders about the impact of current salt and TFA policies. Three leading Argentinian institutions working in the area of cardiovascular disease prevention will participate: the Institute for Clinical Effectiveness and Health Policy; the Centro de Estudios de Estado y Sociedad; and, the Fundación Interamericana del Corazón.</p>

Project Name	Funding	Duration	Description
Delivering Healthy Diets to Low-Income Families through Community Kitchens in Peru	302,700	2012-14	<p>Non-communicable diseases (NCDs) are a major cause of death in Peru, accounting for 60 percent of deaths in 2010. Unhealthy diet is one of the four major risk factors for NCDs.</p> <p>Researchers will explore ways to promote healthy dietary habits among residents of Lima's poor urban communities who use the city's Comedores Populares, or community kitchens. These kitchens provide more than 500,000 lunches to Peruvian families living in poverty.</p>
Latin American Security, Drugs and Democracy (LASDD) Fellowship Program	402,800	2012-15	<p>This grant will support a program of fellowships and workshops on the link between security, organized crime, drugs and democracy in LAC. The program is expected to help civil society and governments understand organized crime and drug trafficking in the region so that they can take evidence-based policy decisions to address it. The specific objectives are to build regional research capacity, a strong knowledge base and an interdisciplinary network of scholars committed to developing more effective ways of dealing with drug trafficking and the growth of transnational organized crime in LAC.</p>
Open Business Models: New Compensation Mechanisms for Creativity and Inclusion	830,530	2012-14	<p>This research aims to explore important new business models in the networked society, their implications for the rights of consumers and creators, and their role in increasing inclusion and cultural diversity. It will also examine how the "click economy" (especially online ad-based models that use micropayments) and the "sharing economy" (peer-to-peer distribution of digital content) are transforming the developing regions of the world.</p>

Project Name	Funding	Duration	Description
Latin American and Caribbean Environmental Economics Program Phase III	1,257,930	2012-15	<p>This grant for Phase 3 of IDRC support will help the network strategically address some core recommendations from a recent evaluation. Among the recommendations: LACEEP will undertake to address regional disparities and priorities through its research grants program; widen its outreach among academics and policymakers; and provide strong technical support in the field of environmental economics and natural resource management.</p> <p>Expected outcomes include a solid body of empirical knowledge through peer-reviewed publications, policy briefs, and a website to share knowledge with a broader audience, including key decision-makers; a consolidated network of practitioners and researchers in the region, enhanced institutional capacity; and increased awareness among policymakers about the role of economic analysis of environmental problems.</p>

Source: IDRC. (no date)

**Department of National Defence (DND)**

In FY 2011-12, DNDs labelled as its ODA contribution a total of CAD 128,083, most of it spent in the military occupation of Afghanistan (CIDA, 2012, p. 27). Between 2005 and 2010, DND worked in Afghanistan, focused on its task of keeping control of the province of Kandahar for the NATO forces. Its non-military duties have been to strengthen the Afghan government in Kandahar, promote national government policies and priorities among the local authorities and facilitate the reform of local police forces. Canada pulled out almost all its military forces out of that country by the end of 2012.

**Royal Canadian Mounted Police (RCMP)**

The Royal Canadian Mounted Police (RCMP) labelled over CAD38 million as ODA during FY 2011-12, spent through the deployment of its police officers abroad. The RCMP deploys forces to missions in developing countries where they assist with rebuilding or strengthening police services in countries that have experienced conflict or other forms of upheaval (CIDA, 2012, p. 28). In FY 2011-12, for example, Canadian police participated in training or capacity building missions in Afghanistan, Côte d'Ivoire, the Democratic Republic of Congo, Guatemala, Haiti, Kosovo, Kyrgyzstan, Sudan and South Sudan, Lebanon, and the West Bank.

**Citizenship and Immigration Canada (CIC)**

Citizenship and Immigration Canada (CIC) labeled just over CAD130 million as ODA in FY 2011-12 for support to refugees in their first 12 months in Canada. Canada has had since the 1970s an extensive refugee resettlement program that has been part of its managed immigration plan. OECD-DAC accounting rules allow member countries to inflate their aid numbers by among other things, counting as ODA budgets spent on providing basic services to refugees who have managed to reach the shores of the reporting nation. In the case of Canada, the resettlement program includes funding for services such as needs assessments, language training, employment counseling, community orientations, translation services and referrals to other programs. Refugees can also access basic health services. They receive income support for the first 12 months as well.

**Health Canada**

Health Canada provides funding to the Pan American Health Organization (PAHO),<sup>17</sup> which amounted to just over CAD12.37 million in FY 2011-12 (approximately 4 percent of the total). Canada advances multilateral and bilateral relations in health through PAHO, WHO and others, as well as participates in technical cooperation and capacity building (CIDA, 2012, p. 30). Canadian technicians are regularly called on to participate in regional meetings and the development of projects. Small projects are also supported by the PAHO-Canada Biennial Workplan Budget which allows for partnerships between Canada and the Latin American and Caribbean region for advancing strategic health priorities through strengthening health systems, including health human resources, access to primary health care, medical devices, etc.

**Environment Canada**

Environment Canada labelled nearly CAD6 million in FY 2011-12 as ODA (CIDA, 2012, p. 31) out of its CAD1 billion budget (Environment Canada, 2011). It supports three types of

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<sup>17</sup> The PAHO services as the Regional Office for the Americas of the WHO and the technical health agency of the OAS. Its mission is to lead strategic collaborative efforts among member states and other partners to promote equity in health, combat diseases, improve quality of life and extend the people's lives in the America.



activities: support to multilateral environmental organizations; climate change actions in developing countries supported by Canada's fast-start financing; and bilateral technical cooperation and capacity development with developing countries.

At the multilateral level, Environment Canada provides annual support to the United Nations Fund for the Implementation of the Montreal Protocol to help developing countries with the costs of eliminating ozone-depleting substances. It also supports specific-purpose funds relating to water quality managed by the United Nations Environment Program and the World Meteorological Organization for work aimed at supporting national meteorological and hydrological services in developing countries (CIDA, 2012, p. 31).

Canada offers technical cooperation and capacity development to several developing countries on environmental issues that directly affect the environment and well-being of the citizens of developing countries. In FY 2011-12, Canada provided bilateral technical support for international training events as well as capacity development support for countries in the Caribbean, Central and South America to enable long-term monitoring and conservation of water birds. Under bilateral environment agreements, Canada also worked with Chile and Peru. With Chile, this work centred on issues related to parks management, enforcement of wildlife trading regulations, pulp and paper effluent monitoring, and conservation of shared migratory birds. For Peru, Canada offered support for increased capacity and environmental protection on migratory birds and environmental enforcement (CIDA, 2012, p. 32).

### **Labour Canada**

The Ministry of Labour negotiates and administers the Labour Cooperation Agreements of Canada, parallel agreements to the FTAs signed by Canada. The aim of these agreements is to improve working and living conditions in the signatory countries, and protect and promote the basic rights of workers. Labour Canada disbursed CAD1.67 million in ODA in FY 2011-12.

Labour Canada provides technical assistance to developing countries through training projects that support the modernization of the labour policy and administration, to promote better enforcement of the national labour law and a greater respect for the basic labour standards (CIDA, 2012, p. 33). Labour Canada also supports strengthening institutions of democratic governance, economic growth while respecting worker's rights and improved working conditions. It does this by working with the OAS, International Labour Organization and a Central American regional NGO, Fundación para la Paz y la Democracia (FUNDAPEM).

The ministry has provided CAD200,000 to the OAS to strengthen institutional and human capacity of labour ministries through knowledge sharing and CAD500,000 to FUNPADEM to improve the capacities within labour ministries in Honduras, Costa Rica, Panama and Dominican Republic to enforce labour laws (CIDA, 2012, p. 33).

### **Provinces and Municipalities**

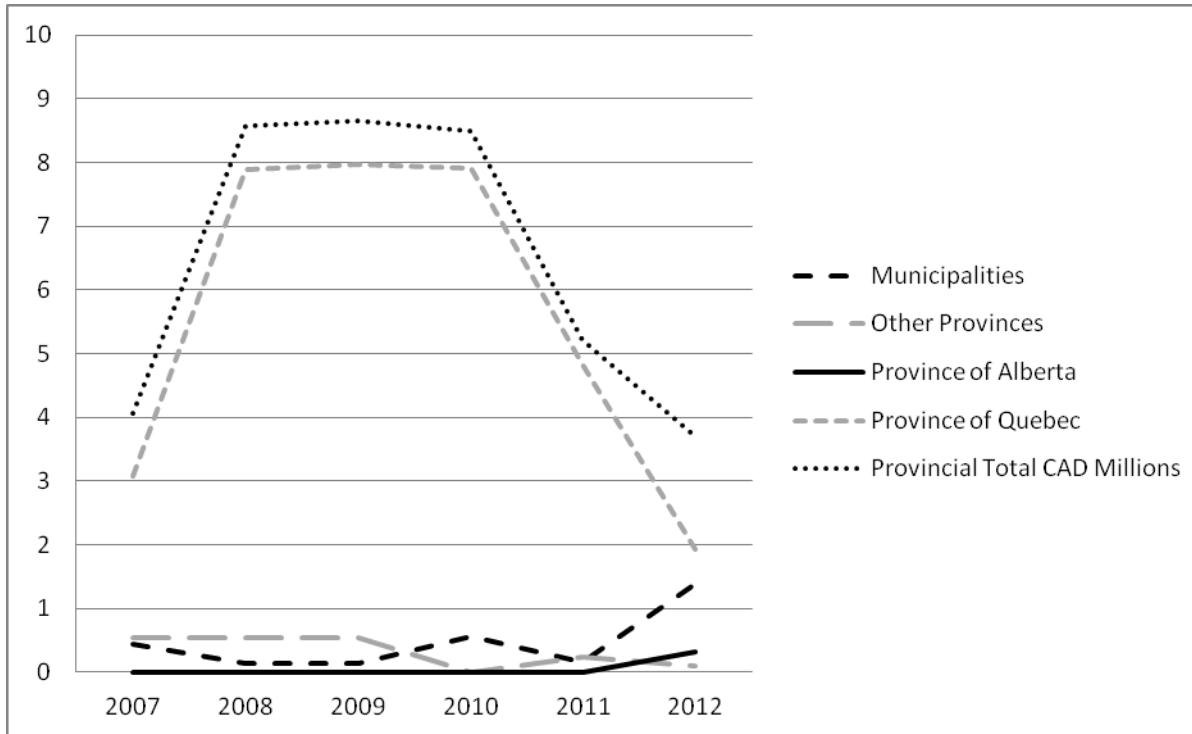
Canadian provinces do not have a coordinated, systematic, or significant presence in international cooperation. The only province with an independent aid agency is Quebec. Aid from other provinces is sporadic. For example, Manitoba gave money in 2010 but not in 2009 or 2011. In 2012 the grand total of aid from provinces and municipalities was CAD 3.71 million or 0.65 percent of total Canadian aid, according to the CIDA Annual Report

FY 2011-12. Total aid from the provinces, as well as a breakdown by province since 2007, is illustrated in Figure 9.

**FIGURE 9**

**Aid from Canadian Provinces**

(CAD millions, 2007-12)



Source: CIDP, 2013

As shown in Figure 9, the only province that has a substantial international cooperation program is Quebec. Quebec’s international solidarity program is divided into three parts: the Quebec Without Borders Program, the public awareness program, and the Quebec International Development Program.

- The Quebec Without Borders Program is a volunteer sending program; it provides financial support so people from Quebec can carry out internships with international cooperation organizations. Nearly 2,500 Quebecers have completed internships in Latin America and the West Indies (Quebec Department of International Relations, 2013).
- The public awareness program is used to promote understanding of global development issues in Quebec. Since 1997 13 percent of Quebec’s international cooperation budget has been spent to educate the population of Quebec about development issues.
- The Quebec International Development Program provides a regular development programming from Quebec, spending CAD35.9 million over 1997-2010. The program focuses on development projects and emergency relief. Quebec operates in Latin America - primarily Haiti, Peru, Bolivia, and Nicaragua - and Africa (see Box 2).

The Federation of Canadian Municipalities (FCM) provides the second largest amount of aid from non-federal donors. They partner with CIDA, which provides the majority of the

funding for their programs. In addition to CIDA funding, the FCM provides in-kind technical assistance, though the FCM contribution is proportionately much smaller than CIDA's in general.

**BOX 2**  
**Youth Employment Centres in Peru**

In 2009, two youth employment centers based on the model Quebec uses provincially were opened in Peru, funded by a CAD150,000 grant under Quebec's International Development Program. The Cusco Youth Employment Center offers vocational guidance, job search assistance, advice on launching a business and becoming self-employed. Another center opened in Lima, in partnership with the district of San Juan, and offers job search assistance, vocational guidance and business-launch guidance.

**BOX 3**  
**Caribbean Local Economic Development Program**

In partnership with fifty local governments across the Caribbean community, the FCM is implementing a six year CAD22.9 million dollar program aimed at stimulating sustainable local economic development in the Caribbean. The program is funded by CIDA and will support over 50 local governments and contribute to over 500 micro, small and medium sized enterprises throughout the Caribbean.

The FCM supports technical assistance by Canadian municipal experts in areas such as administration, engineering, urban planning, economic development, and intergovernmental relations. The FCM partners with other municipalities around the world to share expertise, provide technical assistance, and distribute funds from CIDA. It works to increase the capacity for sustainable local economic development with partners throughout Latin America, Africa, Asia and Eastern Europe (Federation of Canadian Municipalities, 2013). Box 3 provides an example of an FCM project from the Caribbean.

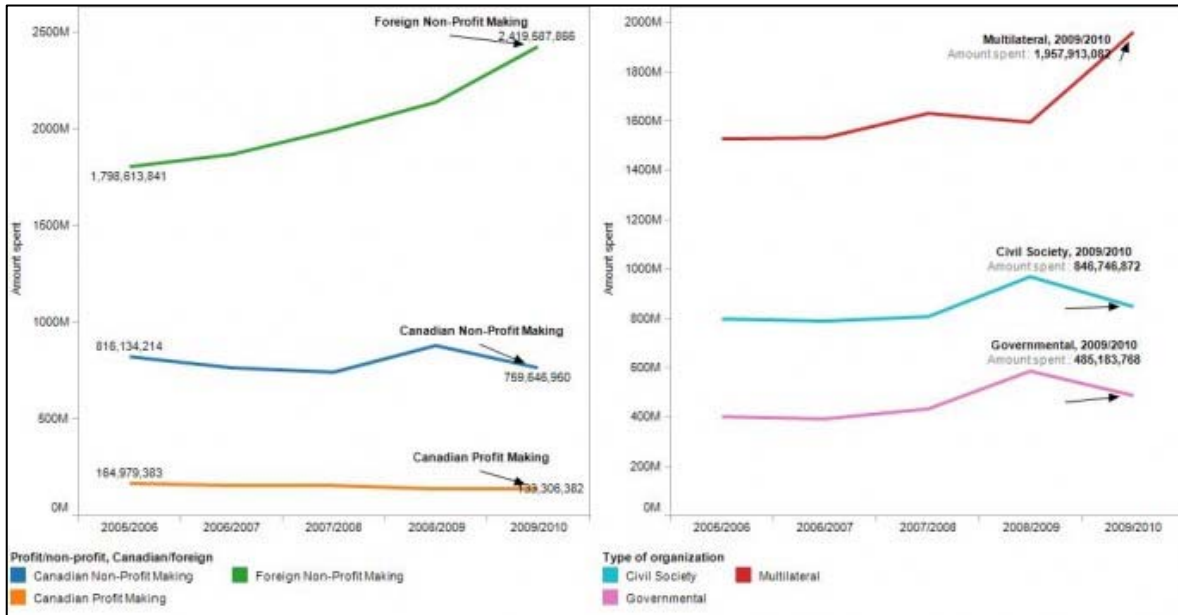
**Civil Society Stakeholders**

As Bhushan (2013, forthcoming) shows, a large share of Canadian aid is delivered through Canadian non-profit NGOs and international NGOs. However, CSOs have seen a decline in the proportion of Canadian aid delivered through them over the past few years (Figure 10). In 2012, Canadian CSOs accounted for 15.1 percent or CAD559 million in CIDA funded aid projects, down from 17.4 percent in 2011.

This decline in funding for Canadian CSOs is accounted for by important changes to CIDA's partnership programming. As part of CIDA's aid effectiveness agenda, the Canadian government announced a number of changes to how the agency engages with civil society partners. In July 2010, Minister of International Cooperation Bev Oda announced that CIDA would be overhauling its Canadian Partnerships Branch—renamed Partnerships with Canadians Branch—by establishing new funding guidelines for Canadian CSOs in a bid to streamline application processes and reduce administrative burdens for project applications on CSOs. The announcement – made without consultation with CSOs – led to a move from a more responsive funding mechanism to a competitive process based on calls for proposals. Canadian CSOs have seen a decline in

their core funding over the past few years (Figure 10). In order to target Canada’s development efforts, the Partnerships with Canadians Branch would ensure that half of partnership funding went to the 20 focus countries and 80 percent of partnership investments aligned with CIDA’s priorities. Oda explained that “by introducing more transparency, timeliness, and predictability in partnership funding ... [Canada’s] efforts will have greater impact and sustainable results” (CIDA, 2010).

**FIGURE 10**  
**Canadian ODA by Institution and Channel**  
 (CAD millions, 2005-10)



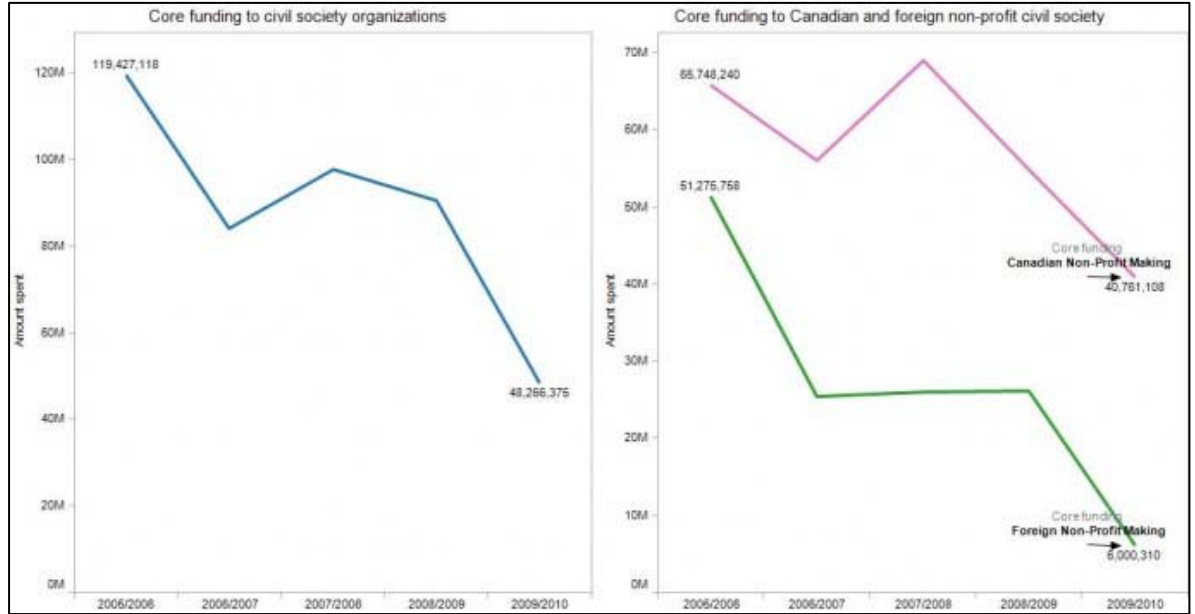
Source: Bhushan. 2012

The impact of these changes has been substantial on Canadian development CSOs, both in terms of their funding and their influence on Canadian aid policies. While new guidelines were being developed over 2010, CSO partners continued to submit requests for interim funding. However, longstanding CIDA partners that were critical of shifting government priorities in development did not receive funding. The nature of the funding cuts led to public debates about the transparency of the partner selection process with some suggesting that organizations who had outwardly criticized new aid policies were being targeted, despite their historic relationships with CIDA and track record on development.

Since announcing the changes to the partnership arm of CIDA, guidelines have been established for projects that CIDA supports under and over 2 million without formal consultation with CSOs. CIDA has completed 10 rounds of calls for proposals between 2010 to September 2012. While the specialized calls for proposals worked fairly well, the calls for under and over two million dollar proposals included serious delays in awarding contracts, which meant many Canadian CSOs were forced to lay off workers, shut down projects and delay work with developing country partners (Tomlinson, 2012). According to a survey conducted by the Canadian Council for International Co-operation (CCIC), which represents Canadian CSOs working in development, and its regional counterparts looking at CSOs’ experiences, the new funding mechanism has, inter alia, undermined their credibility with partners owing to funding disruption, forced organisations to invest considerably in proposal development with no assurance of positive outcomes, restructure their organization and reduce or end to long-standing partnerships (Tomlinson

2012, pp. 3-4). On the other hand, CSOs highlighted that the new mechanism has some benefits such as providing equal opportunities to apply, creating incentives to improve evaluation and developing new partnerships (Tomlinson, 2012, p. 4).

**FIGURE 11**  
**Declining Core Funding to Civil Society Organizations**  
 (CAD millions, 2006-10)



Source: Bhushan (2012)

The survey also revealed that CSOs that have historically played a strong role in advocating for development issues in Canada are now limiting their advocacy efforts owing to a “perception that CIDA looks unfavourably on organizations that do policy and advocacy work” (Tomlinson, 2012, p. 4). The OECD-DAC claims that the lack of transparency and the delays in funding appear to be “adversely affecting the Agency’s credibility and public support,” although it commends CIDA on taking steps to tackle these issues (OECD, 2012, p. 29). Canadian CSOs see consultation with government officials as inadequate, especially in light of the spirit and requirements of the ODA Accountability Act, which includes provisions for consultation with governments, international agencies and Canadian CSOs at least once every two years (OECD, 2012, p. 31).

According to the 2012 OECD-DAC peer review, CIDA is currently working on a civil society effectiveness strategy. The OECD-DAC suggests that CIDA now has an opportunity to work with CSOs and that the strategy should offer a balance between respecting the autonomy of CSOs and steering them to deliver on Canada’s development co-operation objectives (OECD 2012, p. 29).

From the perspective of policy influence, an important civil society group that works on LAC is the Americas Policy Group (APG), a working group of the CCIC.<sup>18</sup> The APG works on Canadian policy towards LAC with a specific focus on issues relating to development

<sup>18</sup> Information on the APG obtained through personal communication with APG member as well as CCIC (n.d).

and social justice (Box 4). Aid is not the main lens through which the group approaches issues relating to the region; rather, it focuses on Canada's overall foreign policy.

The APG responds to key issues as they arise but also has a longer term planned work agenda. The focus of its work for 2013 is corporate accountability and issues relating to free, prior and informed consent. In addition, the APG produces an annual report on the Canada-Colombia Free Trade Agreement Human Rights Impact Report. According to a member of the APG, the group has been more influential on government policies in the past when Canada had a minority government. Since 2012, Canada has had a majority government, making this task more difficult.

#### **BOX 4**

##### **Mandate and Function of the Americas Policy Group**

The APG provides a space for Canadian CSOs to collectively coordinate their key policy and advocacy positions towards the Canadian government, as well as other governments and decision-making bodies. In order to fulfill its goals, the APG works to:

- Monitor, share and document member and partner experience and analysis on development and human rights issues in LAC.
- Enhance the capacity of members to undertake policy work concerning the Americas.
- Participate collectively in relevant international networks.
- Ensure dialogue and action on Americas policy issues at CCIC

The working group and its members also work collaboratively with CSOs in Central and South America. The membership is open to any organization with a policy or program interest in the Americas, though the majority of participants must be members of the CCIC. Currently the APG has 40 members.

The APG has three general meetings per year. It decides on a work plan, which includes sessions on substantive issues that are of interest to members and informing the APG's upcoming work. APG's advocacy work includes drafting letters to ministers and other decision makers within government, holding public events and engaging with the media.

Source: CCIC (no date); Personal communication with APG member

### **III. CANADA'S APPROACH TO LATIN AMERICA AND THE CARIBBEAN**

Canada's current approach to this region is framed by the government's "Strategy for the Americas," an overarching policy blueprint to strengthen economic and political relations (DFAIT, 2009). It is also significantly supported by ever increasing flows of trade and investment between this country and the region. In fact, in 2012 LAC accounted for USD129 billion of Canadian foreign direct investment (FDI), half of all Canadian FDI made in the developing world, and bilateral trade flows reached USD56 billion, after growing for the last decade at twice the pace of Canada's commerce with the rest of the world.

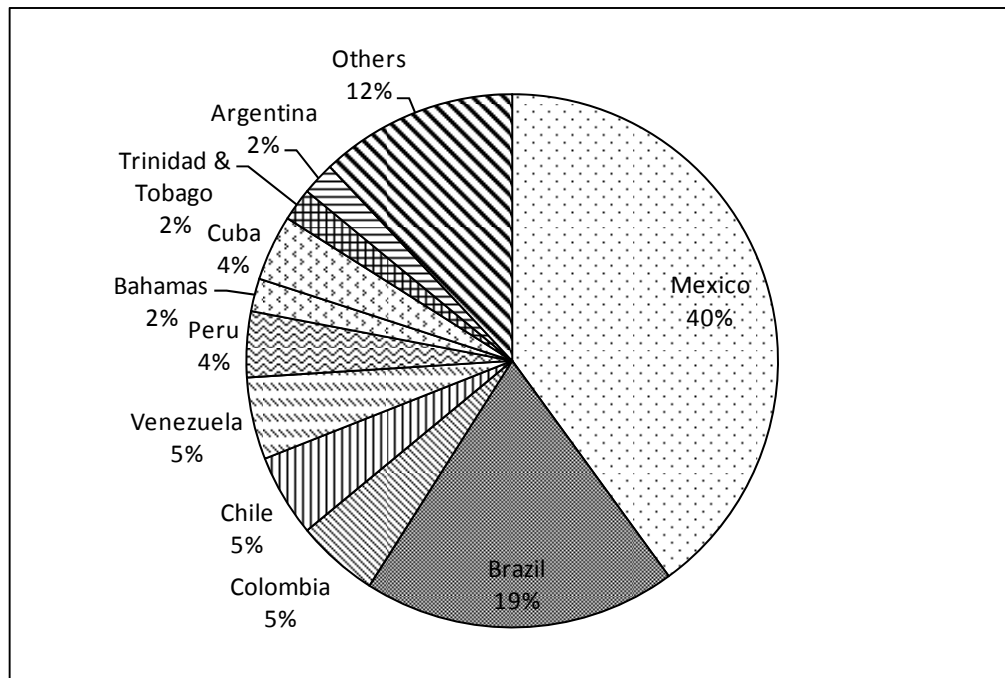
The following section summarizes these economic relations, providing details on which countries are the main partners for Canada in the region, which provinces are the main traders and what the commercial exchange entails. A similar subsection follows describing the main trends regarding Canada's FDI to the region.

**1. Canada’s Trade Relations with Latin America and the Caribbean**

In 2012, Canada’s total trade with the region reached USD56,282 million. The exports from Canada to LAC totaled USD13,957 million in 2012, which accounted for 3.07 percent of total Canadian exports for that year. As for imports, LAC is now more relevant, accounting for 9.15 percent in 2012, with USD42,325 million. While that participation might not seem substantial, the particular reality of Canada - closely linked with the United States via NAFTA – means that over two thirds of its total trade is with its next-door Southern neighbor. In that context, the above numbers indicate that LAC is in fact a very important partner for the non-US-linked Canadian trade.

Figure 12 shows the main destinations for Canadian exports, which are Mexico, Brazil, and two countries with which Canada has already signed FTA- Colombia and Chile. Other important export markets are Venezuela, Peru, the Bahamas and Cuba. For the most part, this disaggregation by national markets for Canadian exports follows two clear logics: levels of trade preferences obtained via free trade agreements (Mexico, Chile, Colombia, Peru) and market size (Brazil, Mexico, Colombia).

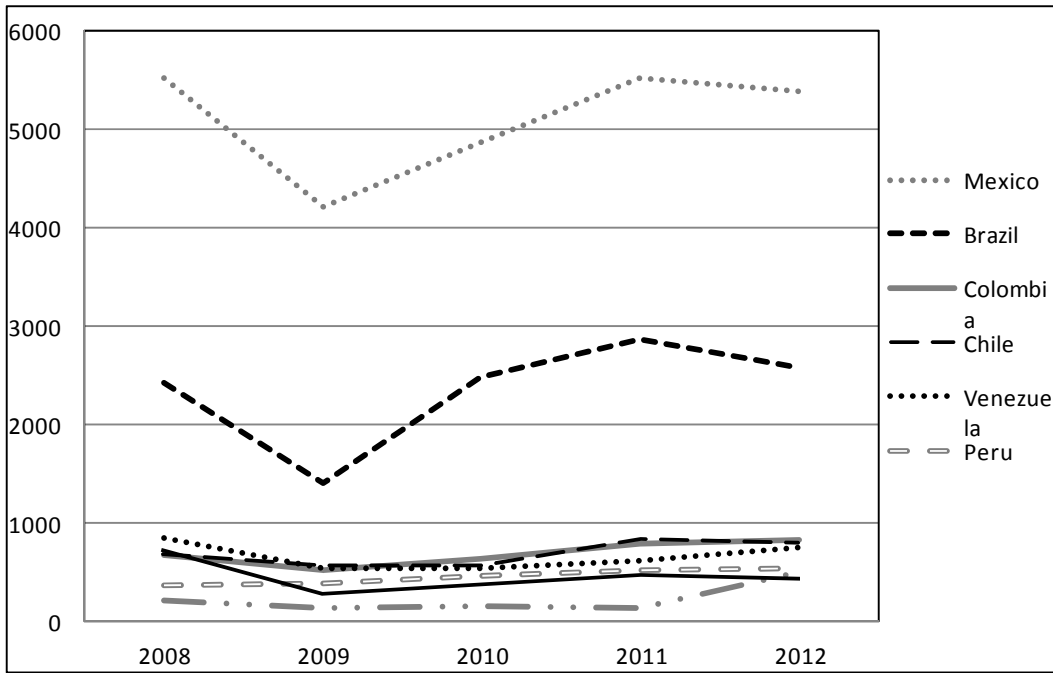
**FIGURE 12**  
**Destinations for Canadian Exports in Latin American and the Caribbean**  
 (Percent, 2008-12)



Source: International Trade Centre. 2013

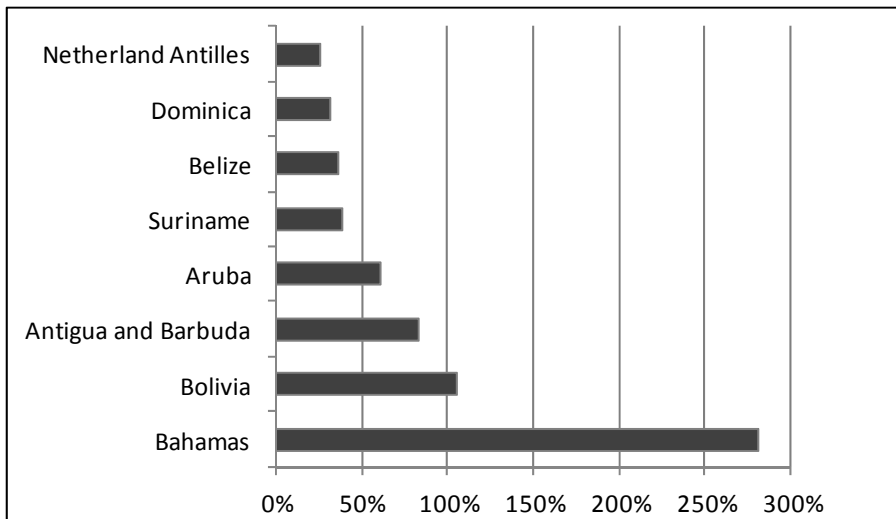
After the impact of the global financial crisis of 2008-10, Canadian exports have recovered previous levels without a significant change in terms of its main regional destinations, as can be noted in Figure 13.

**FIGURE 13**  
**Main Destinations for Canadian Exports in Latin America and the Caribbean**  
 (USD million, 2008-12)



Source: International Trade Centre. 2013

**FIGURE 14**  
**Fastest Growing Markets for Canadian Exports**  
 (Percent, 2012)



Source: International Trade Centre. 2013

However, the fastest growing markets for Canadian exports to LAC are in the Caribbean and in Bolivia for the most recent year with data, 2012. This likely indicates that Canada is expanding its penetration of the region in the same types of commodities or goods exported, a topic returned to later in this section.



Table 5 provides a clear snapshot of the relative importance of national markets for Canadian exports and imports in the LAC region. Only Brazil and Mexico are ranked in the top 10 destinations for Canadian goods and services, while the same countries plus Peru are among the top 15 among sources of imports to the Canadian market. Besides the United States, other more important trade partners for Canada are found in Western Europe and East Asia.

**TABLE 5**  
**LAC Countries as Importers to Canada and Markets for Canadian Exports**  
(Ranking by Ordinals, 2010)

	As Market for Canadian Exports (at LAC Level)	As Market for Canadian Exports (at Global Level)	As Importer to Canada (LAC Level)	As Importer to Canada (Global Level)
Mexico	1°	5°	1°	3°
Brazil	2°	9°	3°	14°
Colombia	3°	29°	7°	45°
Chile	4°	32°	4°	25°
Venezuela	5°	33°	6°	44°
Peru	6°	35°	2°	12°
Cuba	7°	40°	8°	49°
Trinidad and Tobago	8°	47°	10°	52°
Argentina	9°	49°	5°	32°
Ecuador	10°	50°	15°	70°
Dominican Republic	11°	56°	18°	75°
Jamaica	13°	66°	16°	72°
Panama	14°	67°	21°	86°
Uruguay	15°	72°	23°	93°
Costa Rica	16°	75°	11°	54°
Guatemala	17°	83°	12°	60°
Bolivia	18°	93°	19°	76°
Haiti	19°	95°	24°	--
Honduras	21°	100°	17°	74°
Nicaragua	23°	103°	14°	69°
El Salvador	24°	105°	20°	85°
Guyana	25°	110°	13°	64°
Paraguay	29°	128°	26°	121°
Suriname	30°	128°	9°	50°

Source: International Trade Centre, 2013

The countries of the Caribbean deserve a specific analysis given their smaller size compared to other countries of Latin America which implies a different scale of trade relation with Canada. Considering nations that are members of the Caribbean Community (CARICOM), the bilateral trade of goods between them and Canada reached a total of USD 2,271 million in 2012. Canada's exports of goods towards the

region totaled USD 1,149 million including minerals, iron, cereals, machinery, meat, paper and cardboard, fish, equipment, electrical materials and equipment, wood, pharmaceuticals, vegetables, plastic, furniture and articles of iron and steel, among others. Canada's import of goods from CARICOM totaled USD1,122 million and included jewelry and precious metals, mineral fuels and oils, organic and inorganic chemical products, iron and steel smelting, alcoholic beverages, garments, fish, machinery and electronic appliances, fruits and vegetables, minerals, food preparations, among others.

**TABLE 6**  
**Canada: Exports to CARICOM**  
(USD millions, 2008-12)

Export Destination	2008	2009	2010	2011	2012
World	455,632,184	315,176,831	386,579,900	450,430,008	453,380,895
CARICOM Aggregation	854,591	656,991	782,438	778,211	1,175,768
Bahamas	217,402	132,374	151,166	132,148	503,937
Trinidad and Tobago	258,269	232,720	290,007	345,035	329,956
Jamaica	183,626	108,779	126,210	113,256	135,909
Barbados	46,741	50,758	39,077	49,011	61,382
Haiti	48,562	36,228	46,594	38,101	35,970
Guyana	20,419	25,241	28,483	38,123	26,776
Suriname	10,477	10,867	11,870	14,807	20,581
Antigua and Barbuda	21,218	18,581	19,512	10,337	18,986
Saint Lucia	13,009	9,558	35,370	9,524	10,062
Belize	6,919	5,565	6,482	6,173	8,397
Saint Vincent and the Grenadines	7,845	10,652	11,039	7,580	6,830
Grenada	6,235	5,298	5,317	4,797	5,618
Saint Kitts and Nevis	7,749	5,890	6,388	4,913	5,581
Dominica	5,744	4,219	4,700	4,078	5,400
Montserrat	376	261	223	328	383

Source: International Trade Centre. 2013

In contrast to the relatively lower importance of Canada as a market for most Latin American nations, it ranked fifth among the target countries for CARICOM exports in 2012, growing however by only 10.5 percent in the last decade. As shown in the following tables, Bahamas is the most important trading partner of Canada in the bloc, and its main importer, accounting for 27 percent of the total purchases the sub-region made from Canada between 2008 and 2012. Guyana is CARICOM's main exporter to Canada, accounting for 24 percent of the purchases made by this country in the sub-region.

**TABLE 7**  
**Canada: Imports from CARICOM**  
(USD millions, 2008-12)

Countries of Origin	2008	2009	2010	2011	2012
World	408,762,168	321,227,568	392,108,702	450,579,509	462,369,245
CARICOM Aggregation	1,531,254	1,226,233	1,570,512	1,400,718	1,124,508
Guyana	212,014	264,058	282,426	398,815	454,420
Trinidad and Tobago	321,575	276,928	445,996	393,561	248,389
Bahamas	69,249	27,253	53,539	22,111	146,698
Suriname	571,851	470,782	580,884	256,089	115,655
Jamaica	308,558	144,831	157,285	276,997	101,901
Haiti	18,161	19,101	25,314	26,018	30,202
Saint Kitts and Nevis	4,932	6,184	7,860	9,263	9,609
Barbados	8,003	7,606	9,403	6,993	9,552
Belize	10,213	6,042	6,000	7,594	3,203
Grenada	826	447	583	1,736	2,283
Antigua and Barbuda	5,150	392	408	419	1,740
Saint Lucia	146	2,013	198	274	267
Dominica	317	343	141	292	222
Montserrat	131	61	318	294	197
Saint Vincent & Grenadines	128	192	157	262	170

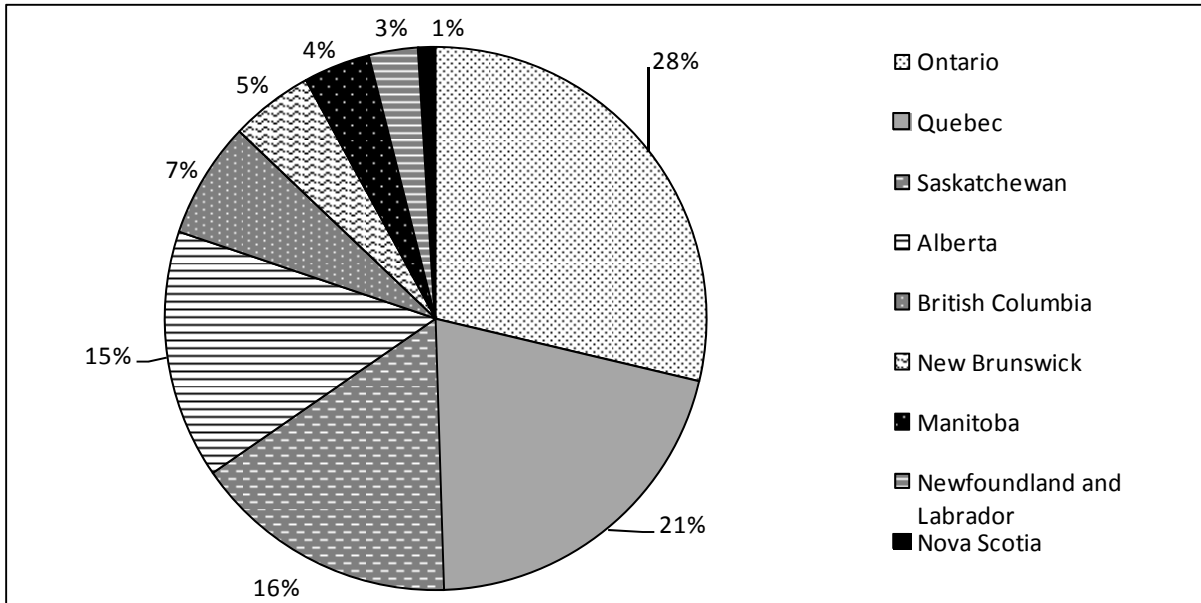
Source: International Trade Centre. 2013

### Provincial Trade

Regarding trade between the different Canadian provinces and LAC, Ontario, Québec, Saskatchewan, and Alberta are the provinces that export the most to the region (Figure 15). Of the USD13,957 million that Canada exported to LAC in 2012, Ontario accounted for 29 percent of that amount, Quebec for 21 percent, Saskatchewan for 16 percent, and Alberta for 15 percent (Industry Canada, 2013).

Ontario's top export products to LAC include autos, motor vehicle parts, iron/non-alloy steel, machinery for working rubber and plastic, and telephone equipment (Government of Ontario, 2013). Quebec's exports include aircraft, aluminum and aluminum alloys, iron ores and concentrates (Government of Quebec, 2013). Among the products exported by Saskatchewan are mineral fuels and oil, fertilizers, canola oil, and cereals (Saskatchewan Trade and Export Partnership, 2011). Alberta's exports to LAC include oil, mining, and gas field manufacturing machinery as well as raw materials such as wheat, crude oil and natural gas (Brickman, 2008). This sourcing of goods is similar to the exporting profile of Canada to the rest of the world, probably indicating that the pattern of trade of this country with LAC is therefore not differentiated by any specific production chain developed bilaterally.

**FIGURE 15**  
**Canadian Provinces' Share of Canadian Exports to LAC**  
(Percent, 2012)

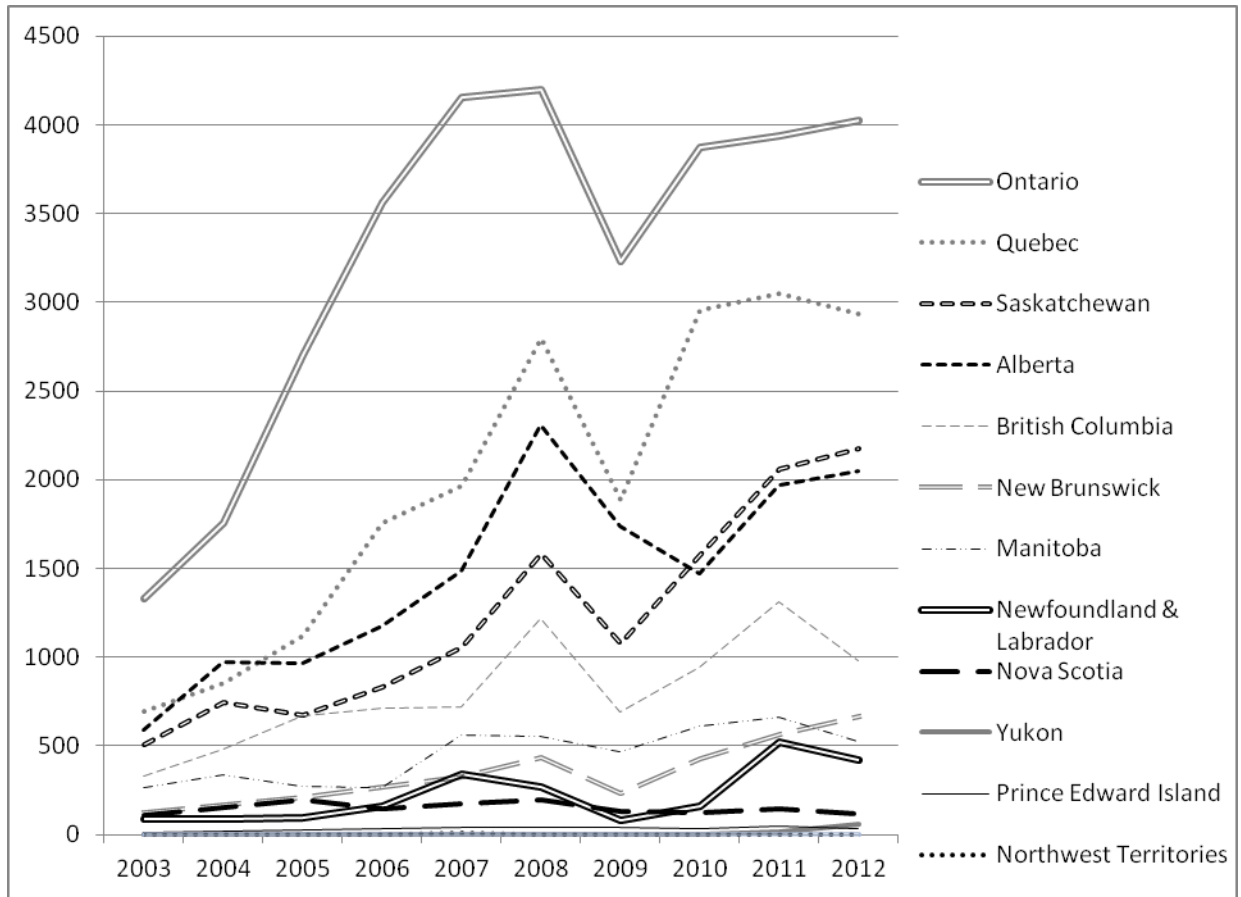


Source: Industry Canada. 2013

As shown in Figure 16, the provinces' trade relations with Latin America and their exports (in USD million) to the region have experienced some changes during the last 10 years, most significantly by the growth of Saskatchewan since 2009, now surpassing Alberta. However, those variations have not altered for the most part the provinces' relative share of Canada's exports to LAC, indicated by their percentage in the country's exports to the region. Ontario remains the leading province of origin, with 28 percent, Quebec follows with 21 percent, while Saskatchewan and Alberta account for approximately 16-15 percent each. All other provinces bring in the remaining 25 percent.

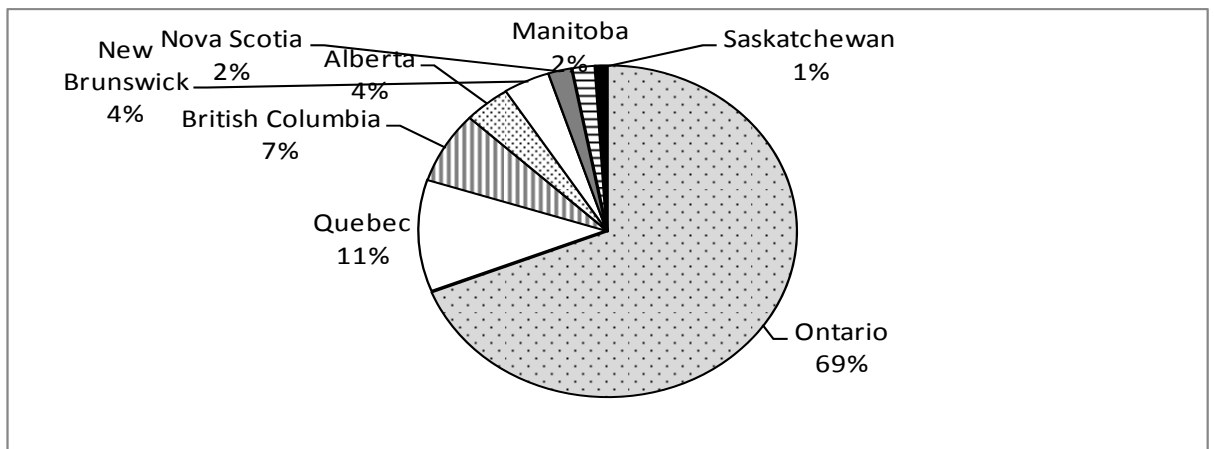
With respect to the provinces' share of Canada's imports from LAC, Ontario is by far the province that imports the most from LAC, accounting for 69 percent of the USD42,325 million imported from the region in 2012 (Figure 17). The top products imported by Ontario from LAC are gold, transport vehicles, autos, motor vehicle parts, television receivers, and telephone equipment (Government of Ontario, 2013). Quebec ranks second with 11 percent, its top imported products being conventional crude oil, cars, and motor gasoline (Government of Quebec, 2013). British Columbia, which comes in third place with 7 percent, imports copper, nickel, lead and zinc ore mining, non-citrus fruit and tree nut farming. In this case, the provincial disaggregation of imports only provides insight as to where the goods are offloaded from freight ships or planes, and not necessarily where they are consumed.

**FIGURE 16**  
**Canada's Exports to LAC, by Province**  
 (USD millions, 2003-12)



Source: Industry Canada. 2013

**FIGURE 17**  
**Canadian Provinces' Share of Canada's Imports from LAC**  
 (Percent, 2012)



Source: Industry Canada. 2013

## Trade Negotiations Agenda

Canada's agenda has been establishing a systematic economic rapprochement towards LAC since the early 1990s with a strong bipartisan domestic agreement to carry that forward. This long-term strategy has been anchored on the negotiation of FTAs and investment protection agreements throughout the region, especially once the Free Trade Area for Americas (FTAA) negotiation capsized in 2005. In terms of FTAs, Canada currently has six in force with Mexico (NAFTA), Chile, Colombia, Costa Rica, Panama, and Peru. It is negotiating several more in order to replicate for itself what it was not able to achieve through the FTAA initiative before.

The treaties in negotiation are important to gain insight on the drivers of Canadian cooperation in the region. The most relevant ones are currently with Central America countries, and another with the Caribbean nations grouped in CARICOM. These are dealt with in detail below.

**TABLE 8**  
**Free Trade Agreements between Canada and LAC Countries**  
(Dates)

Partner	Signing date	Entry into force
Chile	05 December 1996	05 July 1997
Colombia	21 November 2008	15 August 2011
Costa Rica	23 April 2001	01 November 2002
Mexico	17 December 1992	01 January 1994
Panama	14 May 2010	01 April 2013
Peru	29 May 2008	01 August 2009

Source: Organization of American States. 2013

On 28 September 2000, Canada began negotiations for an FTA with Guatemala, Honduras, El Salvador, and Nicaragua within the framework of the Canada-Central America Summit held in Guatemala. Canada agreed to a request by the leaders of the Central American Four Countries (CA4) - Honduras, Guatemala, El Salvador, and Nicaragua - to pursue negotiations in order to reach FTAs. Such negotiations were formally launched on 21 November 2001, along with negotiations on parallel agreements on labour and environmental cooperation.

After 10 negotiation rounds, Canada concluded in March 2010 that, among the CA4 countries, Honduras offered the best opportunity to conclude a FTA in the short-term. Thus, in October 2010, Canada and Honduras decided to concentrate on bilateral negotiations. On 12 August 2011, the negotiations among them were concluded. Guatemala expects to obtain labour benefits similar to those obtained by Honduras, which includes in addition to usual trade and investment concessions, an annual quota to send 25 000 temporary workers (Department of International Trade, 2013a). In parallel to this development, Canada has also been holding FTA negotiations with the Dominican Republic since 2007. Albeit with slow progress so far, these talks are ongoing (Department of International Trade, 2013b).

In addition, on 11 August 2011, Prime Minister Stephen Harper and the President of Costa Rica, Laura Chinchilla, announced the beginning of negotiations to modernize the existing FTA between Canada and Costa Rica, which is a first-generation agreement mainly focused on the trading of goods, and does not include substantial provisions in

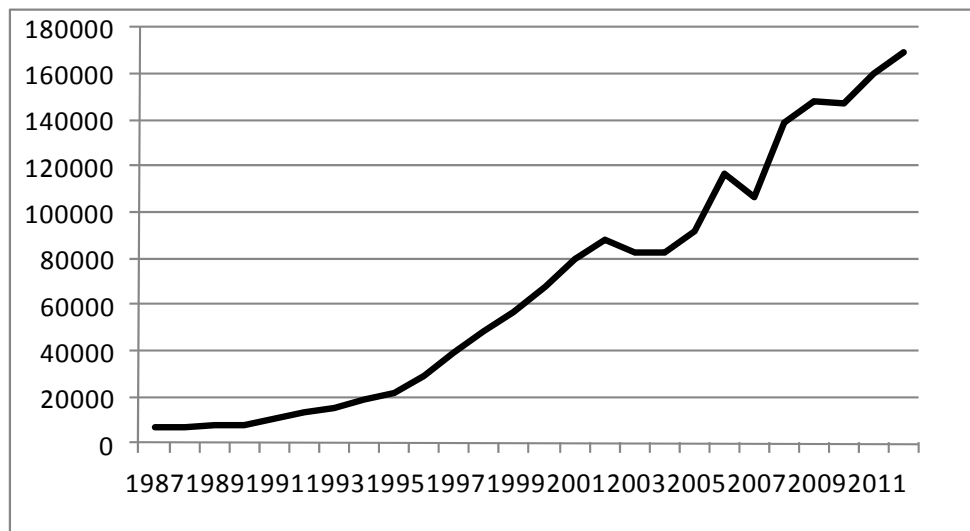
areas such as cross-border trade in services, investments or government procurement. At the same time, the parallel labour and environmental agreements will also be updated (Department of International Trade, 2012).

Concerning the free trade negotiations with CARICOM, the proposal for a Canada-CARICOM FTA was first announced during the Canada-CARICOM Summit held in Jamaica in 2002. After four rounds of exploratory conversations, on 19 July 2007, Canada and CARICOM began negotiations towards a FTA. This initiative, which fosters free trade as a path to prosperity, is part of Canada’s proposals for strengthening the historic relationships with the members of CARICOM. Up to the present, three rounds of negotiations have been completed (November 2009, March 2010, and April 2011). This negotiation will take into account the differing levels of development, asymmetries and vulnerabilities associated with island states and the need for developing trade-related capacities. Negotiations will cover a wide range of issues, including trade in goods, rules of origin, customs procedures, trade facilitation, non-tariff barriers, cross-border trade in services, temporary entry, investment, government procurement, and dispute settlement and institutional provisions. The social dimensions of economic integration are also included, through the negotiation of provisions on labour and the environment.

**2. Canada’s Foreign Direct Investment in Latin America and the Caribbean**

Canada is a key player among investors worldwide. Canada’s FDI outflows reached USD39 billion in 2010 and increased to USD46 billion in 2011. The country’s foreign owned assets (stock FDI) accounted for USD711 billion in 2012. Of that total, Canada’s stock of FDI in LAC totaled USD169 billion in 2012, representing 24 percent of the nation’s FDI. Latin America and the Caribbean has gained greater relevance as a destination for Canadian investment since the 1990s – when the larger economies of the region opened up further to foreign capital – and has risen in recent years after accounting for as low as just 8 percent in 1987.

**FIGURE 18**  
**Canada’s FDI (stock) in Latin America and the Caribbean**  
 (USD millions, 1987-2012)

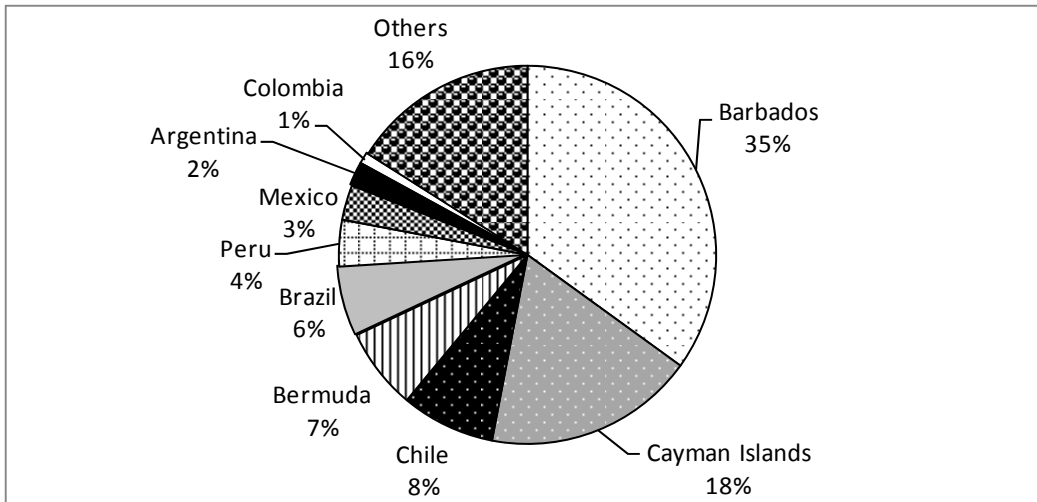


Source: DFAIT, 2013

From official Canadian statistics, the LAC countries where Canada had most foreign owned assets in 2012 were Barbados, Cayman Islands and Bermuda, followed by Chile,

Brazil and Peru. The first three countries are well-known financial paradises, or jurisdictions with low taxation and high levels of secrecy, and therefore most Canadian investment there is in fact capital flight to avoid higher tax rates on corporations and wealthy individuals in Canada. However, most of the real FDI is located in Latin America, where Canadian firms own material assets such as mines, utilities and banks.

**FIGURE 19**  
**Distribution of Canadian Stock of Outward FDI in Latin America and the Caribbean**  
 (Percent, 2012)



Source: DFAIT. 2013

Canada’s outward FDI has been increasingly oriented to services since the mid-2000s, particularly the finance and insurance industry, which represented the largest component of Canadian direct investment abroad in 2011, comprising 39.7 percent of the total stock. Once capital flight and tax avoidance maneuvers are discounted, financial investment still accounts for a very substantial but approximate 20 percent of total FDI to LAC. The mining, oil, and gas extraction industry comes after, with an also significant share of 18.8 percent. The share of investment in management of companies, referring to funding for real estate developments and shares in privatized public utilities, was 12 percent in 2011. In comparison, manufacturing accounted for a fast decreasing 11.2 percent, down from over 30 percent in the year 2000. These changes in relative participation of economic sectors in the Canadian FDI towards LAC reflect the mutations taking place in Canada itself, where rapid deindustrialization and specialization in extractive industries and finance are also taking place.

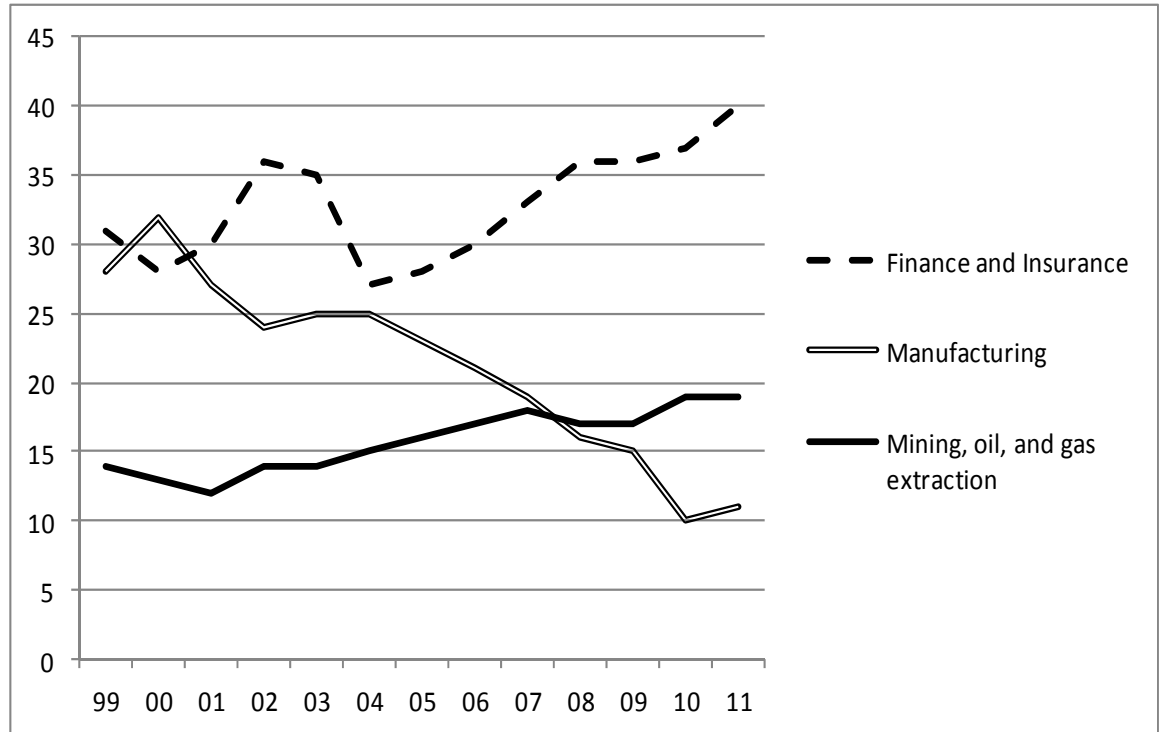
In the financial sector, the main Canadian investors in LAC are Scotiabank, which controls banks in Belize, Brazil, Chile, Colombia, Costa Rica, El Salvador, Guatemala, Guyana, Mexico, Panama, Peru, Uruguay, Venezuela and most of the rest of the Caribbean;<sup>19</sup> the Royal Bank of Canada (RBC) owning banks in Antigua, Bahamas, Barbados, Cayman Islands, and Trinidad and Tobago; and the Canadian Imperial Bank of Commerce (CIBC), with banks in Antigua, Barbados, Jamaica, St Lucia, and St. Vincent. Of the three investing banks, Scotiabank is by far the largest player, having invested a total of over USD10 billion in the last 15 years in the region to purchase financial firms. This bank owns

<sup>19</sup> Scotiabank has offices in Anguilla, Antigua & Barbuda, Aruba, The Bahamas, Barbados, British Virgin Islands, Cayman Islands, Dominica, Dominican Republic, Grenada, Haiti, Jamaica, Netherlands Antilles, Puerto Rico, St. Lucia, St. Kitts and Nevis, St. Maarten, St. Vincent & the Grenadines, Trinidad & Tobago, Turks & Caicos Islands, U.S. Virgin Islands.



the 3<sup>rd</sup> largest bank in Peru, 4<sup>th</sup> in Chile and Colombia, and 6<sup>th</sup> in Mexico. It has more customers and employees in Latin America than in Canada itself. RBC and CIBC, in contrast, have decidedly smaller operations as they are in the Caribbean focusing on serving the diaspora from those countries in Canada, Canadian emigrants living in the region (retirees, mostly) and supporting off-shore financial operations for other Canadian companies.

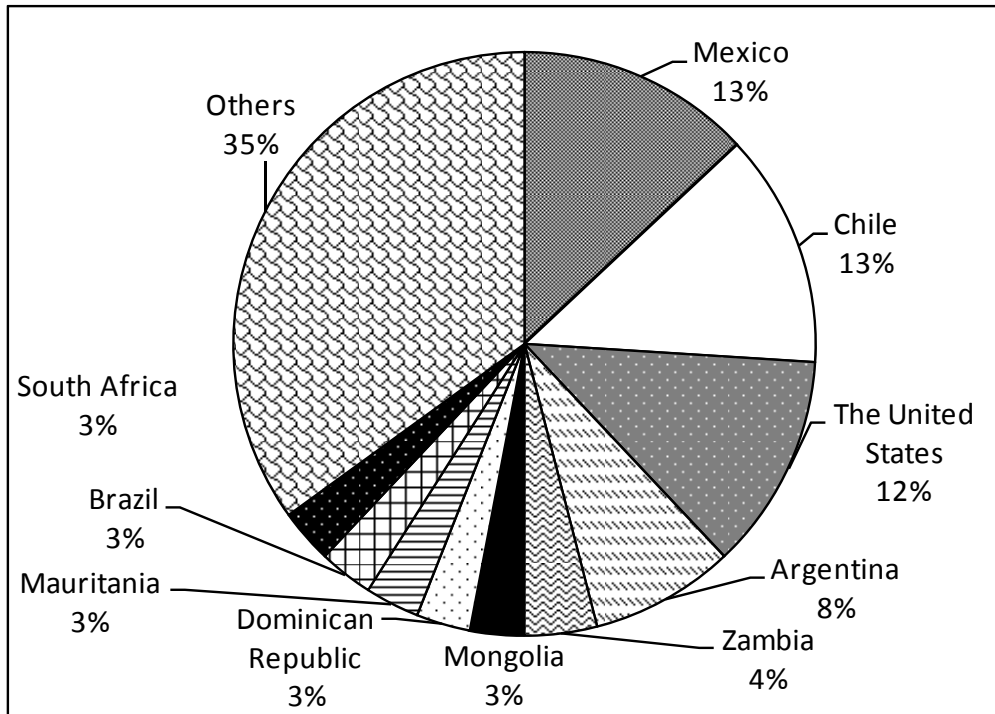
**FIGURE 20**  
**Canadian Stock of Outward FDI by Industry in LAC**  
 (Percent of total, 1999 – 2011)



Source: Statistics Canada

The Canadian mining sector is the second industry in which Canada has a strong external investment presence. Canadian mining assets abroad reached USD146.2 billion in 2011 with more than half of that going to LAC (Figure 21). The countries where Canadian companies held the most value are Mexico (13 percent), Chile (13 percent), the United States (12 percent), and Argentina (8 percent) (Natural Resources Canada, 2013). The main companies from Canada with investments there are Barrick Gold, Yamana Gold, Teck Resources and Goldcorp. In fact, over 50 Canadian companies have mines in operation there, and close to 750 have exploration projects to prospect for minerals and eventually develop other mines. By 2012, there were a further 20 mines in construction from Canadian firms in the region. Investment in mining has been one of the main drivers of recent Canadian policy towards the region, with international cooperation projects designed to support the interests of mining firms, as detailed in this report. Besides that, a great deal of diplomatic activities by Canadian embassies in the region has been related to lobbying for this industry to maintain or obtain favourable legislation, and to reduce or neutralize local conflicts.

**FIGURE 21**  
**Percentage of Canadian Mining Assets Abroad by Country**  
(Percent, 2011)



Source: Natural Resources Canada. 2013

Given the rapidly increasing weight of banking, investment in privatized public utilities and mining in Canadian FDI to LAC, the Canadian government has deployed a strong system to protect the interests and profit rates of these industries there through mechanisms that will insure the continuation of the current set of regulations that benefit them. The chosen path has been a series of already ten Foreign Investment Protection Agreements (FIPAs), which employ similar clauses to those contained in the investment chapters of the bilateral FTAs that Canada has with six other countries in the region (see Table 9).

**TABLE 9**  
**Foreign Investment Protection Agreements between Canada and LAC countries**  
(Dates)

Country	Date of signing	Entry into force
Argentina	05 November 1991	29 April 1993
Barbados	29 May 1996	17 January 1997
Costa Rica	18 March 1998	29 September 1999
Ecuador	29 April 1996	06 June 1997
El Salvador	06 June 1999	n/a
Panama	12 September 1996	13 February 1998
Peru	14 November 2006	29 June 2007
Trinidad and Tobago	11 September 1995	08 July 1996
Uruguay	29 October 1997	02 June 1999
Venezuela	01 July 1996	28 January 1998

Source: Organization of American States. 2013

#### **IV. CANADA'S AID TO LATIN AMERICA AND THE CARIBBEAN**

Canada has a long history of cooperation with LAC. Cooperation has occurred among government actors at the federal and provincial level, CSOs, state and privately owned companies, academic institutions, and the immigrants of various LAC countries. More than 500 academic agreements link Canada to the Americas.

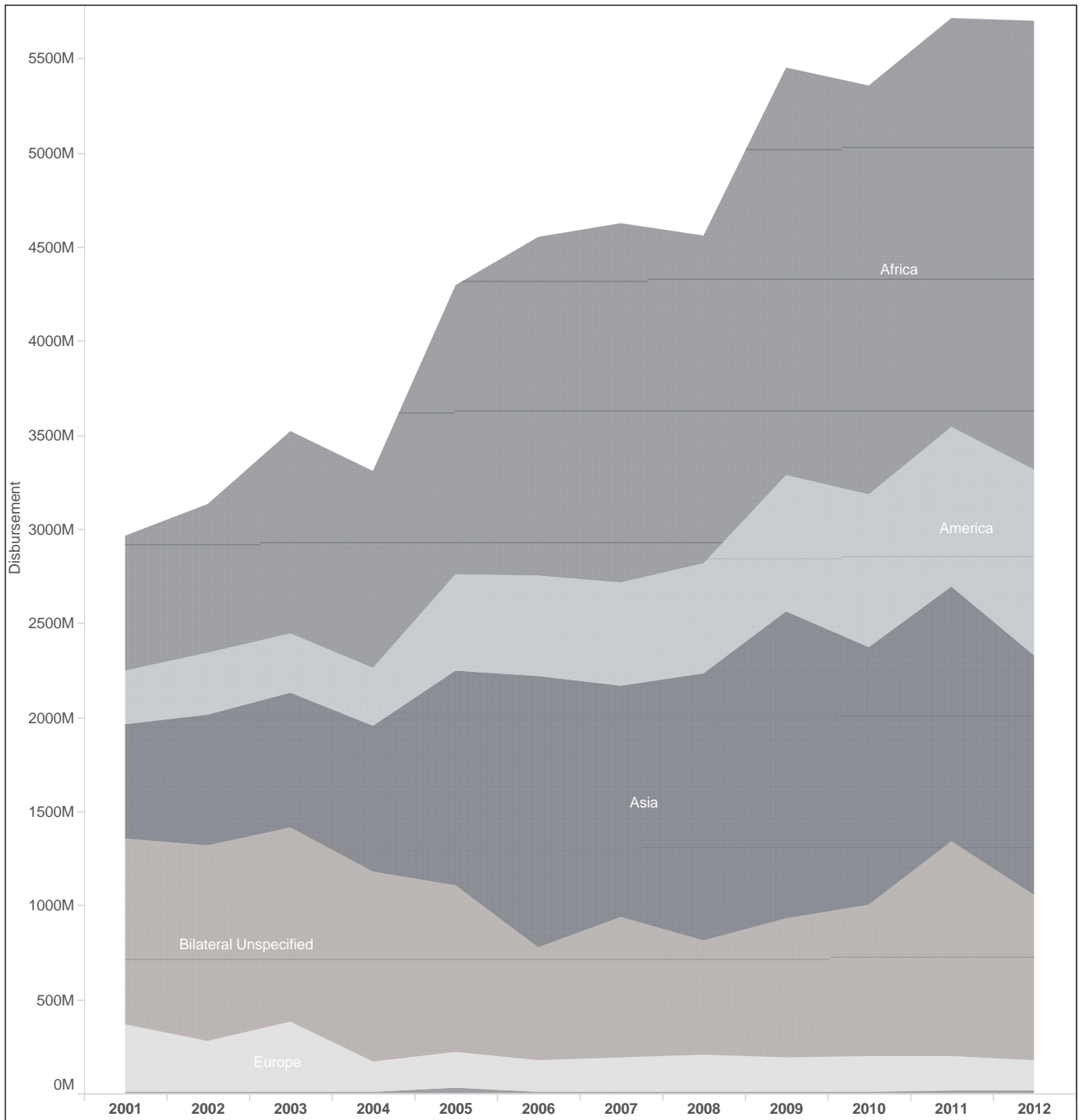
In 2007, Canada refocused its engagement with the Americas and declared three goals:

- increasing economic opportunity,
- strengthening security and institutions,
- and fostering lasting relationships.

As detailed in the previous section, Canada has concluded FTAs with seven countries in the region and bilateral trade between Canada and LA has increased 32 percent since 2007. Canada has also invested in security and governance by mentoring thousands of police, military, and justice officials. Governance has been improved by investing in increased democratic representation in Haiti and initiatives to augment government revenue in Bolivia.

In terms of aid priorities in that region, Canada is focused on helping vulnerable populations - namely, children, youth, and women, increasing food security - and growing the capacity to effectively govern natural resource development. Aid to the region has grown over the past few years (Figure 22). Canadian aid to LAC has increased both in terms of the percentage and amount the region receives. In 2012, Latin America and the Caribbean received CAD986 million or 17.3 percent of the total ODA compared to just CAD534 million or 11.7 percent of ODA in 2006.

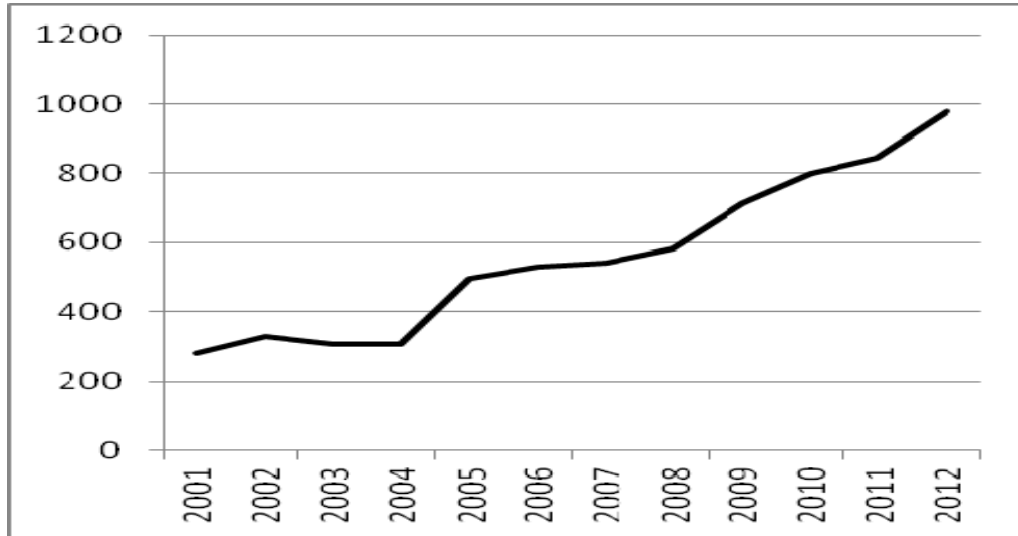
**FIGURE 22**  
**Canadian Aid Allocations by Region**  
(CAD millions, 2001-12)



Source: CIDP, 2013

Figure 23 shows growth in Canadian aid to LAC. The region has seen steady increases since 2004.

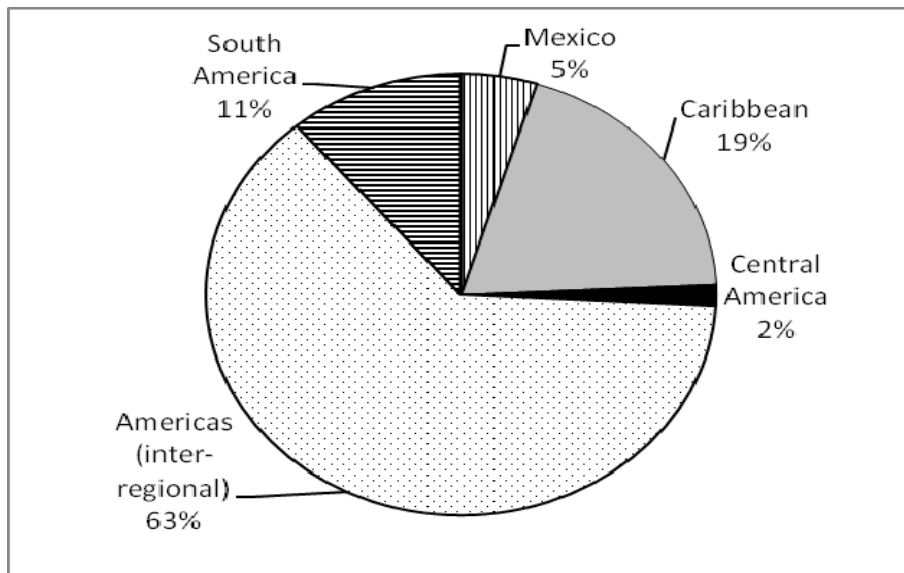
**FIGURE 23**  
**Growth in Canadian Aid to LAC**  
(CAD millions, 2001-12)



Source: CIDP, 2013

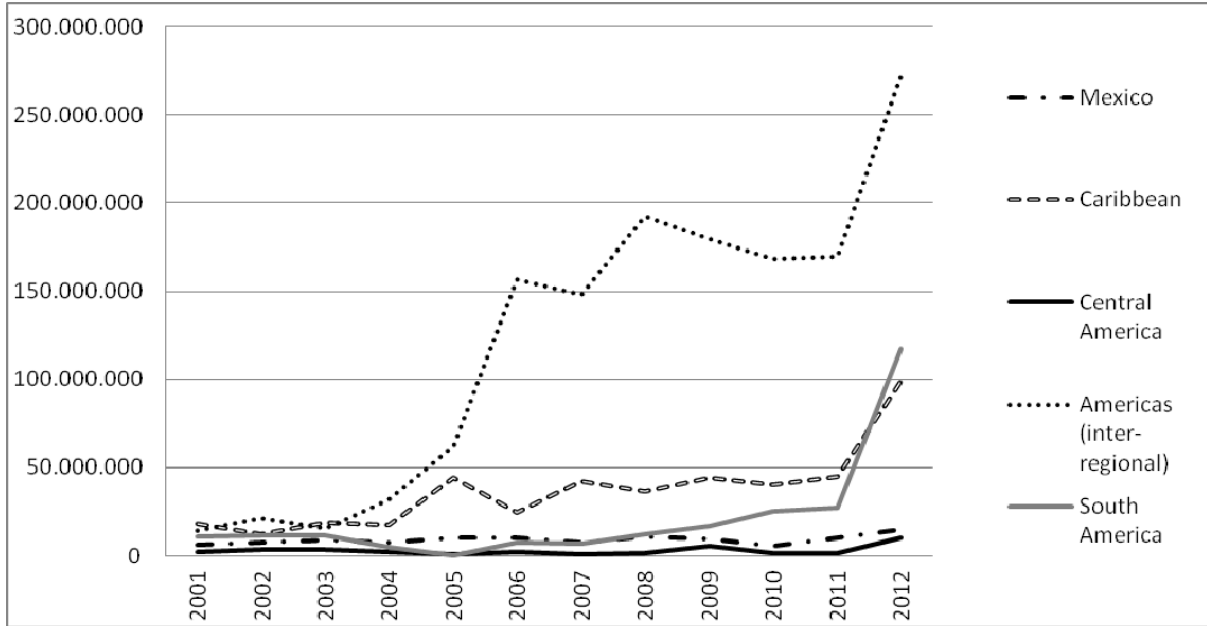
The bulk of Canadian aid is provided on the regional level, followed by allocations to sub-regions, namely the Caribbean and South America (Figure 24; Figure 25)

**FIGURE 24**  
**Canadian Aid by Sub-region in LAC**  
(Percent, 2001-12)



Source: CIDP, 2013

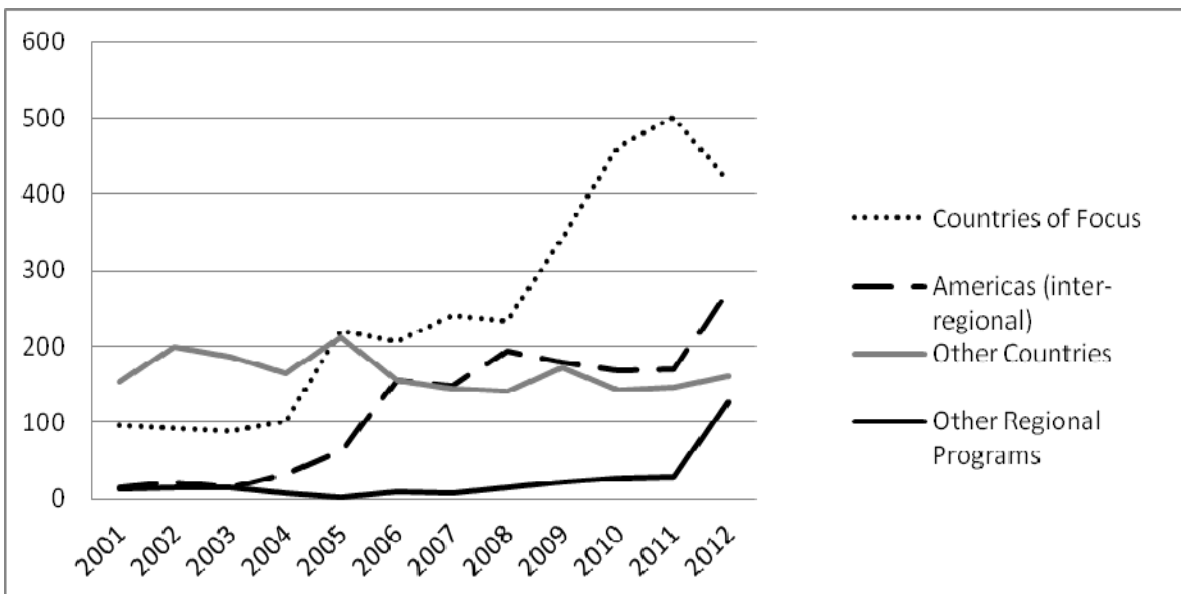
**FIGURE 25**  
**Canadian Aid by Sub-region in LAC**  
(CAD, 2001-12)



Source: CIDP, 2013

Separating out Canada's allocations to focus countries within the region shows that they receive the bulk of Canadian aid (Figure 26).

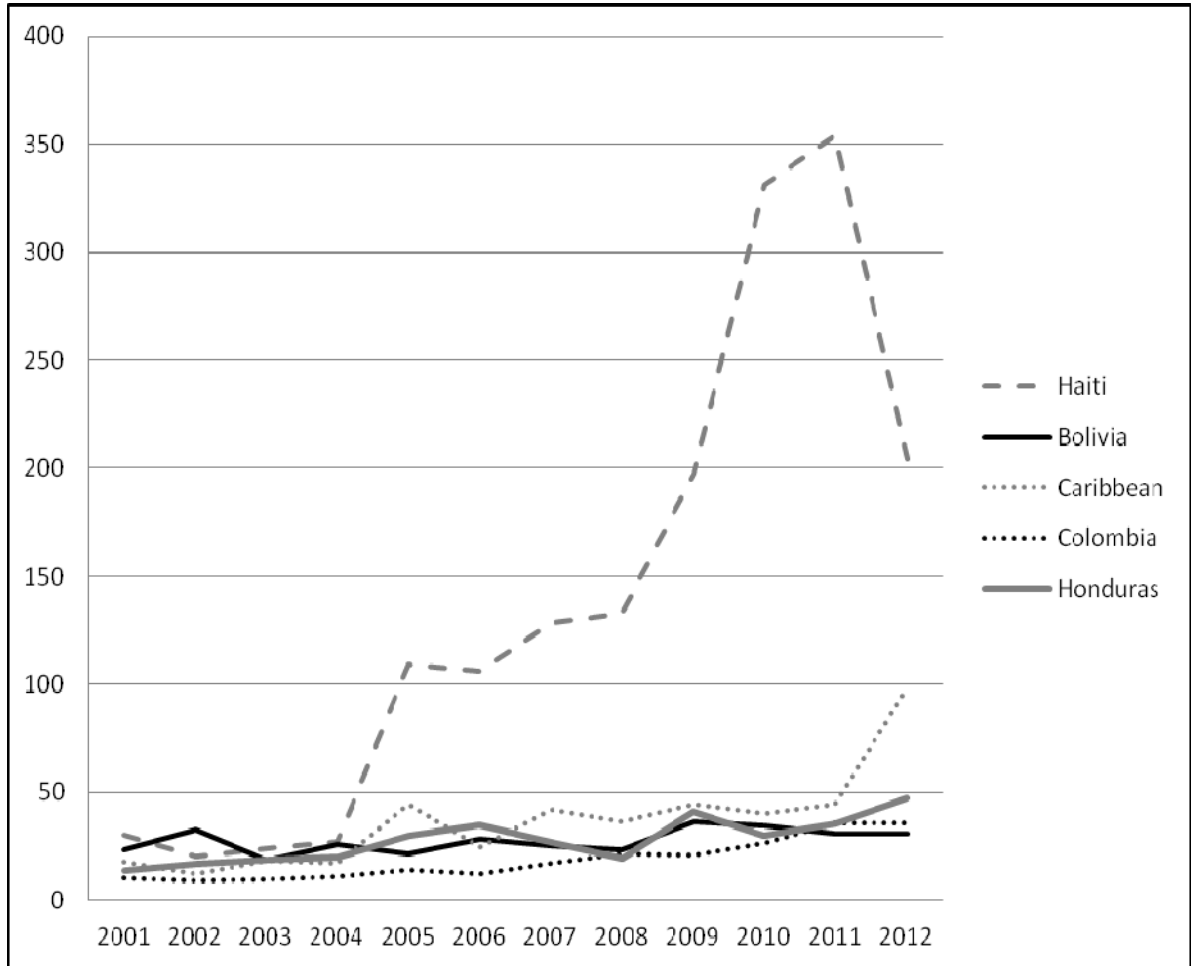
**FIGURE 26**  
**Canadian Aid to Focus Countries and the Rest of LAC**  
(CAD millions, 2001-12)



Source: (CIDP, 2013). 2013.

Canada's focus countries in Latin America include Bolivia, Colombia, Haiti, Honduras, Peru, and the Caribbean. Haiti is the largest receiver of Canadian aid for the region (Figure 27; Box 5). Figure 28 provides an overview of aid to all countries in the region.

**FIGURE 27**  
**Canadian Aid to Focus Countries in LAC**  
(CAD millions, 2001-12)



Source: CIDP. 2013

**BOX 5****Canadian Aid to Haiti**

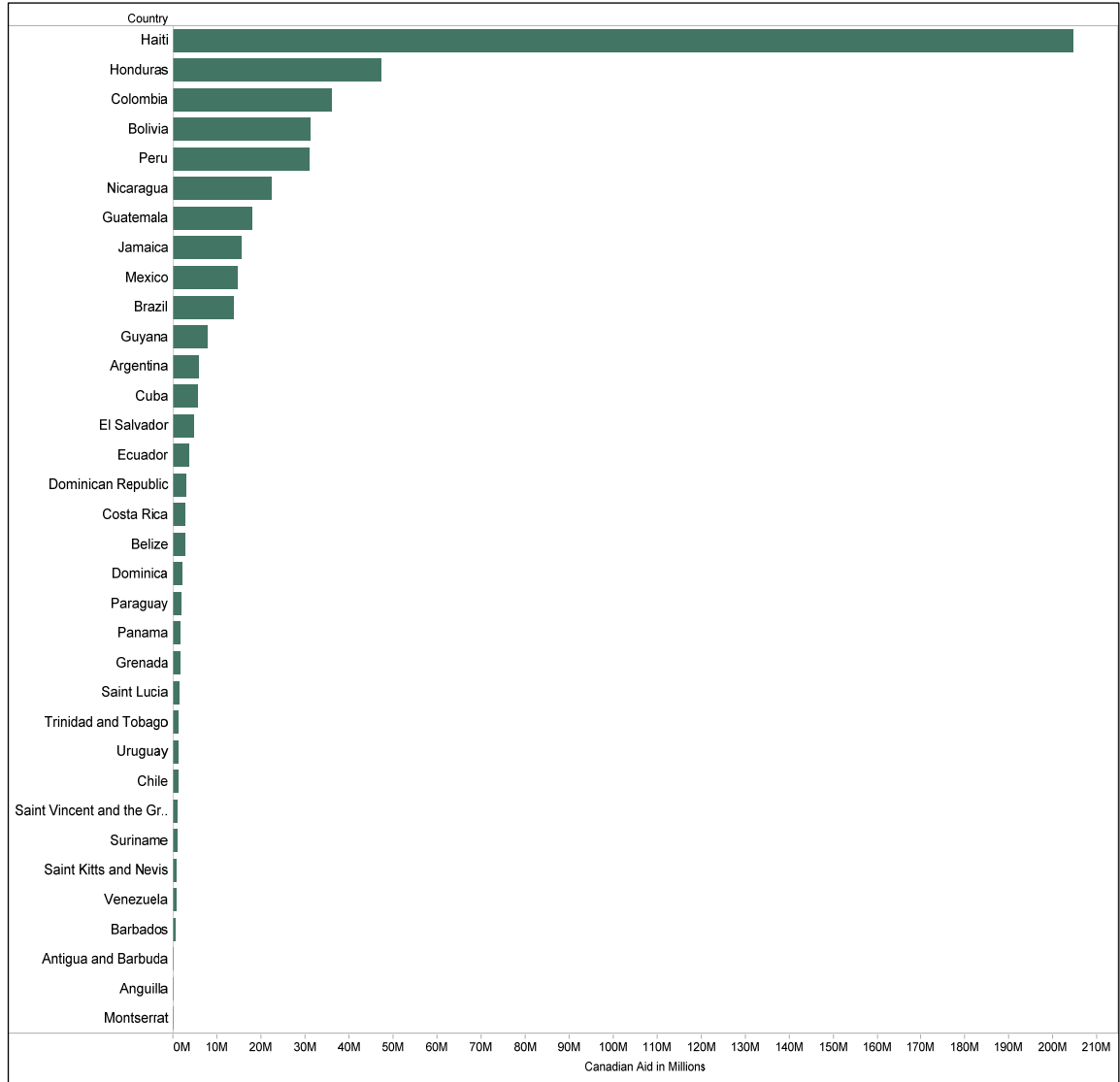
Haiti is the largest recipient of Canadian aid in LAC. Canada's support for Haiti began to rise substantially when it was made a focus-country in 2005. Canada focussed its efforts on improving security and institutions in Haiti. The 2007 policy outlined contributions to rule of law, economic opportunity, and long-term development in Haiti (DFAIT, 2013). Between 2006 and 2012, Canada committed more than CAD1 billion to Haiti in areas including security and rule of law, economic development, children and youth, governance and responses to humanitarian crises (DFAIT, 2013). The spike in aid to Haiti in FY 2010-11 reflects support following the earthquake in 2010 under which Canada committed CAD400 million for reconstruction efforts.

Canada takes a whole-of-government approach to the provision of aid in Haiti. CIDA, DFAIT, the RCMP, CIC, DND and other departments are involved (Canada, 2013b). CIDA provides support for development and humanitarian efforts. The RCMP contributes by providing advice to the Haitian National Police, while Correctional Service of Canada collaborates with the international community and Haitians on reform of the justice system. CIC provides immigration services, while DND supports security and stability by contributing to strengthening democracy and human rights.

However, in 2013, the Minister of International Cooperation called for a funding review of aid to Haiti following his visit to the country in late 2012. He suggested that progress towards becoming self-sustaining has been limited in Haiti. As such, no new allocations will be made to the region pending the review.



**FIGURE 28**  
**Canadian Aid to Countries in Latin America and the Caribbean**  
 (CAD millions)



Source: CIDP. 2013

At the project level much of Canada’s funding is channelled through multilateral organizations (as reflected by the significant proportion of aid allocated at the regional level). The Inter-American Development Bank, Caribbean Development Bank, PAHO, and OAS are Canada’s main multilateral partners in the region. Canada’s also partners with regional and national governments, and various NGOs and charities. CIDA’s primary civil society partners for delivering aid in Latin America are the Canadian Red Cross (CAD59 Million), Oxfam Quebec (CAD9 million), CARE Canada (CAD8 million), World Vision Canada (CAD7.5 million), Save the Children Canada (CAD7.2 million), and CUSO-VSO (CAD6.4 Million) (Blouin, Giral, & Bhushan, 2013). This report provides a list of multilateral organizations (Annex 1) and CSOs (Annex 2) working in the region funded by CIDA. Annex 3 includes a list of CSOs that are members of CCIC and work in the region but are not funded by CIDA.

## 1. Canada's bilateral cooperation with focus countries in latin america and the caribbean

Canada selected five countries/regions of focus in the Americas. Canadian programs in these areas and within the Inter-American program are examined below.

### Bolivia

Bolivia<sup>20</sup> is the poorest country in South America with a lack of infrastructure and healthcare being two of the main challenges to its development. However, poverty is declining in large part due to a well performing oil, gas, and minerals sector. Canada's main focus in Bolivia is to improve outcomes for youth and other vulnerable groups, strengthen democratic organizations, and manage environmental challenges. Canada's aid is closely aligned with Bolivia's national development plan to help create an equitable, just, and economically vigorous society.

In 2012, Canada spent CAD31.17 million in Bolivia, which compares to 31.0 million in 2011, 34.6 million in 2010, and 36.3 million in 2009.

Canada helped Bolivia achieve the following results in improving outcomes for children: reduced deaths from severe malnutrition by 53 percent in children under age 5 (from 749 in 2008 to 350 in 2010); increased the number of children receiving micronutrient supplements by 33 percent from 145,000 in 2009 to 192,000 in 2010; increased Bolivian capacity to produce key micronutrients domestically. In addition to that, Canadian aid is helping over 10,000 children gain access to fresh water; increase the percent of children receiving iron supplements from 52 percent to 91 percent; and increase coverage of the pentavalent vaccine to 96 percent.

Canada also assists in the area of economic development. Canada implemented the Bolivian Hydrocarbon Regulatory Assistance program which led to the creation of a new law governing the energy sector which makes investment easier and has helped in the collection of USD2.3 billion in taxes from the sector since 2005. This money has been used to fund a variety of social programs. Canada also helped women gain access to higher education and technical training.

### Colombia

A decades-long conflict fuelled by the illicit drug trade actively hinders Colombia's development and impedes any attempt to reduce poverty and inequality.<sup>21</sup> Ongoing conflict and violence prevents the expansion of social programs into some areas of the country. Resulting from the conflict, Colombia has the world's second largest population, almost 4 million, of internally displaced people. That said, in the areas under government control, Colombia has solid institutions, a functioning democracy, diversified economy, progressive laws, and an abundance of natural resources.

Despite economic growth, inequality continues with 7.4 million individuals living on less than USD1.25 a day. Children and youth, which represent 57 percent of the poor and 42 percent of the population, are particularly vulnerable to inequality, poverty, and conflict. Almost two million children, most of them in rural areas, fall outside the education system. To help address these problems Canada gave CAD36 million in 2012. This compares to CAD35.8 million in 2011, CAD26.4 million in 2010, and CAD21.2 million in 2009.

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<sup>20</sup> Information on CIDA's work in Bolivia is available at CIDA (2013a).

<sup>21</sup> Information on CIDA's work in Colombia is available at CIDA (2013b).

CIDA's goal is to break the cycle of violence ensnaring children and youth, and to drive the Colombian economy towards legal activities. CIDA supports the government of Colombia in its development plan.

Anticipated results include increasing education in conflict resolution skills for children and youth in rural areas, developing programs and policies for internally displaced children and youth, and increasing access to early childhood education. Furthermore, CIDA is trying to implement community-level sustainable development projects involving extractive companies, regional and national governments, and NGO's. They are also trying to teach the skills necessary to develop and implement lawful sustainable economic development projects as an alternative to cocoa production.

Key accomplishments in 2012 include: training army and law enforcement personnel on humanitarian law; helping nearly 3,000 people gain access to alternative education; training over 1,750 teachers on new teaching practices; providing training on how to increase children's rights and decrease sexual abuse; and providing training to over 500 youth on legal income generating activity.

In 2011, accomplishments included: providing 2,250 children with permanent access to a balanced, nutritional diet; training nearly 1,000 teachers in flexible education methods designed to reach vulnerable and displaced children; and providing educational and health access in 10 communities.

## Haiti

Haiti<sup>22</sup> is the poorest country in the Americas and the second largest recipient of Canada's aid (Ethiopia is the first). The 2010 earthquake and the subsequent cholera epidemic have been disastrous to Haiti's development efforts. The earthquake killed 230,000 people and displaced 1.3 million as well as destroying infrastructure and disrupting basic services and economic activity.

Three years after the earthquake the need remains enormous. Canada has been a major donor in the past and will continue to play a major role in the future, notwithstanding the current review of aid to Haiti. CIDA works closely with the government of Haiti and other donors to ensure that its aid is aligned with Haiti's priorities and harmonized with other donors. Between 2006 and 2012 Canada committed more than CAD1 billion dollars towards Haiti. In 2012 Canada committed CAD204 million compared to CAD353 million, CAD330 million, and CAD197 million in 2011, 2010, and 2009 respectively. Canadian focus in Haiti is on children and youth, maternal and newborn health, economic growth, food security, governance, and humanitarian assistance.

CIDA anticipates the following results: more women and children with access to free healthcare; more schools rebuilt and more children with access to school; increased sustainable economic activities with emphasis on women in target communities; and more Haitians with access to microcredit.

In maternal and child health, achievements in 2012 included: assisting 35,000 children (50 percent girls) to attend school; providing school kits to another 35,000 children; increased access to free obstetric care for approximately 330,000 women; and, working through the UN, curing 60 percent of Haiti's tuberculosis cases. In food security Canada helped local farmers increase yields by about 25 percent and provided training, tools, seeds and

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<sup>22</sup>Information on CIDA's work in Haiti is Available at CIDA, (2013c)

livestock to nearly 14,000 families. In terms of governance and economic growth, Canada assisted with registering 200,000 adults into the civil registry which now includes 90 percent of adults in Haiti; and improving financial services for over 400,000 Haitians. On the humanitarian front, Canada provided over 800,000 people with primary medical care and improved conditions in camps while helping people move into better living situations.

Canada works with the UN, the Haiti reconstruction fund and various other agencies to accomplish its goals.

### **Honduras**

Honduras<sup>23</sup> remains one of the poorest countries in Latin America; poverty is concentrated among the rural population. Eighteen percent of the population lives on less than USD1.25 a day. A young and growing population along with decreasing remittances and falling exports has made it difficult for the government to deliver social services.

Food security and organised crime are major concerns for the Honduran government. Honduras is a net importer of food and rising food prices have negatively impacted the poverty rate.

CIDA aligns its aid with the Honduran government's national development strategy. In 2012, Canada gave CAD47.3 million compared to CAD35.5, 30.21, and 41.4million in 2011, 2010, and 2009 respectively.

Canada's expertise has been sought by the Honduran government to address specific needs in health, education, and agriculture. CIDA is working in a consultative manner with the government and with local and Canadian partners on its aid program in Honduras.

Key anticipated results include: reducing malnutrition, reducing preventable illness, improving the quality of high value and traditional crops, developing gender neutral and climate sensitive natural resource management plans to increase food security, and increasing access to nutritious food.

Key accomplishments in 2011 included: training over 4,000 health volunteers, improving sanitary conditions, helping women and children gain access to healthcare, helping build water systems to deliver clean water to 12,000 people, increasing agricultural productivity, and providing meals to nearly 150,000 children.

### **Peru**

Peru<sup>24</sup> has benefitted from high energy and mineral prices and has one of the best performing economies in Latin America. Eight percent of Peru's population, or 2.2 million people, live below USD1.25 a day. Targeting the rural population for social programs and improving education are the biggest challenges facing the Peruvian government.

Canada aligns its aid with Peru's development plan. In 2012, Canada gave CAD31 million, compared to CAD26 million in 2011 and 2010 and CAD16 million in 2009.

Some key anticipated results are: increasing the quality of education, better incorporating SMEs into the economy, improving the management and resolution of

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<sup>23</sup>Information on CIDA's work in Honduras is available at CIDA (2013d).

<sup>24</sup> Information on CIDA's work in Peru is available at CIDA (2013f).

conflicts in areas affected by extractive industries, and implementing community-level sustainable development projects with extractive companies, government, and NGOs.

In 2012, key results included: supporting a 16 percent decrease in chronic childhood malnutrition, providing 1800 teachers with mentors, translating 41 textbooks into the mother tongue of indigenous peoples, increasing safety for miners, and increasing the governing capacity by training local officials.

In 2011, key accomplishments included: training teachers, distributing text books, assisting the department of mines to better engage the public, supporting the ombudsman office, and helping increase the efficiency of local governments.

### **The Caribbean**

Fourteen countries are supported by Canada's Caribbean<sup>25</sup> program: 11 island states (Antigua and Barbuda, Bahamas, Barbados, Dominica, Grenada, Jamaica, Montserrat, Saint Kitts & Nevis, Saint Lucia, Saint Vincent & the Grenadines, Trinidad & Tobago) and 3 continental ones (Belize, Guyana, and Suriname).

These nations face a series of challenges, the region is both seismically active and in a hurricane belt leading to a propensity for natural disasters 12 times higher than the world average. On top of this, two major sources of income, remittances and tourism, have fallen in recent years leading to a debt to gross domestic product (GDP) ratio of 85 percent.

While the region has taken steps to establish the CARICOM single market, the process is not yet complete. However, when finished it should provide the region with a better basis for investment, economic growth, and development.

CIDA's long term goal in the region is to establish a prosperous, integrated Caribbean community. To achieve this, CIDA focuses on creating an environment that is more beneficial to the private sector by fostering rule of law and strengthening the capacity of the public sector to respond to citizens' needs. CIDA is also increasing the capacity of the Caribbean region to respond to natural disasters.

In 2012, Canada gave CAD98.6 million compared to CAD44.8, 40.4, and 44.5 million for 2011, 2010, and 2009 respectively.

Key results in 2012 included: helping four countries reduce their debt to GDP ratio through better financial management; providing training to deal with post disaster mental health problems; increasing first aid and midwifery skills; helping fight AIDS, tuberculosis and malaria; and helping over 40,000 students in the region through better schools and teachers.

### **2. Inter-American Regional Program**

The Inter-American Regional Program<sup>26</sup> supports regional activities in most of the 33 countries in LAC. CIDA's Inter-American Regional Program supports donor harmonization and coordination at the regional level. Canada is the second largest donor to the OAS and the third largest-donor to PAHO. CIDA also encourages its regional partners to apply and promote the principles of aid effectiveness with their country members. Canada's

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<sup>25</sup> Information on CIDA's work in the Caribbean is available at CIDA (2013g).

<sup>26</sup> Information on CIDA's Inter-America Program is available at CIDA (2013e).

thematic focus in the Inter-American Program is economic growth and the health of vulnerable groups.

CIDA tries to stimulate economic growth by helping the private sector connect to global markets by standardizing taxation policy and regulatory frameworks, and by strengthening public sector management. Expected results include increasing efficiency in customs, taxation, and administration; and increasing trade among the region and with Canada. In the area of health, Canada plans to reach over 750 communities in hard to reach areas and achieve 95 percent immunization rates benefitting over 7 million children. It also plans to help 17 countries improve their health services.

Under the Inter-American Program, there are 21 projects that are either in operation or in the process of shutting down. In total they are worth CAD163.4 million. Canadian aid is very focused on health, governance, and trade. There are four projects in health accounting for CAD58.8 million in funding. These projects are focused on getting aid to vulnerable groups such as women, children, and indigenous people. Immunization is a major focus, followed by general health and malnutrition. In governance, there are ten projects worth a total of CAD58.5 million. These projects focus on strengthening democratic representation and human rights, creating an environment in which the private sector can flourish, and making the public sector more efficient. Only one project specifically mentions trade in its title, but it is worth CAD18 million and is designed to help American States bring their products to the Canadian market. Several other projects have components aimed at either reducing barriers to trade, such as customs, or helping firms access regional and global markets. Table 10 lists the projects currently under way.

**TABLE 10**  
**CIDA's Inter-American Regional Program, Current Projects**

Project	Partner	Total CIDA Contribution (CAD)	Period	Objective
Canada-Americas Business Environment Reform (CANAMBER)	International Finance Corporation (IFC)	11,000,000	2012-17	<ul style="list-style-type: none"> <li>• This project supports reform programs of selected governments that help improve the business climate through improved regulatory conditions.</li> <li>• Key activities include technical assistance and designing a one stop tax service center for small business.</li> <li>• Anticipated results include: improved regulatory frameworks, increased transparency in business entry procedures, and a more effective tax regime in participating countries.</li> </ul>
Organization of America States Cooperation Plan	Organization of American States (OAS)	19,500,000	2012-15	<ul style="list-style-type: none"> <li>• This Program supports OAS programming in electoral governance, sustainable economic growth, and human rights policy</li> <li>• The Cooperation Plan is designed to: strengthen national electoral systems, improve standardized and harmonized policies and regulatory frameworks related to the business environment, improve regional and global market access, strengthen the application of human rights instruments related to gender equality, and improve the institutional capacity of the OAS.</li> </ul>

Project	Partner	Total CIDA Contribution (CAD)	Period	Objective
Sustainable Energy Access for the Latin American and Caribbean Region	Latin American Energy Organization (OLADE)	9,550,000	2012-17	<ul style="list-style-type: none"> <li>This project supports access to sustainable energy.</li> <li>Expected outcomes include improved planning and management of the energy sector by governments and increasing use CSR best practises in the energy sector.</li> </ul>
Improved Health for Women, Children, and Other Marginalised Groups	Pan American Health Organization (PAHO)	18,000,000	2011-14	<ul style="list-style-type: none"> <li>This program focuses on three components: strengthening health service delivery through integration, implementing health information systems through technical assistance, and improving monitoring and evaluation of health programs.</li> <li>This program focuses on 11 countries in LAC where health needs are greatest.</li> </ul>
Support to Regional Routine Immunization Program	PAHO	10,500,000	2010-13	<ul style="list-style-type: none"> <li>The program focuses on: improving the quality of vaccines and syringes used in national immunization programs, supporting innovative approaches that improves immunization uptake among hard-to-reach groups, strengthening laboratory capacity for the diagnosis of vaccine-preventable childhood diseases, and developing surveillance systems for the detection and management of vaccine-preventable diseases.</li> </ul>
Strengthening the Role of Parliaments in Democratic Governance and Sustainable Development	Parliamentary Center	2,777,263	2010-15	<ul style="list-style-type: none"> <li>The purpose of the program is to improve the quality and relevance of inter-parliamentary policy dialogue on democratic governance, gender equality, and sustainable development issues in the region.</li> </ul>



Project	Partner	Total CIDA Contribution (CAD)	Period	Objective
Regional Technical Assistance Center	International Monetary Fund (IMF)	5,000,000	2009-14	<ul style="list-style-type: none"> <li>This project provides support in order to establish a regional technical assistance center in Guatemala. The center aims to improve governance in the area of macro-economic, fiscal, and monetary policies and practices, as a basis for improved economic growth and poverty reduction in the regions of Central America, Panama and the Dominican Republic.</li> </ul>
Canada Americas Trade Related Technical Assistance (CATRTA)	Conference Board of Canada	18,000,000	2009-16	<ul style="list-style-type: none"> <li>This program provides aid for trade to LAC. It provides trade related technical assistance to countries that either have negotiated or are negotiated a FTA with Canada.</li> </ul>
International Program for Professional Labour Administration	Human Resources and Skills Development Canada (HRSDC)	4,632,494	2009-13	<ul style="list-style-type: none"> <li>This program seeks to improve capacities within labour ministries in the Southern hemisphere. The project provides trade related technical assistance, and improves labour codes, health and safety inspection systems, and conflict resolution services.</li> </ul>
International Program for Professional Labour Administration	HRSDC	1,326,700	2009-12	<ul style="list-style-type: none"> <li>Same as above</li> </ul>

Project	Partner	Total CIDA Contribution (CAD)	Period	Objective
Capacity Strengthening of the Commission and Institute of Human Rights in the Americas	OAS	3,200,000	2008-13	<ul style="list-style-type: none"> <li>This project aims to increase the effectiveness of the Inter-American Commission on Human Rights (IACHR) by providing support to reduce the backlog of cases and by establishing mechanisms for a more efficient processing of cases. It is expected that a communications unit will be established to disseminate information on reports and decisions by the Commission and to provide training to public sector professionals and civil society in the region through the Inter-American Institute of Human Rights.</li> </ul>
Governance with ARPEL	Environmental Services Association of Alberta (ESAA)	4,900,000	2007-13	<ul style="list-style-type: none"> <li>This governance project involves strengthening the capabilities of the Regional Association of Oil and Natural Gas Companies in Latin America and the Caribbean (ARPEL) member companies to deal with key governance issues in the oil and gas sector in Latin America including social issues such as CSR, relations/conflicts with indigenous people/communities, gender, ethics, transparency and accountability, community development, and human rights.</li> <li>The goal of this initiative is to promote good governance practices in the oil and gas sector in the LAC. Government, industry and civil society personnel are trained on good governance practices and are exposed to successful international experiences and models. The outcomes include ARPEL member companies implementing CSR and governance practices in their daily operations.</li> </ul>

Project	Partner	Total CIDA Contribution (CAD)	Period	Objective
Improvements of Justice System in Latin America	Justice Studies Center of the Americas (JSCA)	4,950,000	2007-13	<ul style="list-style-type: none"> <li>The goal of this project is to contribute to changing the practices of criminal justice systems in Latin America in order to achieve greater transparency and efficiency, as well as better conditions for the respect of human rights. The project promotes innovative solutions for solving concrete problems in implementing criminal justice reforms in selected countries of Latin America.</li> <li>Activities include: training programs (on-site and distance learning), internships, the publication of evaluation studies on judicial systems in Latin America, local educational/outreach activities on criminal justice topics, and the development of online information for use by stakeholders in the region.</li> </ul>
Policy and Programing Fund	OAS	500,000	2006-13	<ul style="list-style-type: none"> <li>This project provides Inter-American organizations with expertise to undertake a range of knowledge building and learning activities pertaining to health, governance, civil society, gender equality, and vulnerable populations. Specific issues, topics, and activities may include: the relationship between the OAS and CIDA, facilitating the development of synergies and strategic regional partnerships and programs, monitoring and evaluation, scoping studies, gender equality, governance, civil society capacity building, and strategic public health interventions.</li> </ul>

Project	Partner	Total CIDA Contribution (CAD)	Period	Objective
Modernization of Budgets and Financial Systems	OAS	1,200,000	2007-11	<ul style="list-style-type: none"> <li>The aim of this project is to develop and deploy a resource management framework to modernize the budget and financial systems of the OAS.</li> <li>The project has four key components: adjust and modernize current financial and budgetary policies in support of the OAS strategic organizational objectives; adjust and modernize current business processes; modernize and transform current financial systems and tools; and develop and implement a plan to carry out the recommendations for transformation and modernization of the financial and accounting systems proposed in the first two components.</li> </ul>
Support to Colleges of the Americas	Inter-American Organization for Higher Education	4,950,000	2006-12	<ul style="list-style-type: none"> <li>This project promotes three things: improved governance in the Americas (particularly with respect to democracy, human rights, and fighting corruption); the participation of women in public policy development; and the rights of indigenous peoples.</li> <li>To achieve these objectives, the project supports the College of the Americas (COLAM) in developing quality educational courses relating to these issues, which are delivered through academic networks involving universities throughout LAC. The courses are designed for public sector officials, the staff of NGOs, justice officials, and others who work on governance issues in the region.</li> </ul>

Project	Partner	Total CIDA Contribution (CAD)	Period	Objective
<p>Combatting Hidden Hunger in Latin America</p>	<p>International Center for Tropical Agriculture (CIAT)</p>	<p>20,000,000</p>	<p>2004-11</p>	<ul style="list-style-type: none"> <li>In the Americas, 94 million people are iron deficient and 16 million are Vitamin A deficient. The results of these deficiencies are lower immunity to diseases, lower cognitive ability, and premature death. Through this project, the staple food crops of rice, corn, beans, cassava, and sweet potato are being bred to increase their iron, zinc, Vitamin A (beta carotene), and protein content. The resulting bio-fortified crops are distributed to rural poor through the national agricultural services of the targeted countries: Brazil, Bolivia, Colombia, the Dominican Republic, Guatemala, Haiti, Honduras, Mexico, Nicaragua, and Peru. The objectives of the project are to double the iron and zinc content of both beans and rice; to raise the protein content of corn to 12 percent, with higher levels of beta carotene in yellow corn varieties; and to increase the beta carotene content of orange-fleshed sweet potatoes and cassava, while at the same time potentially raising the protein content of cassava. Post-harvest processing and industrialization of cassava are also developed and deployed.</li> </ul>
<p>Canadian International Immunization Initiative (CII)</p>	<p>PAHO</p>	<p>10,300,000</p>	<p>2003-10</p>	<ul style="list-style-type: none"> <li>The CII works with partners to provide basic childhood immunizations and system strengthening.</li> <li>CIDA's investment has contributed to the PAHO's Strategic Plan for Immunization and to progress in achieving a 95 percent coverage rate in all countries of the hemisphere.</li> </ul>

Project	Partner	Total CIDA Contribution (CAD)	Period	Objective
New Programming Approaches	OAS	5,000,000	2003-12	<ul style="list-style-type: none"> <li>This project contributes to defining a new approach to development cooperation that includes increased horizontal cooperation between member states of the OAS, the sharing of experiences and expertise, and the use of new information and communications technologies. The project consists of 10 sub-projects implemented at the regional level and in specific countries in the Americas. The sub-projects are: CSR, Best Practices Forum of the Americas, Municipal Efficiency and Transparency (MuNet), Computers for Schools and Communities, E-Government Service Centres, Education for Democratic Citizenship in the Caribbean, CapaciNet, MuNet Cadastre, MuNet E-Gov, and Small and Medium E-Enterprises.</li> </ul>
Inter-American Council for Integral Development	OAS	8,000,000	2003-11	<ul style="list-style-type: none"> <li>This project provides support to multilateral projects in LAC through the OAS Special Multilateral Fund for Integral Development (FEMCIDI). The Fund currently finances projects in eight areas: education; economic diversification, integration and trade liberalization; democratic institutions; sustainable development and environment; social development and employment; science and technology; sustainable tourism; and culture.</li> </ul>

## V. CONCLUSIONS

Canada's foreign policy towards LAC has been characterized by a focus on establishing and improving trade relationships, increasing opportunities for Canadian investment and the provision of more aid to the region. Trade has grown substantially with the signing of FTAs between Canada and several LAC countries. Canada has significant investments in the region in the financial sector and mining. Canadian aid to LAC has increased in absolute terms and in proportion to other regions.

Canada's approach to development cooperation has been situated within its broader foreign policy objectives – namely pursuing economic opportunities, securing peace and security, and promoting Canadian values. CIDA's major programs in LAC countries aim to meet these objectives, as well as CIDA's own objectives relating to improving food security, supporting children and youth, and promoting economic growth.

This report highlighted the recent announcement by the Canadian government regarding the merger of CIDA with DFAIT. The structure of DFATD is still emerging, yet the government has said that it will play a critical role in ensuring that Canada's foreign and aid policies are more coherent. In the case of LAC, however, Canadian aid, trade and investment reflect the Canadian government's goal of building more lasting relationships with the region – all three have grown recently.

Based on current trends, it seems likely that Canada will continue to pursue a strong relationship with LAC through aid, trade and investment. There has been no indication by the Canadian government that it plans to change its current path (notwithstanding the freezing of aid to Haiti). Recognizing that Canadian aid will be reduced in the coming years owing to the government's decision to freeze aid spending in 2012, it is likely that the region will receive less aid in the coming years. However, the ongoing trade negotiations under way and increasing Canadian investments in the region indicate that LAC will remain a priority in Canadian foreign policy in the short and medium term.





**List of Executor Agencies of Canadian Aid Multilateral Organizations**



### **Multilateral Organizations**

World Bank

World Health Organization

Pan American Health Organization

Organization of Eastern Caribbean States

Caribbean Development Bank

Inter-American Development Bank

World Food Program

United Nations Office for the Coordination of Humanitarian Affairs

UNICEF

United Nations High Commission for refugees

UNDP

United Nations Office for the High Commissioner for Human Rights

IMF

Organization of American States

Joint Office for Commonwealth Permanent Mission to the UN

United Nations Office for Project Services

UNE

United Nations Population Fund

Conference of education ministers Using French as a common language

International Organization for migration

CONFES

Food and Agriculture Organization of the United Nations



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**List of CIDA Funded Canadian & Foreign CSOs Operating in LAC**



### **CIDA funded Canadian CSOs**

Federation of Canadian Municipalities  
Ottawa-Carleton District School Boards  
Canada School of Public Service  
Association of Canadian Community Colleges  
Commonwealth of Learning  
Environmental Service Association of Alberta  
Niagara College  
Canadian Red Cross  
Association of Colleges and Universities of Canada  
Dalhousie University International Research and Development  
Canadian Rotary Collaboration for International Development  
IBM Canada  
Groupe Conseil CAC International INC  
Canadian Cooperation society for international Development  
Université de Quebec à Montreal  
Micro Nutrient Initiative  
The Sovereign Military Order of Malta  
Plan International – Canada  
World Association for Christian Communication  
St. Francis University  
Canadian Lutheran World Relief  
Oxfam Quebec  
World University Service of Canada  
Canadian Executive Service Organization  
Canadian Cross Roads International  
Canada World Youth  
United Church of Canada  
Canadian Institute of Planners  
USC Canada  
Consortium SOCODEVI/CECI  
Save the Children Canada  
Health Bridge Foundation of Canada  
Trade Facilitation Office of Canada  
Collège Montmorency  
University of Prince Edward Island  
Co-Development Canada  
Canadian Bar Association  
Inter Pares  
Mines Action Canada  
Human Rights Internet

**CIDA funded Canadian CSOs**

YMCA Canada  
Canadian Cooperative Organization  
Handicap International Canada  
Medecin du Monde Canada  
Action Against Hunger  
Service d'aide aux jeune enterprises  
Horizons of Friendship  
Falls Brook Center  
OXFAM Canada  
Nature Canada  
Université de Sherbrooke  
John Roper and Associates  
Northern Alberta Institute of Technology  
Cowater International  
Carrefour de Solidarité internationale  
Hincks-Dellcrest Center  
Justice education Society of British Columbia  
Calgary Roman Catholic School District #1  
Collaboration Santé Internationale  
Canadian Association of General Surgeons  
Natural Resources Canada  
New Era Consulting  
Development and Peace  
Terre Sans Frontier  
Geo Tactic Inc  
Mennonite Central Committee of Canada  
L'oeuvre Leger  
International Child Care Canada  
Development international Desjardin  
University Montreal  
Agriteam Canada  
Inter-American institute for Cooperation on agriculture  
Canada Border Services Agency  
Elections Canada  
Foundation Haiti Partage  
CRC songema Inc.  
Center for International Studies and Cooperation  
Center for International Studies and Cooperation in Health and Development  
UPA DI  
Foundation Crudem  
SUCO  
Foundation Paul Gerin-Lajoie  
Alternatives  
International Organization of the Francophonie  
Center for affordable water and Sanitation Technology  
World Renew



**CIDA funded Canadian CSOs**

Canadian Urban Institute  
Memorial University  
Disabled peoples international  
Park west School Division  
Calgary Board of Education  
School District of Mystery Lake  
Department of Justice Canada  
Parkland Class  
University of Calgary  
Mennonite Economic development associates of Canada  
Pueblito Canada  
Education international  
World Vision Canada  
World University Service of Canada

**CIDA Funded Foreign CSOs**

Defensoría del Pueblo - Bolivia  
Eastern Caribbean Central Bank  
EQUITAS  
CUSO International  
Street Kids International  
International Institute for Sustainable Development  
International Committee of the Red Cross  
International Bureau for Children's Rights  
Plan Nagua  
Tatamagouche Center  
Government of Guatemala  
Hope International Development agency  
Government of Honduras  
Honduran Foundation of Agricultural Research  
Honduran Institute for Coffee  
High Commission of Canada in Jamaica  
Government of Nicaragua  
El Consorcio de Investigación económica y Social  
GRADE  
International center for the prevention of Crime  
International Finance Corporation  
Defensoría del Pueblo  
Embassy of Canada to Peru



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**List of Canadian CSOs Operating in LAC without CIDA Support**



**Non CIDA funded Canadian NGO<sup>27</sup>**

Atlantic Counsel for International Cooperation  
Canadian nurses Association  
Canadian Auto Workers  
Christian Children's Fund of Canada  
Center for International Studies and Cooperation  
Canadian Feed the Children  
Canadian Food Grains Bank  
Canadian Firearm Safety Course  
Canadian Geo-Exchange commission  
Canadian hunger Foundation  
Canadian Lutheran World Relief  
Canadian Society for International Health  
Canadian Union of Postal Workers  
Frontiers Foundation  
Federal Trade Commission  
The World Federation of Hemophilia  
The Primate's World Relief and Development Fund  
The Canadian Federation for Sexual Health  
The United Steelworkers  
Habitat for Humanity  
International Development and Relief Development  
Interagency commission on AIDS and Development  
Christian Science Journal  
Light up the World  
Match  
Marquis project  
Manitoba Counsel For International Cooperation  
Mining Watch Canada  
Public Service alliance of Canada  
Physicians for global survival  
Project ploughshares  
Presbyterian World Service and Development  
Queens Project on International Development  
***The Society of Obstetricians and Gynaecologists of Canada***  
The Hunger Project  
The Presbyterian Church in Canada  
UNICEF Canada  
USC Canada  
VSO International

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<sup>27</sup> List is non-exhaustive. Supplied by the CCIC.



## ACRONYMS





APG	Americas Policy Group
CA4	Central American Four Countries (Honduras, Guatemala, El Salvador and Nicaragua)
CARICOM	The Caribbean Community
CIBC	Canadian Imperial Bank of Commerce
CICC	Canadian Council for International Co-operation
CIC	Citizenship and Immigration Canada
CIDA	Canadian International Development Agency
CIDP	Canadian International Development Platform
CSO	Civil Society Organizations
CSR	Corporate Social Responsibility
DAC	Development Assistance Committee of the OECD
DFAIT	Department of Foreign Affairs and International Trade (Canada)
DFATD	Department of Foreign Affairs, Trade and Development (Canada)
DND	Department of National Defence (Canada)
FCM	Federation of Canadian Municipalities
FDI	foreign direct investment
FIPAs	Foreign Investment Protection Agreements
FTAs	Free Trade Agreements
FTAA	Free Trade Area for Americas
FUNDAPEM	Fundación para la Paz y la Democracia
GDP	Gross Domestic Product
GNI	Gross National Income
HIPC	Heavily Indebted Poor Country
IATI	International Aid Transparency Initiative
IAE	International Assistance Envelope
IDRC	International Development Research Centre
LAC	Latin American and the Caribbean
MDGs	Millennium Development Goals
NATO	North American Treaty Organisation
NAFTA	North American Free Trade Agreement
NGOs	non-Governmental Organizations
OAS	Organization of American States
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PAHO	Pan American Health Organization
RBC	Royal Bank of Canada
RCMP	Royal Canadian Mounted Police
SMEs	Small and Medium Enterprises
WHO	World Health Organization



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