

Canada's Progress Report
to the Committee on World Food Security
in Implementing the World Food Summit Plan of Action

Agriculture and Agri-food Canada
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Acronyms and Abbreviations

AAFC	Agriculture and Agri-Food Canada
AFN	Agriculture, Food and Nutrition
AFS	Aboriginal Fisheries Strategy
ATP	Allocation Transfer Program
BCC	Breastfeeding Committee for Canada
CDN	Canadian
CEPA	Canadian Environmental Protection Agency
CFA	Canadian Federation of Agriculture
CFIA	Canadian Food Inspection Agency
CFS	FAO Committee on World Food Security
CGIAR	Consultative Group on International Agricultural Research
CIDA	Canadian International Development Agency
CPNP	Canada Prenatal Nutrition Program
CPP	Canada Pension Plan
DAC	Development Assistance Committee
DFAIT	Department of Foreign Affairs and International Trade
DFO	Department of Fisheries and Oceans
DIAND	Department of Indian Affairs and Northern Development
FAO	Food and Agriculture Organization of the United Nations
FIVIMS	Food insecurity and vulnerability information mapping systems
G7	Economic and political forum comprised of Canada, the USA Japan, France, the UK, Germany and Italy
G8	USA, Japan, France, UK, Germany, Italy, Russia and the European Union
HIPC	Heavily Indebted Poor Countries
HRDC	Human Resources Development Canada
IDRC	International Development Research Centre
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IIS	Integrated Inspection System
IMF	International Monetary Fund
MBB	Market Basket Measure
MI	Micronutrient Initiative
NCB	National Child Benefit
NGO	Non Governmental Organization
NNFB	National Nutritious Food Basket
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
RBM	Results-Based Management
SRSG	Special Representatives of the Secretary General
TIA	Targeting and Impact Assessment Protocol
UN	United Nations
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WFS	World Food Summit
WHO	World Health Organization
WSSD	World Summit on Social Development
WTO	World Trade Organization

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I BACKGROUND

1.1 Purpose

In adopting the Rome Declaration on World Food Security and the World Food Summit (WFS) Plan of Action in 1996, Canada committed to reporting to the Committee on World Food Security (CFS) of the Food and Agriculture Organization (FAO) of the United Nations, every two years, on progress in implementing its commitments. This document is a progress report on the overall level of Canada's implementation of the people-centred social commitments of the WFS Plan of Action as outlined in Commitments 1, 2, 5, and 7. As such, it covers significant food security related policies, programs and activities that have been initiated in Canada between the time of our last report, December 1997, to the end of 1999. Commitments 3, 4, and 6 will be reported on in year 2002.

1.2 Requested Submission

To fulfil reporting requirements for the monitoring of the WFS Plan of Action Commitments, the structure of this report follows the standard formatting requested by the CFS. Accordingly, the contents of this report are broken down into the following six sections:

- Background
- Canada's Food Security Priorities
- Domestic Implementation Report
- International Implementation Report
- Lessons Learned
- Next Steps

To report effectively on implementing the WFS Plan of Action, the approach that Canada has taken is to highlight those initiatives that respond directly to the objectives set out in Canada's own Action Plan for Food Security.

Canada is a federal state consisting of ten provinces and three territories. Powers are divided constitutionally, with many of the most important social responsibilities falling to the provincial/territorial level. The federal government plays an important role in the economy, income maintenance, and other vital areas related to social development and is exclusively responsible for international relations. In many cases, social progress has come about as a result of co-operation between federal and provincial/territorial governments.

Tackling food insecurity in Canada involves the participation of not only these various levels of government, but also, local governments, voluntary organizations, other members of civil society¹ and often the private sector. While this brief report attempts to provide the reader with an overall sense of Canadian efforts, it can clearly not do justice to the specific details of the many diverse programs and activities in our country, especially those at the community level.

¹ For the purpose of this document, "civil society" refers to organizations and associations of people, formed for social or political purposes, that are not created or mandated by governments. Included are non-governmental organizations, trade unions, cooperatives, churches, grass-roots organizations, academic institutions, and business associations.

It is assumed that the reader of this report is familiar with the linkages between food security and issues like adequate shelter, social safety-nets and conflict resolution, as well as with the Commitments and Objectives of the WFS Plan of Action. For this reason no attempt has been made in this report to explain the relationship between government programs and how they impinge on food security.

1.3 Institutional Arrangements for WFS Follow-up

*Canada's Action Plan for Food Security*² is Canada's primary response to the WFS commitment made by the international community to reduce by half the number of undernourished people no later than the year 2015. Timed to coincide with World Food Day, Canada launched its Action Plan in October 1998. It is the result of extensive consultations between various levels of government, civil society and private sector representatives. The priorities for Canadian actions were established collectively under the coordination of a Joint Consultative Group.

Canada's Action Plan encompasses both domestic and international actions. It addresses the seven commitments of the WFS Plan of Action and provides the framework to sustain an on-going effort to improve food security within Canada and abroad. The effective implementation of the Action Plan is a shared responsibility of the Canadian Government and its citizens.

The responsibility for monitoring the implementation of the Action Plan rests with the newly established Food Security Bureau located within the Programs and Multilateral Affairs Division of the Market and Industry Services Branch of Agriculture and Agri-Food Canada (AAFC). The Bureau coordinates information on food security, monitors implementation of the Action Plan, and reports on progress to the CFS. It is also responsible for facilitating contact between Canadian stakeholders that are making efforts to further the cause of food security.

² *Canada's Action Plan for Food Security: A Response to the World Food Summit* and related hypertext links are available through the Internet at <http://www.agr.ca/misb/fsb/fsap/fsape.html>

II CANADA'S FOOD SECURITY PRIORITIES

2.1 Canadian Context

The Food Environment

Canadians are fortunate to live in a country where peace, democracy and human rights are generally enjoyed and respected. Mechanisms have been established to ensure protection of civil and human rights, and a strong and independent mass media facilitates free discussion of public issues.

The national social safety-net of income support, essential social services such as health-care, and human resource development helps people to meet their basic needs and provides them with opportunities to improve their circumstances. Careful economic stewardship provides government with resources to support these programs while facilitating general economic growth. Canada's traditional values of broad-based economic growth and social justice are essential underpinnings for food security.

As one of the world's major food producers and exporters, Canada has a well-organized food and agricultural system. The food supply is safe, stable and abundant. It is available at affordable prices in most parts of the country, and its quality is very high. In part, this is due to Canada's resource base: abundant supplies of freshwater, forests, arable land, marine resources, minerals and sources of energy. In part, it is due to Canada's productive and effective agriculture and agri-food sectors, which have traditionally played a critical role in Canada's economic prosperity. Canadians are world leaders in agricultural research and development, with recognized expertise in areas such as sustainable farming practices, cooperatives, biotechnology and sustainable forest management. By sharing these expertise globally, Canada has made some very valuable contributions to world food security. In fact, in recognition of this contribution, Canada recently received the FAO *AAgricola* Medal.³

Canada's Food Insecure

Canada ranks high among nations in average income levels and per capita food supplies and among the lowest in the real cost of food and the share of incomes spent on food. As such, the vast majority of Canada's 31 million people is food secure; however, some groups of people may be more at risk to food insecurity than others, as shown in a number of studies on food bank use, poverty and dietary intake. While certain studies have identified a level of vulnerability, they do not provide an accurate and comprehensive national measure of food insecurity.

What is known is that poverty is one of several factors, which impede access to sufficient, safe and nutritious foods in Canada. Regardless of the precise definition, and despite long-term efforts to address the problem, poverty remains a reality and a matter of concern in Canada.

³ The Right Honourable Jean Chrétien, Prime Minister of Canada, was presented with this medal, in October 1999, by Dr. Jacques Diouf, Director General of the FAO.

Vulnerability to food insecurity in Canada is generally attributed to people with low incomes who cannot meet their food requirements without compromising other basic needs. This is often the result of the lack of a secure or adequate income, unemployment, or a limited level of education. The groups most likely to be vulnerable to food insecurity in Canada include Aboriginal people, single mothers and their children, persons with disabilities, recent immigrants and those who have not completed high school. People who have difficulties accessing appropriate social services, such as the homeless or socially isolated, the elderly and persons with physical or mental disabilities, or with acute or chronic illness are also considered vulnerable.

Notwithstanding some improvements, social, economic and health indicators in Aboriginal communities are far below those of many other Canadians. In addition, the Aboriginal population growth rate is double that of the overall Canadian population. This is of particular concern as many Aboriginal people in Canada, particularly those in remote communities, experience all or most aspects of food insecurity. This is attributable to low incomes, safety risks due to pollutants in the traditional food supply, quality problems associated with inappropriate shipping, handling and home preparation of commercial foods, and disruptions to access caused by interruptions in shipping or changes in animal migratory patterns. The cost of commercial food is high, as is the cost of supplies for fishing and hunting. The transition from a hunter-gatherer society to a cash-based society presents unique challenges to Aboriginal communities.

2.2 Canada's Priorities

Canada's Action Plan for Food Security presents the Canadian perspective on the complex issue of food security. It outlines Canada's priority concerns, as well as detailed objectives for each of the commitments of the Rome Declaration on World Food Security and the WFS Plan of Action. Since Canada already has a significant number of existing policies and programs in support of the WFS Plan of Action objectives, Canada's Action Plan serves to highlight only those areas in which Canadians believe more efforts could be made to contribute to food security both domestically and abroad. The Canadian priorities identified for Commitments One, Two, Five, and Seven are outlined below. The order in which they appear does not reflect any order of importance.

PRIORITY 1: THE RIGHT TO FOOD reiterates Canada's belief that this right is an important element in food security and underscores the need to better define the meaning of this right, and the actions required to implement it. Actions include civil society support to the *International Code of Conduct on the Human Right to Adequate Food*, and all sector participation in national and international efforts to clarify the meaning of the right to food towards its full and progressive realization.

PRIORITY 2: THE REDUCTION OF POVERTY is an important element in the strategy for addressing food insecurity in both domestic and international actions, based on the notion that a key condition for food security is access to sufficient resources to purchase or grow food. Domestic actions centre around improving upon Canada's social system, especially with respect to those programs which target our most vulnerable populations. International actions are influenced by Canada's poverty reduction focus in its development assistance program; actions include maintaining or exceeding the 25% Official Development Assistance (ODA) target for investments in basic human needs such as food and nutrition, education and primary health care. The Plan also reaffirms Canada's commitment to engaging citizens in policy-making and program design in the area of poverty reduction.

PRIORITY 3: PROMOTION OF ACCESS TO SAFE AND NUTRITIOUS FOOD is seen as a critical component of food security. In developing countries, actions on micronutrient and vitamin supplementation of foods contribute to improved nutrition. Breastfeeding is also highlighted as critical to infant health and nutrition worldwide. In Canada, commitment to this is furthered through actions to support working mothers, hospital programs, mother and child health care and other initiatives in support of the *International Code of Marketing of Breast-milk Substitutes*. Beyond the promotion and protection of breastfeeding and other food security conditions, caring practices, and health and education measures are important for the nutrition security of mothers and children, particularly, but not only, in developing countries.

PRIORITY 4: FOOD SAFETY underlines the new threats to global food supply posed by the rapid increase and deep market penetration of new and exotic foods from a variety of trading partners. They may constitute a safety or disease hazard; by environmental contaminants, especially in traditional food sources in Canada's Far North, which are also a threat to safety; and emergencies or disasters, which can cause problems such as contamination from hazardous chemicals or disease-causing micro-organisms. In addition, lack of knowledge about preparation and storage of foods is identified as a threat, mainly at the household level. Actions to ensure safe supplies and safe handling include enhanced public education, adequate product labeling, enhanced biotechnology assessment, improved monitoring methods and stronger multi-sectoral partnerships.

PRIORITY 5: TRADITIONAL FOOD ACQUISITION METHODS OF ABORIGINAL AND COASTAL COMMUNITIES acknowledge the important role that hunting, fishing, gathering, bartering and trading play in the food security of many communities in Canada and abroad. By sharing their awareness of traditional foods and their knowledge of sustainable natural resource practices, indigenous people have an important contribution to make in achieving the World Food Summit's goal. Actions related to the reduction of environmental contaminants, sustainable management of resources (including fisheries) and appropriate supplementation with high-quality commercial foods, strengthen access to food for these communities.

PRIORITY 6: ACKNOWLEDGMENT OF PEACE AS A PRECURSOR TO FOOD SECURITY underlines the need for safe and secure access to means of production, especially arable land and harvestable waters. Actions within this priority strengthen emergency measures, conflict prevention, peacebuilding and disaster preparedness in Canada and abroad.

PRIORITY 7: A MONITORING SYSTEM FOR FOOD INSECURITY identifies the need for a comprehensive set of agreed-upon indicators to determine the nature, extent and evolution of food insecurity, both to develop appropriate responses and to monitor their effectiveness. This Plan provides for both government and civil society to work toward developing indicators for national and international systems and using them for monitoring purposes.

III DOMESTIC IMPLEMENTATION REPORT

3.1. Commitment One: An Enabling Environment

Raising Public Awareness Raising Public Awareness

Since the World Food Summit, Canada has undertaken a major increase in efforts to educate Canadians about food security issues and to support initiatives geared towards enhanced citizen involvement in achieving community food security.

World Food Day has become a widely recognized day in Canada now with various organizations actively participating in educating the Canadian public. We chose this important day in 1998 to launch our Action Plan for Food Security at an event hosted by OXFAM Canada, one of Canada's very active non-governmental organizations. As part of the 1998 World Food Day celebrations, the International Development Research Council (IDRC), in collaboration with Oxfam Canada, organized a public debate forum on food security and poverty. The Canadian Federation of Agriculture (CFA) also undertook a media campaign this past year (1999) around World Food Day to educate Canadian Members of Parliament about the actual costs of food in Canada, and published an article in rural newspapers on food security issues. The Federation will continue to develop a World Food Day activity package for future years with an emphasis on educating rural residents and politicians.

IDRC has undertaken a number of other activities designed to raise awareness of, and encourage debate on, food security issues with the expectation that such debates will lead to the identification of pertinent research and development activities, as well as appropriate policy formulation. Two examples include:

- the on-line publication *Urban Agriculture and Food Security in Canada: A survey of Canadian Non-Governmental Organizations by Life Cycles (1999)*.⁴ The publication provides an overview of existing community based efforts to create just and sustainable food systems; and
- the hard copy publication *For Hunger-proof Cities: Sustainable Urban Food Systems (1999)*. The book examines current local food systems and ways and means of improving them, and hence the availability and accessibility of food for city dwellers. Other areas around which information is given and debated are: community supported agriculture, collaboration between urban and rural populations, marketing and food distribution structures and their contribution to hunger alleviation in cities, and the role of emergency food systems.

Health Canada has made substantial efforts in incorporating food security education into its community initiatives. Training of community health nurses and nutritionists on food security issues has been enhanced through workshops, college modules and partnerships established between Aboriginal and non-Aboriginal committees.

⁴ Can be found at: http://www.idrc.ca/cfp/rep25e_html

Public Involvement and Dialogue

Canada actively encourages dialogue on food security issues as it is an essential component of policy reflection and change. We place high priority on engaging all sectors of the population and ensuring that the needs and priorities of all are represented. Partnership has become a key feature in virtually all areas of government activity, with the private sector and non-governmental organizations becoming full participants, and often the primary delivery agents, of programs and services. Encouraging dialogue and public involvement in the early stages of program development is therefore key. Within the reporting period, a number of significant initiatives have taken place.

- At the policy level, Health Canada's Food Directorate established a *Food Program Policy Framework*, which provides clear guidance regarding stakeholder involvement in the development of policies.
- At the provincial level, various broad health forums have been used to discuss food security. In the province of Quebec, for example, round tables and conferences were organized with local partners and stakeholders. Funding was provided for projects to evaluate the impact of recent interventions regarding food security. In response, many regions have developed their own food security action plans and have also established coalitions to promote food security.
- At the community level, food security has been incorporated into a number of activities. A multidisciplinary regional health-care worker symposium, for example, held a workshop on food insecurity and strategies used to overcome it.

The Right to Food

Canadian civil society has been actively trying to clarify and determine how to respect, protect and fulfil the right to food. In Canada, public education and awareness are playing an important role in this process. While its primary focus is international, the Canadian Foodgrains Bank, as part of its work on defining the right to food, co-sponsored a study to analyse the effects of provincial and federal legislation on domestic food security. This information has been shared with Canadian civil society organizations with an interest in the domestic aspects of the right to food.

3.2 Commitment Two: Access to Food

" Poverty and Food Insecurity

Canada places tremendous importance on social development⁵ and its relevance to food security. Our social programs are designed to provide income support, help vulnerable people fulfil their basic needs, and ensure a basic level of services, such as health care, to all Canadians.

⁵ Canada's recent submission (July 1999) to the United Nations Secretary General on our overall level of implementation of the outcome of the 1995 Copenhagen World Summit on Social Development outlines in detail our current social strategy. Please see (<http://www.dfait-maeci.gc.ca/human-rights/summit-e.asp>).

In recent years, efforts to reduce our debt and improve our financial situation have obliged us to re-examine programs and better target vulnerable groups. While growth has returned to the Canadian economy, there are still some people who are significantly poorer than others and, as a result, prone to food insecurity. In order to help them, all levels of government in Canada are following a balanced approach of social investments and prudent financial management. This restructuring has direct implications for poverty reduction and social justice, and, by extension, for food security. Continuing to help Canadians in this regard means ensuring adequate social investments, facilitating the effective use of limited resources and engaging all concerned, especially the most vulnerable, in the decision-making process. One of our key challenges is ensuring that all Canadians have access to essential services no matter where they live in the country.

Civil Society ParticipationCivil Society Participation

It is understood that all sectors of Canadian society have a role to play in ensuring that food insecurity in Canada is reduced. It is also understood that partnerships are key. Given the significant role that civil society plays in Canada with respect to social, political and economic reform, Government has increasingly sought to include them in public policy formulation concerned with our social security system. Recent examples include:

- national consultations, including federal government departments and all elements of civil society to review implementation of the commitments on social development made at the 1995 World Summit on Social Development (WSSD). These consultations will be used to develop Canadian positions for WSSD+5 in June 2000, in Geneva;
- an international workshop on *Best Practices for Youth at Greatest Risk of Unemployment*, hosted by Human Resources Development Canada (HRDC) in June 1999. The workshop brought together all levels of government, youth-serving practitioners and clients, academics and private sector representatives; and
- partnership initiatives undertaken by HRDC with a number of stakeholder groups, including Aboriginal people, the voluntary sector, organizations and groups concerned with literacy and learning, and youth.

Child Poverty Child Poverty

Since 1997, provincial, territorial and federal governments have collaborated to further develop new approaches to child wellbeing and, more specifically, approaches to tackling the depth of child poverty. As a result of this collaboration between governments and national Aboriginal organizations, the report *A National Children's Agenda: Developing a Shared Vision* outlines national goals, policy directions and a commitment to measuring outcomes and progress. The work identifies opportunities for co-operative activity, including supporting parents and strengthening families, enhancing early childhood development, addressing the needs of a growing young Aboriginal population, providing early and continuous learning experience, and creating supportive, safe communities. Collaborative work in these areas continues.

In July 1998, federal, provincial and territorial governments introduced the *National Child Benefit (NCB)*. The program not only increases the level of income support and other benefits and services available to low-income families but it also increases the labour force attachment of parents. The new approach uses the general income tax system to provide support for children, rather than adopting a needs-tested welfare model.

By July 2000 the NCB supplement to the Child Tax Benefit will be fully phased in. The increased benefits available at that time will assist 1.4 million low-income Canadian families and thereby some 2.5 million children. The Government of Canada will make another significant investment in the NCB by July 2001.

Increased federal benefits will enable provincial and territorial governments to decrease their social assistance payments to families with children. This will free-up funds for reinvestment in new programs for low-income families, including income support, new health benefits, child care, early childhood services, and services for children at risk. Families on social assistance will continue to receive at least the same level of income support from governments as under the previous arrangement. Aboriginal people living on reserves will also benefit from reinvestment of savings under the National Child Benefit.

All in all, the Government of Canada has contributed \$1.7 billion per year in additional income benefits, resulting in higher child benefits to low-income families, intended to help break the poverty cycle. It has also included \$500 million in provincial, territorial and First Nations⁶ reinvestments in a wide range of income supplements and services such as child care, supplementary health benefits and nutrition programs.

Persons with Disabilities Persons with Disabilities

In 1996, persons with disabilities were identified in Canada as a national priority for social policy renewal. Since then, Canada has introduced a number of key initiatives.

- The release in October 1998 of *In Unison: A Canadian Approach to Disability Issues*, provided the first joint vision and policy framework aimed at promoting full citizenship and inclusion of people with disabilities in all aspects of Canadian society. Governments also agreed to key elements of an accountability framework and the Internet information service, *Disability Links*.
- Together, the Quebec and Canada Pension Plans (CPP) represent the most important source of disability benefits in the country. Under the *CPP Disability Program*, the federal government has recently introduced a vocational rehabilitation program to improve support for persons attempting to return to work.

⁶ A term used to describe either Indian peoples or their communities. Increasingly used to replace the terms "Indian" and "band".

- The *Employability Assistance for People with Disabilities Initiative* is a cost-shared program through which federal, provincial and territorial governments help individuals with disabilities prepare for, obtain and maintain employment. This flexible arrangement encourages the development of provincial and territorial programs and services that reflect local priorities and meets the unique employment needs of the disability community.
- In addition, the Government of Canada has introduced a three-year *Opportunities Fund* for persons with disabilities, and has increased grants for post-secondary education to better recognize disability-related costs.
- Aboriginal peoples on and off reserve have a higher incidence of disability than other groups. Given the unique circumstances and the high rate of disability of this community, a Secretariat for Aboriginal Peoples with Disabilities has also been established. This is to ensure their access to labour market programming and to inform Aboriginal labour market partners about what Aboriginal people with disabilities can do.

Aboriginal Canadians

New strategies have been adopted by both federal and provincial/territorial governments to address the needs of Aboriginal people, particularly in urban areas, to promote development of economic enterprises, to create appropriate human resource strategies and to deal with health needs, to name just a few. The most important common feature of these approaches is that they directly involve the Government of Canada working in cooperation with Aboriginal people and First Nations processes of self-government.

In 1995, the federal government recognized self-government as an inherent Aboriginal right under section 35 of the *Constitution Act, 1982* and announced a new policy allowing for the constitutional protection of self-government rights as treaty rights.

The new approach has led to a major increase in the level of negotiating activity. In 1998, there were some 85 sets of negotiations under way simultaneously. A recent example of the results is the *Nisga'a Final Agreement* in British Columbia. This will be the first treaty in Canada to set out comprehensive self-government arrangements, including the law-making authority of the Nisga'a government and the relationship between federal, provincial and Nisga'a laws.

The creation in 1999 of *Nunavut*, Canada's third territory, as a distinct territory under its own government fulfils a long-held aspiration of the eastern and central Arctic Inuit to control their own destiny. The Inuit are a majority of the population of the Nunavut area and will therefore have a preponderant influence in a government elected by all residents of Nunavut, both Inuit and non-Inuit.

Gathering Strength: Canada's Aboriginal Action Plan is the government's response to the 1996 Royal Commission on Aboriginal Peoples. It reinforces the government's commitment to reconciliation and practical measures to improve the health and social conditions of Aboriginal people and enhance their participation in Canadian society.

A five-year commitment began in April 1999, towards the Aboriginal Human Resources Development Strategy. This employment strategy ⁷, already in place, now integrates all programming including urban/off-reserve Aboriginal programming, youth, disabilities and childcare programming to support Aboriginal labour force attachment. Contribution agreements have been signed with regional Aboriginal organizations to design and deliver their own labour market programs.

The First Nations and Inuit Child Care Initiative (FNICCI) is designed to overcome a major hurdle for Aboriginal parents by providing affordable and quality child care for First Nations and Inuit communities. With better access to child care, Aboriginal parents will be better able to work or take training to improve the financial prospects of their families.

Operating on reserves and in Inuit communities, the initiative was initially supposed to create 4300 new child care spaces and improve approximately 1700 for a total of 6000 quality child care spaces. Not only was this goal achieved, but it was exceeded by 30% creating 4800 spaces and improving an additional 2900 spaces.

FNICCI was incorporated into the Aboriginal Human Resources Development Strategy in April of 1999. Additional child care spaces have been created as the new strategy adds \$5 million per year to the existing \$36 million per year in ongoing funding. HRDC will provide a total of \$205 million for First Nations and Inuit child care over the next five years (1999-2004).

Youth EmploymentYouth Employment

Governments in Canada have, in recent years, provided a wide range of new social and economic programming aimed at meeting the special needs of young people. Of particular importance in these efforts has been an emphasis on facilitating the transition from school to the labour market and on helping youth to gain work experience. This has been done through the introduction of the following programs.

- Canada's *Youth Employment Strategy*, introduced in 1997, provides work experience and skills development to unemployed or underemployed youth, ensures young people have access to relevant labour market information and broadens the access of young people to learning opportunities. The Strategy supports approximately 30,000 young Canadians in gaining work experience through community service projects. It includes initiatives for youth facing multiple barriers to employment; internships focussed on international trade and development, and science and technology; and initiatives supporting Aboriginal youth. The Strategy also provides summer work for 60,000 students. Of particular importance in these efforts is the provision of support to youth facing multiple socio-economic barriers. These young people are at high risk of unemployment and sometimes of social and economic exclusion.
- The *Canada Millennium Scholarship Foundation*, announced in the 1998 Budget, was established to manage a \$2.5 billion endowment, from the Government of Canada, to grant scholarships to

⁷ Results achieved in Aboriginal labour market programming: In 1997-98, approximately 5,000 clients completed an intervention, 2,300 found employment, of which 52% were male, 47% were female, and 45% were youth. In 1998-99, 19,500+ completed 36,700 interventions, 6,700 found employment, 50% were male, 39% female (balance were undeclared) and 53% were youth.

students on the basis of financial need and merit. Roughly 100,000 students now receive scholarships each year to help finance their post-secondary studies leading to undergraduate degrees, diplomas or certificates.

- The *Rural Youth Strategy*, introduced in 1998, is a four-year \$35M program. The *Rural Youth Job Strategy* is designed to enhance the employable skills of rural youth and encourage a climate for job creation and opportunities for business in rural Ontario. The strategy is investing in projects carried out by rural partnerships and alliances to improve the employability of Ontario rural youth aged 15 to 29.

The HomelessThe Homeless

Homelessness has become a growing concern in Canadian society. The Government of Canada has responded to the Ahomeless@ situation by increasing funding to existing programs that serve the homeless and by making federal facilities available as emergency shelters.

More importantly, on March 23, 1999, the Minister of Labour was appointed as co-ordinator of the *Federal Response on Homelessness*. A *National Secretariat on Homelessness* was also established to work with federal departments that have programs and services, which may have an impact on the homeless.

Over a six-week period, the Minister responsible for this file conducted community visits in a number of cities across Canada to learn more about the extent and nature of homelessness. Best practices and new ideas were identified, organizations were approached to work in partnership with the Government of Canada and some of the current Federal programs that help the homeless population were highlighted to those not aware of their existence. In addition, municipal and provincial reports on homelessness have been prepared to further the understanding and extent of the issue.

" Access to Safe and Nutritious Food

Food Safety Food Safety

Canada continuously works towards providing safe and nutritious food at both the retail and food service levels. New technologies in food production and processing, such as biotechnology, which have health and safety implications, undergo continuous evaluation. Systems are in place to assess the safety of food produced by new technologies and have been continuously improved upon in recent years.

The creation of the *Canadian Food Inspection Agency (CFIA)*, in April of 1997, has enhanced synergies and efficiencies in the delivery of Canadian federal food inspection programs. The CFIA works closely with Health Canada and other stakeholders to promote developments in agriculture and food technology, to integrate these developments into Canada's food production and inspection system and to improve the safety and nutrition of Canadian food. Thorough safety assessments are conducted on all new agricultural products including those derived through biotechnology to protect the health and safety of humans, animals, and the environment.

The CFIA is actively involved in the work that the Organization for Economic Cooperation and Development (OECD) is doing to prepare a response to the G8 leaders' invitation to report on the implications of biotechnology and other aspects of food safety by Spring 2000. Canada chairs the *Task Force on Novel Foods and Feeds*. The outcome of this Task Force is expected to form a core element of the aforementioned report.

Health Canada has also been active in promoting high standards of food safety and nutrition. Most recently, it has:

- established Novel Food Regulations requiring pre-market reviews of products derived through new technologies in food processing and biotechnology;
- promoted, through Environmental Health Officers, the use of food premise inspections and food safety bylaws;
- introduced A Food Safe@ training for all community-based workers and participants interested in starting a community kitchen; and
- provided workshops on Safe Canning Procedures.

Food Safety Education Food Safety Education

Canada addresses issues of food safety, quality and choice through a variety of approaches, including dialogue with consumers. Food safety education initiatives are supported through multi-sectoral partnerships, such as the *Canadian Partnership for Consumer Food Safety Education*. This partnership, made up of over 60 industry, consumer, government, environmental and health organizations, works to contribute to the reduction of microbial food-borne illnesses in Canada. It increases awareness of safe food handling practices through the coordination and delivery of food safety education programs focussed on the consumer.

For example, *Fight BAC!*TM, launched in the fall of 1998, focuses on safe food handling practices in the home kitchen. The program has also developed a teaching supplement to help children learn about the importance of hygienic practices in the kitchen.

The partnership has triggered a number of spin-off initiatives. For example, numerous food safety and nutrition education programs have been implemented for food service staff in schools throughout the country. Courses for Food handlers[®] are now provided in First Nations communities by Environmental Health Officers.

Monitoring and Surveillance

Canada seeks to ensure the safety of domestic foods and imports. We continually invest in the development of new methodologies, both to detect and monitor food-borne pathogens and chemical contaminants and to reduce contamination of foods during production or processing. We also conduct appropriate surveillance programs to assess the need for new standards or risk management activities.

Recent developments include:

- a rapid Reverse Transcriptase-Polymerase Chain Reaction (RT-PCR) method to detect the hepatitis A virus in produce;
- a better and more sensitive methodology for *Cyclospora*;
- a program to aggressively intervene in gastroenteritis incidents and outbreaks in First Nations communities, which includes a strong communications component to all First Nations Health professionals; and
- a *Health Information System*, which reports on food facilities and disease outbreaks.

Also within the reporting period, the CFIA initiated the *Integrated Inspection System (IIS)*. The IIS is a common inspection platform for all food commodities and the health of plants and animals. Industry is responsible for demonstrating compliance with regulatory requirements by implementing risk-based and science-based quality management systems such as the *Hazard Analysis Critical Control Point* system. Government is responsible for verifying the effectiveness of industry's control systems.

The Department of Indian Affairs and Northern Development (DIAND), in collaboration with three other federal departments, the three territorial governments and five Aboriginal organizations, coordinates the Northern Contaminants Program (NCP). The NCP surveys and monitors levels of key contaminants in northern traditional foods and communicates the associated risks and benefits of traditional food consumption to northern communities in a culturally meaningful way.

" Reinforcing Healthy Eating Practices

Nutrition for Health: An Agenda for Action Nutrition for Health: An Agenda for Action

Canada's national nutrition plan, *Nutrition for Health: An Agenda for Action* (1996), provides the basis for Canada's approach to nutrition and contains numerous actions relevant to food security. Implementing actions in the plan is therefore a Canadian priority.

A key strategy in our nutrition plan is to strengthen healthy eating practices. While the Canadian food supply provides foods with nutritional characteristics that support healthy eating, it is understood that an environment also needs to be created to enable Canadians to make informed choices for healthy eating. Since the World Food Summit, much has been done in Canada to:

- include nutrition services in community-based and home-care settings;
- improve the usefulness of nutrition labelling;
- provide age-appropriate nutrition education in schools;
- emphasize practical skills development to reinforce positive food choices; and
- promote the increased availability of foods that support healthy eating.

Some interesting recent nutrition initiatives include:

- a new policy regarding nutrition labeling is being completed by Health Canada and the development of a strategic framework for public education is now underway;
- the expansion of nutrition programming to provide training on healthy eating, menu planning, food budgeting and preparation in daycares, headstart programs, schools, senior lodges and treatment centres; and
- the increased availability of foods that support healthy eating through school breakfast/feeding programs intended to promote the health of children. Regional projects have also included meal programs for seniors, coordinated by various community groups.

Promotion of BreastfeedingPromotion of Breastfeeding

Canada places importance on the role of breastfeeding in guaranteeing the food security for the majority of our infants as it ensures a safe, secure and nutritionally complete food source. Due to active support from all sectors of society in Canada, breastfeeding initiation and duration rates are increasing, more public institutions are being recognized as baby-friendly, and the nutrition, health and development of our infants is improving. In recent years, a number of breastfeeding committees and coalitions have been formed, working towards making breastfeeding a cultural norm. World Breastfeeding Week is also now promoted across Canada. These accomplishments can be attributed to a number of key initiatives outlined below.

- All levels of the Canadian Government are working in collaboration with the Breastfeeding Committee for Canada (BCC) to implement the *International Code of Marketing of Breast-milk Substitutes*.
- The *Canada Prenatal Nutrition Program (CPNP)* encourages the initiation and duration of breastfeeding and supports efforts to increase community understanding and acceptance of the

important role of breastfeeding⁸. The 1999 Federal Budget doubled resources, over the next three years, for the First Nations and Inuit Component of the Program.

- In November 1998, the BCC launched the promotion of the *Baby-Friendly Initiative*, aimed at creating a breast-feeding friendly environment in Canada. In July 1999, Canada's first baby-friendly hospital⁹ was inaugurated.

“ **Traditional Food Acquisition by Aboriginal Communities**

Commercial Food Supplies

Aboriginal communities in Canada are faced with a variety of unique challenges that come with the transition from a hunter-gatherer society to a cash-based society. With fewer opportunities to harvest traditional foods and with concerns regarding environmental contaminants in food, knowledge of commercial foods (their nutritional value, taste, and preparation) is becoming increasingly important. Canada's Prenatal Nutrition Program, and other ad hoc activities at the community level, contributes to researching and sharing valuable information on commercial foods.

The Northern Air Stage Program, also known as AFood Mail®, is an ongoing federal program that subsidizes the shipment of nutritious perishable foods into isolated northern communities. The program had been capped in 1996 at a funding level of \$15.6 million per year. In July 1999, the funding cap was lifted to accommodate increases in shipping costs and volumes of shipments.

DIAND works with provincial and territorial governments, Health Canada, and Aboriginal organizations and retailers to maximize the nutrition and health benefits associated with the Northern Air Stage Program. As part of a review of the impact of the program, DIAND completed a report on *Changes in Nutrition and Food Security in Two Inuit Communities, 1992 to 1997*, scheduled for publication in the year 2000.

Traditional Food Access

More and more Aboriginal people are turning to commercial foods, which are more expensive and not always as nutrient-dense as traditional foods. The challenge in achieving food security for these people is to wisely manage this changing food system in such a way as to reap the benefits from the best of both the traditional and the commercial food system.

Environmental health officers and nutritionists work together with their stakeholders to develop policies and activities, which affect traditional food acquisition. Promoting the consumption of, and increasing awareness of the nutritional, health and other benefits of traditional foods is an ongoing

⁸ In 1998, the breastfeeding initiative rate in Canada Prenatal Nutrition Program (CPNP) project was 78% - well above the national average (74%), and far above the prevalence of breastfeeding initiation for similar groups of women. As well, with the Employment Insurance Benefits for parental leave, announced in the 1999 Speech from the Throne, it is likely that breastfeeding initiation and duration will increase.

⁹ The Brome-Missisquoi-Perkins Hospital, Cowansville, Québec

component of their work. This is done in collaboration with their First Nations and Inuit partners who also encourage supply of traditional foods from local hunters.

A number of recent initiatives supporting access to traditional food have been undertaken.

- Policies have been put in place to ensure that First Nations and Inuit people have access to traditional food service in public facilities such as hospitals and long-term care facilities.
- The use of traditional foods has been promoted in community kitchen training sessions.
- Research and surveillance activities have been conducted to ensure the safety of fish and wild game in several parts of northern Alberta. Food advisories have been issued as appropriate.
- *Brighter Futures Programs* encourage elder/youth traditional hunts and passing of skills from generation to generation.

The Allocation Transfer Program *The Allocation Transfer Program*

The *Allocation Transfer Program (ATP)*, a component of the *Aboriginal Fisheries Strategy (AFS)*, has been introduced to support Aboriginal groups in achieving self-sufficiency through participation in commercial fisheries. The ATP facilitates the voluntary retirement of commercial licenses and the issuance of new licenses to eligible Aboriginal organizations in a manner that does not add to the existing pressure on the resource. Funding is also provided for the purchase of vessels and other equipment necessary for Aboriginal groups to fish. Eligibility is restricted to Aboriginal organizations that have fisheries agreements with the Department of Fisheries (DFO) under the AFS. It is a means to stimulate Aboriginal economic development opportunities and develop fisheries expertise in Aboriginal communities.

In 1998-99, the ATP was funded at \$7.4 million. Thirty-one commercial license packages were retired nationally, and sixteen license packages were issued to Aboriginal groups in that year under the ATP. As well, thirteen vessels were purchased and made available to Bands. Several Aboriginal groups have been able to benefit from increased access to the commercial fishery this program offers. Since licenses are communal in nature, the benefit accrues to the entire community. Some groups on Canada's west-coast are now able to contribute to their own AFS co-management programs by reinvesting the profits from their communal commercial licenses.

" **Monitoring System for Food Insecurity**

Domestic Food Insecurity Indicators

To properly assess the nature, extent and distribution of food insecurity across the country, it is necessary in Canada to agree upon a set of domestic food insecurity indicators. There are currently various data-gathering efforts¹⁰, which are valuable sources on different aspects of food security. But, what is required is a valid tool, comprised of a selection of generally accepted indicators that can be used to monitor the food security situation.

Before being able to develop such a tool, however, we must first take stock of what we currently have in our country in terms of indicators and food security related information-gathering systems. As such, the Food Security Bureau undertook, in July 1999, a survey of current indicators and forms of measurement in Canada. The findings were summarized in a report entitled, *Food Insecurity in Canada: Developing Indicators for its Measurement*.

Establishing a Baseline of Information

Canada is continually establishing a baseline of information on the various aspects of food insecurity. We are striving to provide ongoing monitoring and to ensure that resulting information is shared and published regularly. This will allow policy-makers and people involved in programming to incorporate findings into their work. It will also contribute to international monitoring efforts.

In 1998, Health Canada developed a *National Nutritious Food Basket (NNFB)* which helps determine how much it costs a Canadian family to eat a healthy diet. The NNFB is based on current Canadian food purchasing patterns, nutrition recommendations and healthy eating guidelines, and is the product of extensive consultations with former users of the AAFC Nutritious and Thrifty Nutritious Food Baskets.

Although the NNFB is not being costed nationally, application of the NNFB template is underway in some provinces. Ontario has developed its own Nutritious Food Basket and pricing protocol, which will be used to promote and support program and policy development to increase access to healthy foods. Manitoba, British Columbia, and Newfoundland have all experimented with the basket and will be piloting variations on it. Other provinces are also considering the NNFB model for use in the future.

The NNFB is also one of the elements of the newly developed *Market Basket Measure (MBM)*. The MBM measures poverty based on a specific standard of living, including food, clothing, shelter, and

¹⁰ Examples include: market basket surveys, food consumption surveys, the Canadian Nutrient File, product/food additive post-market surveillance, food inspection data, disease data, and consumer surveys.

transportation. Beginning in January 2000, the components of the MBM¹¹ will be costed on a monthly basis, including the NNFB using the Ontario pricing protocol.

There have been a number of other initiatives undertaken in an attempt to contribute to our understanding of the various types of food insecurity, the causes, and who the food insecure are. Recent examples are outlined below.

- The National Projects Fund of the CPNP supported three projects to develop screening tools to identify nutritionally vulnerable populations, including pregnant women.
- Through the National Health Research and Development Program, a study investigated the food security and nutritional vulnerability of a subgroup of food bank users in Toronto.
- In New Brunswick, the Department of Health and Community Services and the Department of Education are currently gathering baseline information on food availability in schools.
- HRDC has written a framework paper on food insecurity from the perspective of disadvantaged groups, conducted a national consultation with all the implicated groups, developed a series of questions that will provide a range of indicators, and commissioned Statistics Canada to collect the data as part of the national population health survey (which will be available in the Spring of 2000).
- HRDC devised a model that examines the relationships among conditions of food insecurity, nutrition insecurity and food poverty. It also looks at those at risk of such conditions and the consequences for them. The Department is conducting a survey that will study the severity and duration of concern that households experience worrying about the lack of food, compromising quality and eating insufficient quantity. Information to determine the causes of food insecurity, and to determine periodicity and coping strategies, will also be collected. Results are expected in the year 2000.
- All ten provinces are collaborating with Health Canada to conduct food consumption and nutrient intake surveys. A working group is identifying needs for an ongoing national surveillance system.
- The most recent Alberta Nutrition Survey incorporated food security questions into its survey.
- The Canadian Community Health Survey is planning on measuring the prevalence of household food insufficiency once a sampling has been done at the sub-provincial level.

3.3 Commitment Five: Emergency Prevention and Preparedness

¹¹ For more information on the MBM, see Human Resources and Development Canada's website: <http://www.hrdc-drhc.gc.ca/arb/publications/bulletin/contents.shtml> (Volume 4, Number 2).

Management Systems for Food-Related Emergencies Management Systems for Food-Related Emergencies

Canada has a well-developed system of emergency preparedness, including enabling legislation, extensive coordination facilities and well-trained human resources. The Canadian Food Inspection Agency (CFIA), in cooperation with Health Canada and provincial governments, are continually updating our systems to prepare for, as well as manage, natural or man-made food-related emergencies.

Most recently, the following initiatives have been undertaken.

- The CFIA created the *Office of Food Safety and Recall* responsible for implementing food recalls. In addition, it developed a food emergency response structure, which mobilizes beyond standard recall procedures in the event of food emergencies.
- A *Food-borne Outbreak Response Protocol* was developed by a partnership between Health Canada, the Canadian Food Inspection Agency and provinces/territories.
- An *electronic* distribution system of *food alerts* to be sent to Environmental Health Officers across Canada and then to key personnel in First Nations communities was developed.
- An emergency preparedness manual entitled *Emergency Food Services* was produced and made available to provincial and municipal emergency food services planners and responders. Similarly, a pamphlet entitled *Food for Emergencies* has been made available to the general public.
- Seminars have been provided to dietitians, nutritionists, chefs, and food services managers of public facilities (e.g. health facilities, schools and restaurants) on disaster preparedness and emergency food response.
- The Canadian Federation of Agriculture developed a disaster-planning module to assist rural communities in preparing for and managing natural disasters.

Management Systems for Microbial Threats to the Food Supply Management Systems for Microbial Threats to the Food Supply

Canada continues to also place a high priority on extending and updating the current system to address microbial threats to the food supply. A number of new initiatives have been undertaken within the reporting period.

- CFIA is well advanced in the implementation of new *Hazard Analysis and Critical Control Point -Based Inspection Programs*. These programs have a greater science base than previous programs and bring a degree of uniformity and consistency to how all food in Canada is inspected. Because of their design and emphasis on clear procedures and comprehensive records, government verification and control can be done more efficiently. For example, the new *Modernized Poultry Inspection Program* improves on traditional inspection by instituting on-farm controls, on-line HACCP, and process verification through audit principles.

- CFIA's *Quality Management Program - Re-engineered*, which was developed for fish inspection, has been implemented in all Canadian fish processing facilities.
- The CFIA's *Food Safety Enhancement Program*, which was developed for other foods, has been implemented in nearly all Canadian federally registered meat processing plants and is being progressively phased into other commodity programs.
- The development of a *National Meat Code*, to obtain a uniform standard for meat plants operating under Canadian federal and provincial legislation, is nearing completion.
- Health Canada and relevant stakeholders are developing a set of Canadian guidelines for the microbiological safety of *Raw Food of Animal Origin*.

Regulatory System for Biotechnology Products

The fundamental approach of the regulatory system in Canada is one that emphasizes human, animal, and environmental safety. Health Canada reviews novel products for food safety and sets data requirements for the assessment of the safety of all foods. It also identifies hazards, and specifies the standards that food inspectors observe. The CFIA is responsible for safety assessments of plants with new characteristics, livestock feeds, veterinary biologics, and fertilizers, including those derived through biotechnology.

The most recent initiatives in this area include:

- the establishment of new *Novel Food Regulations* requiring a pre-market review of products derived through new technologies in food processing and biotechnology;
- proposed Environmental Assessment Regulations published in Canada Gazette, Part I, on July 3, 1999. These regulations will provide for the conduct of environmental assessments of new substances derived from biotechnology by Health Canada. The regulations will apply to foods, drugs and cosmetics that are microorganisms, cultured cells or transgenic animals or plants, or that are products derived from microorganisms, cultured cells or transgenic animals or plants; and
- the renewal of the *Canadian Environmental Protection Act (CEPA)*. The Act, in its final stages of renewal, began at least four years ago and is anticipated to be completed by Spring, 2000. One of the important changes to the statute is the requirement for all federal legislation regulating living and non-living products of biotechnology to be comparable to CEPA with respect to notice and assessment for adverse environmental and human health effects before the product is introduced or made in Canada. A committee of Ministers (Governor in Council) will determine if these conditions have been met and will publish their findings to allow for 60 days of public comment period. If the conditions are not met by the other legislation, it will not be listed and CEPA will prevail. In this way, CEPA sets a minimum standard for protecting human health and the environment.

IV INTERNATIONAL IMPLEMENTATION REPORT

International development requires an enormous global effort. It is a complex, long-term process that involves all of the world's people, governments and organizations at all levels. Canada, like other industrialized countries, provides development assistance in the form of goods, services, the transfer of knowledge and skills, and financial contributions.

The Canadian International Development Agency (CIDA) is the lead player in delivering Canada's ODA program. The cornerstone of our development assistance program is to *support sustainable development to reduce poverty and contribute to a more secure, equitable and prosperous world*.

The objective of providing this assistance is to work with developing countries, and countries in transition, to develop the tools to eventually meet their own needs. To do this, we concentrate our efforts on six priority areas. 1997/98 CIDA disbursements were as follows: basic human needs (38.2 %); human rights, democracy and good governance (15.2 %); private-sector development (13.8 %); infrastructure services (11.4 %); the environment (7.9 %); women in development (5.0 %); unallocated and other programming (8.6%).

Working with partners in the private and public sectors, in Canada and in developing countries, and with international organizations and agencies, CIDA supports foreign aid projects in more than 100 of the poorest countries in the world. Canada's total ODA in 1997/98 was \$CDN 2.5 billion of which \$CDN 1.6 billion was channelled through CIDA.

4.1 Commitment One: An Enabling Environment

Participation and the Democratic Process

A strong feature of Canadian development assistance continues to be the recognition given both to the human rights of individuals, as a central part of the definition of development, and to democracy and good governance, as key factors for achieving development objectives. With respect to food security, Canada considers the participation of all stakeholders in the development of food security solutions at the national and community level to be fundamental. CIDA seeks to foster participatory approaches, not only within the context of development assistance, but also in the method of consultation and implementation that CIDA employs in partnership with Canadian civil society. CIDA has a long-standing history of consultation with both its private and voluntary sector partners and continually endeavours to improve upon its approaches in this area. For example:

- In November 1999, CIDA hosted the *First Annual Joint Meeting between CIDA and its Partners of the Voluntary and Private Sectors*. Participants attended workshops and plenaries, which focussed on international co-operation issues, including poverty and food security. They also partook in one-on-one interviews with CIDA representatives.

- In June 1998, CIDA began consultations on a guidance paper to outline an ongoing approach to public engagement¹² that will provide direction to CIDA's programming in this area and encourage and support CIDA's partners in the development and delivery of public engagement initiatives".

Beijing and the *Platform for Action*

Canada recognizes the fundamental role that women play with respect to food security and continually strives to contribute to overcoming systemic discrimination embedded in laws, customs, attitudes, and public policies and programs. We played an active role in the 1995 UN World Conference on Women in Beijing and were instrumental in securing many of the major gains for women reached in the adoption of the *Platform for Action*. The Beijing conference strengthened Canada's commitment to gender equality and reaffirmed the importance of the support that Canada has been providing for many years. Follow-up to the conference has been significant and varied. Major highlights include:

- Canada's participation in regional conferences in Asia and Africa organized by the OECD to put in place implementation plans for the *Platform for Action*, and CIDA's support to women's organizations in developing countries for post-Beijing activities. The Gender Equity Policy Support Fund for Central America supported a number of activities resulting in the development of a strategy for implementing the Beijing Platform in the region.
- Activities to ensure that CIDA's policies and strategic documents incorporate and reflect the priorities and outcomes of the Beijing conference. This includes CIDA's Policy on Poverty Reduction, Strategy for Health, Basic Human Needs Policy, and Strategy for Children.
- In 1997, CIDA published a *Guide to Gender-Sensitive Indicators* with an accompanying project level handbook. This is used to assist in the development and measurement of programmes and projects supporting gender equality. A computer-based CD-ROM training course on gender equality has also been recently developed to assist CIDA partners.
- On International Women's Day (March 8, 1999), CIDA officially launched an updated *Gender Equality Policy*. Based on extensive consultations that CIDA undertook with its partners, in Canada and around the world, the policy update presents a strong gender mainstreaming, with a rights-based and results-based approach to better serve policy makers and people in the field.
- Through its many partners NGOs, institutions and the private sector, the Agency continues to support a wide variety of initiatives related to the critical areas of concern underlined in the *Beijing Platform for Action*.
- CIDA's *Gender Equity Funds*, now operational in most regions, are an important strategic mechanism for Canada to support gender equality. For example, through a programme supported by CIDA's regional gender equity fund, more than 3,000 women in Colombia, including

¹² Public Engagement is the continuum along which individuals move from basic awareness of international cooperation through understanding to informed action and personal involvement. It is important to note that "public awareness" is the first stage in this continuum and that individual and/or collective "public action" on international cooperation is the last and most desired stage in the "public engagement" process. All of the information and awareness building activities engaged in by CIDA branches support the long-term objective of securing "active" public support for international cooperation.

indigenous and racial minorities, have taken advantage of training courses in leadership, negotiation, local management and public speaking in order to develop the skills they need to confidently run for office. In communities and regions assisted by CIDA, political participation of women has increased by fifty percent between 1995 and 1997.

Highly Indebted Poor Country (HIPC) Debt Initiative *Highly Indebted Poor Country (HIPC) Debt Initiative*

In addition to contributing to a broad social and democratic development environment conducive to food security, Canada encourages a stable macro-economic environment in developing countries, and is particularly concerned about the Aalbatros@ effect of debt. Canada has been involved in a variety of bilateral and multilateral debt relief initiatives since the debt crisis emerged in the late 1970s. Most recently,

- Canada has actively encouraged the immediate forgiveness of all remaining ODA debt owed by heavily indebted poor countries (HIPC) to bilateral creditors and has urged donor countries to provide future ODA to HIPC countries in grant or near-grant form. These elements were reflected in the recent G-7 approved Köln Debt Relief Initiative which is intended to enhance the current HIPC framework to provide HIPC countries with deeper, broader and earlier debt relief. Canada urges full implementation of the enhanced HIPC Initiative for eligible countries on a case-by-case basis and calls on other creditor countries to support this initiative.
- Canadian Government expenditures for fiscal year 1997-98 included \$23.5 million for the forgiveness of debts owed by five Latin American countries as part of the Latin American Debt Conversion Initiative and official bilateral debt relief negotiated through multilateral fora such as the debt owed to the Canadian Wheat Board and the Export Development Corporation, totalled \$44.5 million for 1997-98.
- Canada supports multilateral debt relief as provided for under the HIPC Initiative. Canada has continuously supported the sale of a modest portion of International Monetary Fund (IMF) gold reserves to support the IMF's concessional lending and debt relief for the poorest countries, notably the HIPCs. This is also reflected in the Köln initiative. At the IMF, Canada supports the establishment of a permanent and self-sustaining Enhanced Structural Adjustment Facility. At the World Bank, Canada supports the use of International Development Assistance grants to selected HIPCs with a proven commitment to economic reform.
- In 1998, Canada contributed CDN\$ 40 million to the HIPC Trust Fund at the World Bank. This included \$8 million to Mozambique and \$8 million to the Central American Trust Fund for debt relief of countries devastated by Hurricane Mitch. Although Canada holds less than one percent of the debt owed by the heavily indebted countries, our share of contributions among donors to the HIPC Initiative totals approximately five percent (C\$40 million or US\$27 million).

Technical Assistance for Sustainable Development*Technical Assistance for Sustainable Development*

A central component of Canada's ODA is technical assistance¹³ for sustainable development. In fact, it is estimated that Canada spends over half a billion dollars (CDN\$) annually on technical cooperation initiatives in developing countries and countries in transition. The emphasis on technical cooperation is the result of a gradual reorientation, over the last decade, in CIDA's programming. CIDA's approaches have shifted from input-oriented '>activities to be implemented' with technical performance targets, to programming which emphasizes '>capacities to be developed' in support of long-term self-management. Canada believes that supporting the development of capacities in this manner allows for countries to implement the most appropriate policies, legislation and programs conducive to sustainable development, poverty reduction and food security.

Efficiencies in Food Processing and Distribution Systems*Efficiencies in Food Processing and Distribution Systems*

Canada also contributes to an enabling environment for food security through the provision of programming which supports the food processing and distribution system as a whole. Canada seeks to promote efficiencies in the food processing and distribution systems of developing countries, and countries in transition, which could lead to lower food prices paid by consumers and increased prices paid to food producers. Evidence exists that post harvest activities including storage, processing, organized markets and distribution systems as value-added activities not only generate income, but also ensure wide accessibility to moderately priced and healthy foods, thus contributing to meeting food security and poverty alleviation objectives. Canada partakes in a number of post-production initiatives.

In 1998, for example, the IDRC co-sponsored, with the German Agency for Technical Co-operation, the third in a series of meetings aimed at promoting research on post-production systems within the Consultative Group on International Agricultural Research (CGIAR)¹⁴. Follow-up included the development of a small grants fund for collaborative post-production research between the CGIAR and the National Agricultural Research Systems Partners. To date, ten awards have been granted for work in this area.

¹³ By technical assistance we mean the whole range of activities designed to develop human resources through improvement in the level of skills, knowledge, technical know-how and productive aptitudes of the population in a developing country.

¹⁴ The CGIAR plays a leading role in developing new, sustainable, science-based technologies, resource-management practices and policies focusing on priority needs of poor producers and consumers. Canada is a founding member of the CGIAR.

An interesting example of CIDA's support in this area is a programme in Indonesia in which Canada provided expert assistance and policy advice to the Indonesian National Development Planning Agency in the critical area of food security (subsidies, pricing, etc.). National policy development was influenced significantly by the following results: An interesting example of CIDA's support in this area is a programme in Indonesia in which Canada provided expert assistance and policy advice to the Indonesian National Development Planning Agency in the critical area of food security (subsidies, pricing, etc.). National policy development was influenced significantly by the following results:

- the elimination of restrictive procurement arrangements and subsidies on rice, wheat and cooking oil;
- the overhauling of the distribution system for these primary commodities;
- a 60% decline in the price of cooking oil;
- a two-thirds reduction in the price of rice; and
- a comprehensive analysis of the net effect of changes in relative prices of agricultural products and inputs (fertilizers) on farmers' income. This was used to help steer policies away from government subsidies to farmers and refocus financial assistance in support of the urban poor who have been severely affected by sharply escalating rice prices.

4.2 Commitment Two: Access to Food

Review of Food Security Initiatives *Review of Food Security Initiatives*

Canada recognizes that in order to effectively contribute to universal food security, there is a need to take stock of what we are currently doing with respect to food security programming and establish options for increasing the impact of ODA on those who are most food insecure. In the course of the last two years, CIDA has undertaken some important initiatives in this area.

- A *Food Security Thematic Discussion Paper*, which provides strategic guidance to African programming was prepared and approved. This paper proposes that a food security assessment@ (both short-term and long-term) within a country should be an integral part of any future Country Programming Framework.
- Concurrently, the Ghana program has prepared a CIDA Food Security Strategy for Northern Ghana for the next five years (1999/00 to 2004/05) as a component of its Country Program Framework. In addition, the Ethiopia program has created The Canada-Ethiopia Food Security Program. Finally, the Sénégal Program has approved and begun implementation of a new food security related project A Appui à l'entreprenariat paysan de la région des Nyayes@.
- A number of CIDA's partners, such as OXFAM Québec, have also increased their food security strategies and their level of food security programming.

Poverty Reduction *Poverty Reduction*

The overarching purpose of Canada's ODA is to support sustainable development in developing countries to reduce poverty and contribute to a more secure, equitable and prosperous world. CIDA's *Policy on Poverty Reduction* (1996) provides guidance on how to operationalize this mandate, and *Our Commitment to Sustainable Development* (1997), sets out an action plan to ensure the Agency's work is relevant, effective and lasting.

Canada's own program priorities for official development assistance are complementary to those, which have been developed in *Shaping the 21st Century*. This Development Assistance Committee (DAC) policy urges that Canada's priorities be pursued at a faster pace and in a more co-ordinated way with developing country partners, and other donors, to meet the target of reducing, by half, the proportion of people living in absolute poverty by the year 2015.

CIDA is examining ways to integrate better tracking of the core indicators set out in *Shaping the 21st Century*. For example:

- In June 1998, Canada supported the formation and launch of the DAC Informal Network on Poverty Reduction and continues to be an active member of the Network, co-chairing (with the United Kingdom) a subcommittee in the preparation of *DAC Guidelines for Development Co-operation in Support of Poverty Reduction*. This work will also draw on gender input provided by CIDA's Gender Equality Division.
- In addition, Canada participated in the 1998 Steering Committee for the preparation of a *Scoping Study of Donor Poverty Reduction Policies and Practices*, which included a case study of CIDA.

CIDA is making poverty alleviation a key element in each of its six programming priorities by providing a multidisciplinary and integrated programming framework which focuses on improving the human and productive capacities of the poor and removing barriers to their economic and social participation. A number of initiatives related to improving the Agency's performance in poverty reduction took shape in 1998/99 including:

- *The Poverty Reduction Working Group*, an internal network, was strengthened to enhance learning and information sharing as well as to support Agency efforts to implement the *Policy on Poverty Reduction*. The Working Group is focussing on four specific issues: lessons learned, skills building, organizational impact and external initiatives. These form the basis for a 1999/2000 program of work.
- The Asia Branch began a project to analyze the causes and nature of poverty experienced in Asia and to identify how CIDA should respond. The goal is to produce a poverty reduction strategy that will guide the Branch's efforts to help remove the root causes of poverty in Asia. Project activities included dialogues with civil society on issues critical to understanding poverty reduction.

Awareness and Public Information

CIDA has provided \$300,000 over the reporting period (i.e., FY 97/98 to 98/99) in support of the *2020 Vision Initiative*. The 2020 Vision for Food, Agriculture, and the Environment is an international initiative of the International Food Policy Research Institute (IFPRI) to identify solutions for meeting future world food needs while reducing poverty and protecting the environment. The 2020 initiative focuses on:

- raising public awareness;
- enhancing dialogue between stakeholders and partners;
- promoting and developing consensus on sustainable natural resource management and food security; and
- influencing national and international policies.

These are all mechanisms that correspond with and contribute to CIDA's corporate objectives with regard to poverty alleviation and food security.

In 1997/98 and 1998/99, CIDA and IDRC supported the development of the *Canada-CGIAR Network Initiative*, which seeks to build a consortium of Canadian organizations and individuals that share a concern for poverty, food insecurity and natural resource degradation in developing countries.

UN's ODA Target of 0.7%

The 1999 Canadian Federal Budget has signalled a turnaround in funding for Canada's international assistance program by stabilizing resources this year and returning to growth next year. In addition to significant additional resources this current year, the Budget provides a permanent increase in the planned funding level for international assistance starting in 2000-2001, the first such increase in almost a decade. The additional resources set out in the 1999 Budget mark a step towards meeting the Government's target allocation of 0.7% of Gross National Product to Official Development Assistance.

Investing in Basic Human Needs

Meeting basic human needs remains a key priority for Canada. In fact, Canada seeks to devote at least 25% of its ODA budget to investments in basic human needs, including food and nutrition, basic education and primary health care to reduce poverty through sustainable development. Canadians recognize that the solutions sought to reduce poverty and improve food security need to be based on increased access to food and improved agricultural production. Key initiatives related to this priority include:

- the amendment of CIDA's basic human needs priority, in 1997, to include food and nutrition; and
- the development of *Agriculture, Food and Nutrition (AFN) Policy Guidelines*, in 1999, to assist CIDA's programming in these sectors. Since AFN is a major source of employment, income and

economic growth in many of the poorest developing countries, the primary purpose of the Guidelines is to reaffirm the importance of AFN programming in these countries. The Guidelines encourage documenting AFN opportunities for innovative programming, impacts and challenges, both globally and at the CIDA branch level.

Nutrition and Effective Utilization

Canada continues to support the promotion of good nutrition through a variety of projects, which recognize nutrition both as its own sector and the impact to be derived from integrating nutrition with other sectors such as health and education. Canada has played a leadership role in micronutrients, including efforts to increase food fortification and micronutrient supplementation. For example, Canada plays a major role in the Micronutrient Initiative (MI)¹⁵ at the policy and program levels. In fact, CIDA is currently the largest donor to the MI and both CIDA and IDRC sit on the MI Steering Committee.

The following is an illustration of what has been done in the *MI's Global Vitamin A Initiative* in 1998/99:

- Eleven countries have been supported for large-scale programs through UNICEF field offices;
- The MI provided assistance to the World Health Organization (WHO) and the Pan-American Health Organization (PAHO) to implement multi-country initiatives, in 16 countries, to strengthen Vitamin A supplementation linked with the Expanded Programme on Immunization;
- The MI is working on establishing, monitoring and reporting of vitamin A supplementation activities (children and gender data);
- The MI is working with 14 NGOs from 12 countries on vitamin A capsule distribution, education, and training activities. Community-based projects were initiated in Mali, Niger, and Burkina Faso through Hellen Keller International. Technical assistance and training were provided to governments and local NGOs;
- An interactive, educational, computer-based module on vitamin A deficiency is under development with McMaster University; and
- Joint advocacy has led to the adoption of policies to integrate vitamin A with National Immunization Days in 16 countries.

IDRC is currently brokering a collaborative research effort between the MI and the International Foundation for Science to develop a program of capacity building in developing countries. This

¹⁵ The MI was established in 1992 as an international secretariat by its principal sponsors: CIDA, IDRC, UNICEF, UNDP, ILSI and the World Bank. USAID joined in 1997. The MI was established to address the problem of micronutrient malnutrition, which affects approximately two billion people world-wide. The mission of the MI is to facilitate the achievement of the commitments made at the World Summit for Children in 1990, the Ending Hidden Hunger Conference in 1991 and the International Conference on Nutrition in 1992 to virtually eliminate, or significantly reduce, the prevalence of iodine, vitamin A and iron deficiencies by the year 2000.

would equip a critical mass of researchers with the expertise and know-how required to tackle the problems of iron, iodine and vitamin A deficiencies in their respective countries.

Breast Feeding and the Code of Conduct on Breast Milk Substitutes

Canada recognizes that breastfeeding has a dramatic impact on the food security of infants, playing a key role in their nutrition, health and development. As such, supporting international efforts and those of developing countries, to protect, promote and support breastfeeding remains a Canadian priority. We place equal importance on enhanced education and empowerment of women to provide good nutrition for themselves and their families.

CIDA has a *Statement on the Use of Milk Products During Emergencies* which notes the endorsement of the WHO/UNICEF *International Code of Marketing of Breastmilk Substitutes* and other related documents. CIDA supports the implementation of the 1992 World Declaration and Plan of Action for Nutrition and gives particular attention to those aspects dealing with sound infant and child nutrition in its programme development.

4.3 Commitment Five: Emergency Prevention & Preparedness

Canada recognizes that all of the work that we undertake in the area of fostering Aenabling environments@ for access to food security is dependent on the existence of a minimum level of stability and peace in the partner country. When civil strife and conflict arise, Canada is very active with programming to assist in the resolution of conflict, peacebuilding, recovery and reconstruction.

Conflict Prevention

As essential components for promoting human security, Canada continues to place a high priority on conflict prevention, crisis management and timely post-conflict follow-up. In addition to Canada's ongoing bilateral and multilateral efforts in developing conflict prevention mechanisms, Canada undertook a number of interesting activities in 1997/98 and 1998/99.

- In March 1998, DFAIT and IDRC organized an international seminar on *Cooperative Approaches to Conflict Prevention: Strengthening the Role of Regional Organizations and the United Nations*.
- Canada, in cooperation with Norway, co-sponsored a Peace Implementation Forum in New York on *Strengthening the Role of the Special Representatives of the Secretary General (SRSGs)*.
- At the level of Foreign Ministries and Permanent Missions in New York, Canada collaborated with the UN Secretariat and international delegations to follow-up the results of the *Peace Implementation Network Seminar on SRSGs*.

- Canada jointly organized a small round table to analyze successful case studies on conflict prevention with relevant academic/practitioner institutions in Canada and Norway as well as the International Peace Academy and the Carter Center. The goal was to develop and refine policy recommendations building on the foundations of the OECD, Carnegie and other studies.
- Canada developed a proposal to promote staff exchanges between the conflict prevention units of regional organizations and the United Nations, including the Organization of American States, the Organization of African Unity, the Organization for Security and Cooperation in Europe, and the UN Department of Political Affairs.
- As a member of the *Conflict Prevention and Post-Conflict Reconstruction Network*¹⁶, Canada collaborated in the development of a Compendium of Operational Frameworks for Peacebuilding and Donor Co-ordination.

Peacekeeping Peacekeeping

Canada continues to provide peacekeepers within the context of UN peacekeeping operations. The figures rise and fall but, taking August 1999 as a typical month, Canada had 368 military observers, police and troops deployed in 11 different missions.

In addition to UN missions, Canada also participates in other related peace support and humanitarian operations, including UN mandated, multilateral missions. During the same period of August 1999, the number of involved Canadian military and police totalled almost 4,000. Canada has recently provided peacekeeping support for civilian police in Guatemala, Haiti, Bosnia, Kosovo, and East Timor. This support has also been extended to peacebuilding activities involving supervision, training and mentoring of police forces which are in the process of reform. Again, as an example of a typical month, approximately 130 police were involved in such activities in August 1999.

Peacebuilding

Canada places a high priority on supporting peacebuilding initiatives by strengthening long-term foundations such as a strong civil society, democratic government, respect for human rights, venues and training for peaceful conflict resolution and the reduction of the root causes of conflict such as poverty and inequality.

¹⁶ An informal association of bilateral donors and multilateral agencies with operational response capabilities in conflict prevention and mitigation. The Network was established for international donor co-ordination to allow for the formulation of strategies for improved operational effectiveness in global peacebuilding and conflict resolution (while ensuring that the work of this group is consistent with, and co-ordinated with, that of the OECD/DAC).

The *Canadian Peacebuilding Initiative* was established in 1997 to complement Canada's foreign policy objectives of international peace and security. It works on two fronts: The *Peacebuilding Fund* and the *Peacebuilding Program*.

The *Peacebuilding Fund*, with an annual budget of \$10 million, and managed by CIDA, is an operational unit set up to finance conflict prevention and post-conflict peacebuilding activities in countries entering, experiencing or emerging from conflict. The Fund, which complements CIDA's established bilateral peacebuilding programs, aims to:

- fill urgent gaps in programming as a result of rapidly changing circumstances;
- strengthen the transition from emergency relief to post-conflict reconstruction; and
- act as a catalyst to new and more innovative approaches to peacebuilding.

In 1998/99, the CIDA Peace Building Fund supported 37 projects targeting conflict resolution, peace dialogues, development of peacebuilding curricula for schools, voter education, public information and dissemination of peace agreements, collection and destruction of small arms, conflict resolution training, and support for investigations of human rights violations. It also supported projects to assist war-affected children, the development of free media and electoral capacity building. Notable Fund activities included the provision of Canadian civilian monitors to the Kosovo Verification Mission, and financial and human resources to the Arusha Peace process in Burundi.

The *Peacebuilding Program* administered by DFAIT, supports efforts to:

- build Canadian domestic capacity for peacebuilding;
- strengthen multilateral peacebuilding mechanisms; and
- support catalytic peacebuilding activities in countries or policy areas that fall outside of Canadian ODA.

Canada also undertook a major diplomatic initiative in 1998-99 to strengthen international efforts aimed at ensuring safety for people in a changing world, through the *Lysoen Partnership for Human Security* with Norway, and jointly through a network of like-minded governments, NGOs and intergovernmental agencies. The network focuses on concrete actions to promote new humanitarian norms, mobilize support to address issues on the ground, and develop policies in areas such as child soldiers, small arms proliferation, the protection of civilians in conflict, mine action and the prosecution of war criminals.

IDRC has also been active in supporting applied research that feeds into global debates on strategies for effective peacebuilding. IDRC covers issues ranging from the reintegration of ex-combatants and displaced persons to de-mining, economic policies for post-war reconstruction, and the management of emerging post war security, including small arms, natural resource scarcity and violence against women. IDRC has recently contributed directly to post-war reconstruction in Southern Africa, the Middle East and Central America.

In addition, IDRC has made a significant contribution to conflict resolution strategies through the recent co-publication of a book entitled: *Cultivating Peace - Conflict and Collaboration in Natural Resource Management*.

Landmines

Canada considers its work in mine action to be an important element in ensuring food security. Landmines kill and maim people, hinder the distribution of humanitarian aid, impede access to agricultural land and the production of food crops, deter the repatriation of refugees and the internally displaced, overwhelm inadequately equipped medical services and divert resources from post-conflict reconstruction and development.

Canada is proud to be a world leader in efforts to ban and eliminate landmines. Canada led the Ottawa Process², which resulted in the realization, and early entry into force, of the Ottawa Convention banning anti-personnel mines. In December 1997, Prime Minister Chrétien announced the creation of a \$100 million, 5 year Canadian Landmine Fund. These funds are allocated for:

- treaty ratification and universalization;
- international coordination, global priority setting and monitoring treaty implementation;
- the destruction of anti-personnel mine stockpiles;
- research, development and marketing of appropriate Canadian mine action-related technologies;
- mine clearance;
- victim assistance; and
- mine awareness.

In the 1998/99 fiscal year, approximately CDN\$13.8 million was spent on supporting mine action activities in 19 countries. As one of the four relevant federal departments managing the fund, CIDA provided support in 1998/99, to projects in 16 countries, including a contribution for mine action in Bosnia-Herzegovina.

Canada also continues to be deeply involved in policy dialogue on mine action through its participation in various conferences, including the *First Meeting of States Parties* held in Maputo in May 1999.

Food Aid Convention and Micronutrient Value of Food Aid Commodities

Canada, in concert with other members of the *1999 Food Aid Convention*, worked to develop links between the Convention and the World Food Summit Plan of Action. The new Convention now recalls our commitment to achieve food security for all as one of the first messages in its Preamble. Members have also agreed to improve the effectiveness and quality of food aid as a tool in support of food security in developing countries. In this context, Canada played an important role to ensure that the nutritious character of food aid is addressed. Specifically, Canada worked to include the provision of micronutrients and fortified food aid products as part of the Convention.

In its 1997 Annual Report, The World Food Programme (WFP) commended Canada for its efforts to move the nutrition and health agenda forward citing its impact in raising awareness within WFP of the importance of the links between food consumption, nutrition and disease.

The Women's Health and Micronutrient Facility, established by WFP with direct CIDA assistance, continues to fund cost-effective projects in primary health care and micronutrient supplementation and fortification. For the period 1997-99, it is expected that close to one million women and two million children will benefit from fortified nutritional intake.

Emergency Food Aid

As one of the primary donors of food aid, Canada is always seeking ways to maximize its effectiveness. The Canadian Foodgrains Bank, one of Canada's principal food aid actors, has implemented a *Targeting and Impact Assessment (TIA) Protocol* to answer the questions *Who benefits?* and *What difference has the food aid made?* This has been integrated into both project planning and reporting and has resulted in regional training sessions in East Africa, West Africa and South Asia. The TIA Protocol is beginning to change the way local partners design their food aid programming. Much more attention is being paid to including participatory evaluation from the start.

4.4 Commitment Seven: Implementation and Monitoring of the World Food

Summit Plan of Action

The Role of Civil Society

The Government of Canada continues to participate with the international community in the search for solutions to universal food security. We recognize the critical role that civil society plays in this mission. As such, Canada continually encourages the CFS to adopt procedures to include the participation of the relevant actors of civil society in the work of the CFS and the CFS monitoring process. Canada has invited Canadian civil society representatives to join our national delegation to the CFS for the last number of years. We have encouraged other Member States to follow suit, recognizing that it is the responsibility of each Member State to define the way their representatives are chosen as well as their role within the delegation.

Cooperation and Coordination within the Multilateral System

Canada encourages the organizations of the UN Development System and other multilateral development institutions to enhance their co-operation and co-ordination, particularly with regard to their field-level operations, to more effectively support developing country efforts to reduce poverty and enhance food security. As a significant donor and shareholder in multilateral development institutions, Canada devotes considerable attention to ensuring that these institutions are managed efficiently and effectively as possible so that they, in turn, may deliver on their important mandates. Among the issues which have preoccupied Canada over the reporting period are: institutional reform and restructuring, corporate governance, co-ordination, portfolio and resource allocation, and issues related to financial policies.

More specifically, Canada has provided administrative and technical support for the *Comprehensive Development Framework* process currently underway through the World Bank. For example, two person years of assistance were funded by CIDA to enhance Bank partnership operations in one of the pilot sites.

Multilateral Management for Results

Canada, along with others, has been actively encouraging multilateral organizations to enhance the focus of their development projects on results, rather than inputs, and to adopt a system of *Results Based Management (RBM)*. To date, most multilateral development institutions see the merits of being able to better demonstrate the effectiveness of their interventions and a number of them are currently upgrading their information and management systems. While there is no agreement on the nature and modalities of RBM, there appears to be a willingness to learn together.

CIDA officials have presented their experiences regarding the integration of RBM at the organizational level to WFP, FAO and the International Fund for Agricultural Development (IFAD) in Rome. Over the past two years, CIDA has also worked with the WFP to begin the process of integrating RBM into its operations. Most recently, WFP's Director of Evaluation visited CIDA and participated in a series of meetings on RBM and evaluation matters.

Food Insecurity and Vulnerability Information Mapping Systems

Canada is continuing to support the development of Food Insecurity and Vulnerability Information Mapping Systems (FIVIMS) to measure targets and monitor progress for developing countries.

In 1999, Canada provided a grant of CDN\$100,000 to an FAO-IFPRI initiative, from which the data and methodologies will contribute to the larger FIVIMS process. The food security data activities included:

- gathering survey data from existing national surveys;
- converting data to nutritive (dietary energy) values; and,
- reviewing and documenting data collection methods for each survey.

The Right to Food

Canada supports the need to clarify the meaning and content of the right to food, as stated in the *International Covenant on Economic, Social and Cultural Rights* and continues to support and work with the international community and governments in this area.

In both 1998 and 1999, Canada supported the UN Commission on Human Rights' resolution to further discussions on clarifying the content of the right to food. The resolution, presented by Cuba and co-sponsored by Canada and other like-minded countries, was adopted without a vote both years.

In November 1998, Canada also sent both government and civil society representatives to an Expert Consultation in Rome, Italy to contribute to furthering the international community's understanding of the content of the right to food.

Canadian civil society has taken an active role in trying to clarify and determine how to respect, protect and fulfil the right to food. The Canadian Foodgrains Bank, for example, participated in a Santa Barbara Consultation, in Feb/Mar 98, to review the merits of the various approaches to achieving commitment to the 'right to food'. It promoted the adoption of the International Code of Conduct on the Human Right to Adequate Food and achieved NGO consensus on this approach. The Canadian Foodgrains Bank is also working in cooperation with FIAN-International (Food First Information and Action Network, based in Germany) on the development of a short form version of the Code of Conduct.

V LESSONS LEARNED

Canada has learned a number of key lessons in implementing and monitoring its Action Plan for Food Security. Those lessons considered most noteworthy are outlined below.

Long-term Commitment

The outstanding lesson learned from the various projects and activities highlighted in this report is that the issues of food security, income generation, poverty alleviation, peace building and reconstruction, just to name a few, are all, with no exception, complex issues that require long term commitments from all stakeholders for resolution and impact.

PartnershipsPartnerships

Given the multi-sectoral and interdependent nature of the objectives set out in Canada's Action Plan, partnerships are key. Cooperation, coordination and collaboration of the diverse cast of players, from all levels of government and civil society, both nationally and internationally, will maximize synergy, clarify roles, minimize duplication and achieve mutual reinforcement. Efforts have to be made for all players to seek new and more creative partnerships, strengthen networks, and work inclusively, while encouraging participation of communities and individuals in developing and implementing policies and programs. Cross-sectoral partnerships are particularly important. For example, there is great value in linking nutrition and food safety agendas for education purposes with school and food services providers. As well, coordinated food safety outbreak investigation and response, involving all levels of government, can only result in increased efficiency.

Role of Civil Society

Canada's Action Plan acknowledges the important role that civil society plays in contributing to food security and recognizes the achievements of the academic community and private sector in expanding production and improving access to food since the global effort to end hunger began in earnest some 50 years ago. Continued efforts to include civil society in both the formulation and implementation of food security initiatives is essential for their success.

Dialogue, Policy Reflection and ChangeDialogue, Policy Reflection and Change

Informed advocacy and policy dialogue, based on public education and open and participatory governance, will engage all sectors of the population and ensure that the needs and priorities of all are represented.

There is an obvious advantage in involving the target community, or stakeholders, in the development and delivery of food security programming. First Nations and Inuit peoples, for example, because of their recent and immediate links to traditional procurement of foods, have a strong respect for the health and cultural significance of the food supply and have a strong concern for food security. As such, they are in the best position to understand the necessary solutions and to feed these into the policy development process.

One recent example of a positive change due to appropriate consultations is the 20 percent increase (effective in April 1999) in food allowances for those on social assistance in remote communities in northern Manitoba that are not accessible by rail or all-weather roads. Another example of a positive change resulting from supporting the needs of stakeholders is the development of the template of the National Nutritious Food Basket.

Sharing Research, Information and Best Practices

Research plays an essential role, not only in finding new solutions, but also in determining the nature of the challenge and measuring progress towards goals. Baseline information is crucial for the formulation of appropriate policies. Sound research, for example, on food costs and affordability can help to persuade governments to take action to bring a healthy diet within reach of those who depend on social assistance. But information and knowledge must be shared if food security for all is to be achieved.

Community-Based Initiatives

Broad community involvement has proven to be the most effective way to shift community norms. As such, the strength of community-based initiatives in working towards food security cannot be over-emphasized. First Nations and Inuit committees have found, for example, that increased access to dietitians, providing individual counselling on community health and disease prevention, has been invaluable. Community-based programming is most effective when efforts are made to build such capacities.

Initiatives have to account for the fact, however, that not all communities can be treated with blanket programs. Rather, they should be responsive to individual community needs or they run the risk of actually curtailing the rapid implementation of programs. Such has been the case in First Nations communities, where there are a large number of communities with different capacities and priorities. Perhaps the most important element of successful community programming is that of local control over the delivery mechanism. This has certainly been true in Canada's case for labour market programming for Aboriginal people.

VI NEXT STEPS

Since the World Food Summit and the completion of *Canada's Action Plan for Food Security*, Canada has successfully moved the food security agenda. Efforts have taken place at all levels of Canadian society, and by a variety of actors, to address food security concerns and, more specifically, to target our social programs to those most in need.

Trying to adequately report on all that is taking place in Canada is a challenge. In terms of actions that fall within the mandate of a specific department, reporting has been relatively easy. However, in Canada's Action Plan, there are a number of specific actions involving multiple stakeholders. Among the critical tasks will be encouraging further cooperation between them. Developing the appropriate mechanism to implement, monitor and report on these actions will also be a key challenge. Reaching all stakeholders and ensuring their participation in reporting will be a priority in the future. Refining the reporting process will also help during the next reporting cycle.

The Food Security Bureau acts as the focal point for information on food security, to keep abreast of all major food security policies and activities and to serve as an information and awareness source for partners, stakeholders and the general public.

While Canada undertakes to describe those people vulnerable to food insecurity, an agreed upon set of indicators to identify or define a food insecure person has not, as yet, been established. In order to continue to ensure that our food security programming supports those most in need/at risk, Canada will continue to develop appropriate indicators and monitoring mechanisms. While much work is underway in this area, we intend to bring the various actors together and work towards a more coordinated approach. We shall also strive to broaden this cooperation regionally and with the FAO.

In summary, the primary areas we will focus on are:

- improving stakeholder coordination and the reporting process by building a wider participation;
- monitoring performance and progress of the development of food security indicators;
- based on improved availability of information, continuing to adjust policies and programs conducive to sustainable food security.