

## **Canadian Partnerships**

Consultants' reports on the question  
of IDRC relationships with three  
constituency groups in Canada:

- 1 - Labour
- 2 - Ethno-cultural  
organizations
- 3 - Churches

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# An Analysis of Opportunity:

## Labour, Ethno-cultural Canada and the IDRC

Prepared by Strategic Planning Associates

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## Part One: Unions and Sustainable Development

This report was prepared for the IDRC by Strategic Planning Associates in August, 1994. Its purpose is to assist the IDRC in building on the experience of its **Canadian Partnership Initiative**. It seeks to open the IDRC to a broader array of constituency groups in Canada who might not have contemplated or seen themselves as potential partners with the IDRC in the pursuit of sustainable and equitable development. The project manager was John Harker, SPA Principal.

### I. Background, Projects, and Paradigms

Unions in Canada are no strangers to development issues or activity, and, usually through their national organizations, have been utilizing public funds for development work on a sustained basis since 1975.

The largest of these national organizations, or union centrals, is the **Canadian Labour Congress**, but there are others, including the **Canadian Federation of Labour** and the **Confederation of National Trade Unions**. This body is essentially Quebec-based, where it is somewhat smaller than the Quebec "branch" of the CLC, the Quebec Federation of Labour.

#### *The CLC*

The Canadian Labour Congress was founded in April 1956, with the merger of the Canadian Congress of Labour and the Trades and Labour Congress of Canada. It devotes a major part of its efforts to social, economic, and legislative questions of national importance. Twelve provincial and territorial federations of labour and 121 local labour councils also co-ordinate programmes dealing with these issues.

### *Evolution of the International Affairs Department*

Given its pre-eminence in size, and its lengthy history of development work, it is appropriate to look first at the CLC, which deploys an International Affairs Department to promote the CLC's interest in foreign policy and international development. The Department has an annual budget of \$3 million, and has a staff of 11 full-time, enabling it to be active in many parts of the world and in Canada itself.

Two-thirds of the Department's funding comes from CIDA, and it has secured funds from the Ministry of Foreign Affairs, the International Centre for Human Rights and Democratic Development, the Southern Africa Education Trust Fund, and others, not to mention unions affiliated to the CLC. Finally, at two specific times, it has obtained funds from the IDRC for transmission to other bodies--once when the International Labour Organization had to make up the loss of programme funds when the United States gave notice of withdrawal, and again when the Brandt Commission began its work, with the CLC President as a member.

### *Strategic Direction*

In 1992-93, the CLC received \$1.8 million from CIDA, on a 2:1 matching basis, and carried out a number of projects, which are shown in Annex I. The International Affairs Department not only implements these projects, but manages CLC involvement in many critical international issues, representing the institution and its leadership. This burden has lately been seen by some CLC leaders as heavy enough to suggest that the management of the development side be hived off to a semi-autonomous group within the CLC, perhaps called the Global Solidarity Unit, though in past years the International Affairs Department often came under criticism at CLC Conventions, some of it ideological, for being too "autonomous".

At the same time, thought has been given by the same CLC figures, and encouraged by consultants, to the setting up of a Program Advisory Committee, drawn from the labour movement, universities, the NGOs, and others to provide a forum for discussion and information on various aspects of CLC programming.

This re-thinking could be seen as a response to the changing nature of the Aid culture and community, the emergence of coalition building as a means of multiplying declining strength to achieve social change, or a reflection of the lessened primacy of the International Affairs Department in the CLC generally on development work.

Certainly, unions in Canada are often seen to be under siege, being pushed by economic forces towards action in concert with others outside the labour movement, such as the Pro-Canada Network to oppose NAFTA. Indeed, its international work might be now more narrowly focused than before, on trade relations and their consequences, for example. This view has been advanced by a number of commentators, and has its advocates in the labour movement, but it has not yet been clearly felt at the level of the CLC staff who develop project plans with their Southern counterparts.

What has been felt by them is the growing appearance of activities being undertaken by affiliates of the CLC, particularly those large unions which have created their own "solidarity funds", a phenomenon which grew out of Steelworker participation in a CIDA Mission to the Horn of Africa at the height of famine there in the mid-1980's, and which owes more than many insiders want to acknowledge to conflict between the affiliates and the International Affairs Department over the interpretation of international events and labour's interests.

When the CLC first began to access CIDA funds on a regular basis, some affiliated unions objected to using "government " money, though they did not raise their own funding so as to render this unnecessary. Efforts were made to involve the affiliated unions in projects designed and implemented by the International Affairs department. However, this practice was never enough to offset a widespread feeling that IAD staff were too centrist in approach, too willing to work within frames of reference established at the international level, where the CLC was a major affiliate of the International Confederation of Free Trade Unions along with all the great trade union centrals, but also along with the AFL-CIO. Criticism rarely was directed at the level of project implementation, perhaps because of the practice of using affiliate staff, but was unabated at the CLC Conventions, which are held every two years, and can attract three thousand voting delegates.

Meanwhile, many development projects were successfully mounted, and the CLC has been subjected to numerous Audits and Evaluations, often at the behest of CIDA, as well as its own comptrollers. Most projects were, and remain, in the area of help to educational programming by Southern, and now Eastern, trade union centrals, but in the 1980's, income generating projects were often implemented, and help was given to research activities and structures.

### *Solidarity Funds*

In these same years, certain major affiliated unions of the CLC began to create their own solidarity or development funds, and there are now four of these, at different stages of development and sophistication. Initially, each had a focus on social development but not necessarily the role of unions in the South. Recently, they have recognized that just as unions in Canada are active in social development, so too are those in the South (which are allowed to be). At the same time, union members in those unions endowed with Funds appear to be better informed on international issues generally and more anxious that the Funds help unions similar to their own in the South rather than capacity-building within NGOs.

Each of the Funds has a specific mandate, but all operate from a common principle: the collective bargaining process is used as the means to raise money for international development. In the early years, it was common for employers to agree to demands for matching, usually at a rate of One Cent per hour, from both sides to an Agreement. In the continuing recession, such demands have tended to be dropped early in wage negotiations, and in the main, the money raised, though impressive, is that donated by the workers only.

The unions with Funds jointly represent over 800,000 workers, and currently the first three Funds together have a participating membership of 140,000 and are raising approximately \$2.1 a year.

### *Steelworkers*

The first fund was that created by the **Steelworkers, USWA**, after the 1984/85 famine, and is now a fixture in 260 collective agreements, involving 56,000 workers, and generating approximately \$1 million a year. At the moment, their Humanities Fund supports 26 development projects in Africa and Latin America, with the main focus on agricultural co-operation and community self-help work. Only 7 of the 26 are labour-related, and this is a major increase from the early years. It has come about, in part, because of the Steelworkers growing concern with globalization and the question of economic competitiveness. Structural Adjustment and Corporate interconnection are moving the union, and the Fund, to show an interest in research co-operation as more than merely educational matters for in-Canada activity, but as worthy of project support through the Humanities Fund.

The Fund recently facilitated a meeting in Nicaragua where representatives from eight of its partners, mainly NGOs, from South Africa, Mozambique, Bolivia, Peru and Nicaragua, discussed Structural Adjustment. Out of the meeting came a number of proposals for action by a "research network", and one of the projects is research to be carried out in Canada by the Steelworkers themselves. More will be said about this later in this report.

The Steelworkers, through the staff of the Humanities Fund, have recently begun to press CIDA to show more recognition of the role unions play in development and social change, both in terms of funding of projects and through a clearer sense of partnership. Both the CLC and the other affiliated unions with "Funds" have joined the Steelworkers in this lobbying, as will be commented on shortly. Annex II provides additional information on the Fund.

### *The Canadian Autoworkers*

The **Canadian Autoworkers, CAW**, now carry out their international activity through their Social Justice Fund, which tackles both international and domestic social issues. Its activities are presented in Annex III. It has been good at involving members, perhaps because the CAW is organized into large local unions, and once such a local union is committed to the Fund, the money is not so difficult to secure. About \$1 million is raised every year, and much of it has been spent in Southern Africa, where a union focus can be seen, rather different from their original concern about income-generating projects.

### *The Communications Workers*

In 1992, the then Communications Workers Union created a Fund. Soon thereafter, a merger of unions in the communications, energy, paper, and chemical sectors led to the emergence of the **Canadian Energy and Paperworkers Union, CPU**, and the original fund was taken in hand by the new union. About \$300,000 is raised each year, and in addition to automatic check-offs in collective agreements, some employers make direct charitable contributions and receive a tax credit. Fifteen percent of the funds go to Canadian charitable work, such as support for Food Banks, or helping a school in Davis Inlet, and many members feel that more should be done at home.

Initially, there was little focus to the international work, and assistance was delivered through NGOs such as Inter Pares, in places as diverse as Burma and Burkina Fasso. Union leaders make the point that the principal agenda of the Fund is to support the union's international solidarity, such as fashioning an international alliance of workers employed by Northern Telecom.

### *Canadian Union of Public Employees*

The final Fund is that created by the **Canadian Union of Public Employees, CUPE**. This has had a great deal of trouble getting into operation, though it has a potential membership of 400,000. Very few of the union's many, and often small, local unions are committed to the Fund, and the fact that the union has an active International committee, and CUSO employees are members of CUPE, does not yet seem to have made much of a difference.

### *Fund Activities*

The four Funds presented a joint brief to Parliament in May 1994, and the first chapter, *The Development Challenge for Canadians*, began with the words, "We endorse the submission of the CLC". However, the chapter went on to make the point that "While the focus of this submission is on the particular contribution of labour to development, we also fully share the broader concerns addressed by the CCIC...we repeat and urge your agreement with the CCIC recommendations on sustainable human development". This they described as meaning "strengthening the capacity of the poorest populations to eradicate poverty while increasing social, economic, environmental and political participation." In their words, "It emphasizes fulfilling basic human needs, enhancing the status of women, promoting democracy and environmental sustainability, and respecting appropriate indigenous approaches to the expansion of sustainable economic opportunities".

### *Trends*

Each of the operating Funds has shown a strong tendency to work with Southern NGOs, and often with the help, at least initially, of Canadian NGOs. Three of the Funds are members of the CCIC. However, none of the unions sees a need for any Canadian NGO to try to act as an "intermediary"; rather they have been appreciated as a way of keeping administrative costs down, and for the implication that this was a more grass-roots and legitimate form of international solidarity than that exercised by the CLC.

It would be wrong to discount the strength of this competitive element, which comes out also in the value that the two leading Funds, the USWA and CAW ones, place on drawing on their union members who previously immigrated from the South as project monitors and reporters. Such individuals are referred to by the CAW as Ambassadors, and though by no means all of them are originally from the South, many are and are seen by the CAW and USWA to be valuable links with not only communities in the South, but with ethno-cultural organizations here in Canada. The CLC is perceived as not having embraced this forward thinking.

Nowadays, more union members are demanding that the Funds focus on Unions in the South, and it is becoming more evident that the relationship between the Funds, their Unions, and the CLC, needs to be better defined.

At this time, the CLC has submitted informally to CIDA its plan for very much increased CIDA funding of labour organizations, based not only on the labour movement's assertion of the importance of "labour development" as a key to sustainable social development, but also in part on its estimate of the aid monies given by CIDA to Canadian business (and though the CLC and the Funds have come up with different estimates of this total, \$400 million a year is being mentioned).

The CLC has taken its concept papers to the unions with Funds, and is currently engaged in discussions with them about the need to create some form of Labour Counterpart Fund which would receive the monies from CIDA and re-allocate them according to an agreed philosophy and management system. It is unlikely that these discussions, or one might say, negotiations, will be concluded for some time: though the threat of CIDA budget cuts, quite as much as the lure of increased resources, can focus the exercise, there is a wide gulf between the CLC, or the IAD staff, and the three affiliated unions, or their assigned staff, when it comes to just how independent should the unions be. At this time, word from both sides at the staff level is that progress is impossible.

### *The Canadian Federation of Labour*

The Canadian Federation of Labour is a much smaller national labour body, and it was founded in March, 1982, when a number of unions broke away from the CLC. In the main, these were unions in the construction industry with an impatience for the amount of effort the CLC put into non-bargaining matters, including international affairs, though it was an irreconcilable difference over Quebec which occasioned the split. Since that time, the CFL has developed a personality of its own and has not only taken part in international trade advisory committees, but taken a strong stand on issues of human and trade union rights, and not only in NAFTA countries. It has avoided any involvement in development project work, however, and there is little to suggest that this will change in the near future.

### *The CSN*

The Confederation of National Trade Unions, known as the CSN in Quebec, has a long history, being created in 1921 and growing out of the confessional tradition. It was first named the Canadian Confederation of Catholic Workers, changing its name in 1960, when it shed its denominational status. For many years, the CSN was an active affiliate of the World Confederation of Labour (WCL), which was known in labour circles as the Christian International, thus distinct from the CLC's choice, the social democratic International Council of Free Trade Unions (ICFTU), or the communist international, World Federation of Trade Unions (WFTU). In the 1980's, the WCL gradually severed its links with the WCL, and has shown interest in joining the ICFTU alongside the CLC.

Its affiliated unions are more clearly seen as organic parts of the CSN, and now take the form of sectoral federations, for example, of workers in Paper and Forests, salaried Professions, and Commerce. The public sector comprises a substantial majority in the CSN of today. Interestingly, 80% of women members of the CSN work in public services, whereas 80% of men belonging to the CSN work in the private sector.

### *Current CSN Efforts*

The CSN has been active internationally for years, and a major focus has been on strengthening union centrals in the South. Armed with a substantial CIDA grant, the CSN concentrates much of its international work in Latin America, and a CSN official has been based in Sao Paolo, Brazil, to operate on a regional basis. This is described by the CSN as its only geographic or sectoral concentration. Another concentration it boasts is that on the integration of Women into development, primarily but not exclusively in Latin America. In addition, and like most other labour organizations, the CSN has a South Africa programme, which initially began as support for the Training Department of COSATU, the principal labour federation in South Africa. Other projects have been undertaken in the region, and thought is being given to carrying out a substantial project in Mozambique, though financial constraints will likely derail this initiative.

The same problem of financing is hampering the CSN with respect to its desire to commence working more closely with unions in Francophone Africa, which would, surprisingly, be a departure for it and thus a greater challenge to finance.

The CSN established, at its 1986 Convention, a small development Fund, the Fondation Alliance: Syndicats-Tiers-monde, which is meant to be financed through clauses in collective agreements. Some have been successfully concluded, and there are employers who have matched the workers' contributions, but it is clear that unions have been quick to abandon this goal at the bargaining table. Instead, many union locals are simply making direct donations to the Fund. The Fund, which has a primary focus on projects aimed at generating self-sufficiency in food production, is managed by the International Relations department of the CSN, the director of which is an Assistant to the Executive Committee of the CSN, the organ which runs the CSN on a day-to-day basis between policy making statutory conventions of the organization.

## II. Knowledge-based Development

### *CLC*

The CLC has rarely missed an opportunity to present briefs to Parliament, and in the 1970's and 80's, it presented briefs on development issues, human rights, defence, and foreign policy generally. It has presented its views on all of these issues in a recent brief to the joint parliamentary committee now reviewing Canada's foreign policy.

These briefs were written in the International Affairs Department, by the same staff responsible for development work, and work in one area influenced that in another. When the Brandt Commission was created, the President of the CLC was named as a member, in recognition of the role of the CLC in promoting both development and the need for better understanding of it.

As international trade issues have become more urgent pre-occupations for the CLC and its major unions, both other departments of the CLC and staff of the unions have been called on to help fashion policy papers which deal with matters such as structural adjustment, globalization, and the relationship between trade and labour standards. In all of this, the project work has proceeded without a formal effort to relate it more clearly to the need for the CLC to convince government and the public that its view of the changing world demands more attention to the impact of the economic agenda illustrated by NAFTA.

But recent experience, wherein the CLC ran into serious problems of a fundamental difference of view between themselves and their Mexican counterparts, has given fresh impetus to a long-standing desire to assist the research capabilities of trade union centrals in the South.

This is not to suggest that such assistance has not been provided in the past, or is not an element in some project work at this time; it simply has not been given the pre-eminence the IAD would like to attach to it.

Staff there see in this particular area an opportunity for the kind of mechanism now being discussed between themselves, the development Funds of affiliated unions, and CIDA. A key task of such a mechanism would be to determine priorities, and this would be one of them. That this is so is endorsed by the staffers of the Funds operated by the major unions, and it is worth recalling that the Steelworkers initiated the concept of union Development funds, if not to utilize knowledge in delivery then as a direct result of it.

However, it should be recalled that, at the Steelworker's prompting, the four labour development Funds recently presented a joint brief to the parliamentary Committee reviewing foreign policy, and made a strong pitch for the greater allocation of CIDA funds to unions for development work. The CLC was not consulted, nor is it being kept informed about this activity and the lobbying which has sprung from it.

### *The CSN*

The CSN first obtained CIDA financing in 1980, and soon began hosting symposia for union leaders on international issues. By the end of that decade, it was co-operating with other labour movements and NGOs to organize symposia on the problematics of Third World debt. It has a clear commitment to helping strengthen the research capacity of its partners, which may owe something to the fact that the key staffer involved in international affairs is also a research economist called on by the CSN leadership, the Executive Committee, to handle a number of domestic issues.

### *The CFL*

A similar personal factor can be found at the CFL, where a senior official from the Department of Finance is serving as the CFL Economist under the Public Service Commission's Interchange Programme. He has had considerable experience of international work with the IMF and the World Bank, and is interested in the CFL becoming more involved on the international scene. He is not at all optimistic.

### III. Awareness of the IDRC

In each of the major union centrals in Canada, there is a well developed awareness of the history of the IDRC, and of its core mandate during its formative years, the promotion of indigenous research capability on development issues in Southern countries. It is harder to make such a claim with respect to how the IDRC has sought to adjust to the changing climate in Canada over the past few years.

#### *CLC*

Rarely was the IDRC seen as a funding source, as was CIDA, but also, at least in the CLC, there was a willingness to regard the IDRC as a worthwhile institution where informal advice could be obtained and views shared. This was only rarely conceded in the case of CIDA, perhaps because the claimant-funder relationship, with all the strains it encompasses, hampered the emergence of a deeper and more intellectual relationship.

The CLC has taken few steps to take advantage of the presence of the IDRC both in Ottawa or in key regional centres, but it has followed, sometimes with less first hand knowledge than it should, the activities of the regional offices of the IDRC. IAD staff are fully aware of the IDRC involvement with COSATU through the office in Johannesburg, though there seems to have been little formal effort made for either Canadian institution to share information with the other.

Staff of the union development Funds are similarly aware of the IDRC. However, none of the Funds have made a concerted effort to discover what impact the product of IDRC research might have on their development efforts, and in part this is because of their initial focus on going through Canadian NGOs for projects. This is changing: one indicator is the attempt made by the Autoworkers to interest the Johannesburg office of the IDRC in what the union was doing in South Africa. Another, and major one, is the presence of two IDRC officials at the Steelworker-inspired meeting in Nicaragua, about which more detail is provided in Annex II.

As the development Funds attempt to deal in an increasingly direct way with Southern actors, and particularly the unions among them, it is possible to predict that researched experience of such things as income-generation at the community level will be more valuable to them. Thus the IDRC will likely be seen to have more immediate relevance to them. Certainly this is already firmly in the minds of the staff at the Steelworker's Humanity Fund, who want to see a positive response from the IDRC on their research networking proposal coming out of the Nicaragua meeting. The other dimension of knowledge-based development, using project funds to build capacity in the South to generate research information critical to the development process, will also interest them, as it does the CLC. They continue to express a desire to "globalize" in light of the restructuring going on in their sectors. But as a cautionary note, it should be kept in mind that few union staffers and leaders, outside the research departments, have as yet done much to avail themselves of the body of development knowledge easily accessible to them from the International Labour Organization, in whose success their institutions supposedly have a vested interest. **Here it is worth noting that the ILO Office in Ottawa is scheduled to close in March 1995, creating an opportunity for the IDRC, which has on-line access to ILO data banks, to offer a service to the interested unions which could accompany and enhance any partnership activity.**

### *CFL/CSN*

The CFL and CSN, both smaller and used to relying on staff able to turn to different functions, have to be regarded somewhat differently. The key actors in each do have a well-informed appreciation of the IDRC, and whilst they have not thought of ways of working with it, are interested in the prospect of doing so.

#### IV. Partnerships and Labour

Just as the IDRC is going through a period of re-thinking, faced as it is with an enhanced mandate coming out of the Rio Conference and a budgetary uncertainty coming out of official Ottawa, so too is the labour movement is having to adapt its thinking, a process which happens more easily in labour when it is not even recognized as being embarked upon. In the development field, the CLC and its major affiliates are not only trying to build a new and more predictable relationship with CIDA, they are trying to hammer out a better working relationship between themselves. As alluded to earlier, this is not an easy process, and it is not going well. In addition, each of the Funds is having to focus more on union counterparts, previously the preserve of the CLC/IAD, and thus working less with Canadian NGOs than in the past.

In late 1993, the head of the Steelworkers union addressed the Board of the union's Fund, which he chaired, in such forceful terms on this need that the staff regarded the occasion as one of "re-mandating". This comes at a time whilst the labour movement as a whole, with the CLC president in the forefront, is working harder at alliances with groups across Canadian society to advance a social agenda at home.

The recent experience of working with NGOs on the part of the affiliates' Funds could be useful to the labour movement in this regard. The leader of the National Action Committee on the Status of Women has recently joined the Board of Directors of the CAW's Social Justice Fund. It should not be assumed, however, that the Funds will move altogether away from their involvement with NGOs, in Canada or the South. The CAW is very pleased that it has the resources, of the union, not just the Fund, to assist NGOs, and its state of the art production facilities have often been used to prepare camera-ready and bulk materials for NGOs. The report so produced for a group of Atlantic NGOs, *Is Corn Subversive?*, is an example.

The CFL is witnessing a veritable hemorrhaging of members, as the recession hits deep across the country, and it appears to be putting more of its thinking into the prospects of success for its Venture Capital Fund, which might well be contemplating off-shore investing, and less into development work per se. Meanwhile, the CSN is finding it hard now to sustain the level of international development work it has maintained in the past.

### *Elements of a Strategy*

The IDRC needs to utilize partnerships to secure its objectives, and it could be argued that partnerships can assist in matters of survival when resources are scarce: money spent on an active partnership can be regarded as an investment. Solidarity is a much abused term, but it does serve as a descriptor, in these days of "cut-back", of the value in elements of a community looking out for each other through alliances of interest, and these are best fashioned through pursuit of common objectives. Partnerships can work, as long as the goals and mandates of each partner are fully understood, so that the process of partnering does not erode the mandate of a partner. Change is difficult to manage, and though erosion is sometimes easier to repair than to recognize, the repair exercise is usually very costly to an organization. Thus every effort should be made in elaborating a partnership strategy to ensure that the mechanism is subordinate to the maintenance and achievement of the mandate.

Is this possible with the labour movement?

Clearly yes, unless the IDRC is dangerously uncertain about its identity, to the point where its historical commitment to enhancing the development research capability of the South through interactive programming is seen as only one element of the identity of a development agency in transition. If the latter characterization can be applied to the IDRC, then working with labour can be exciting, and lead to short-term successes on individual projects. But, given that labour has a history of looking first to CIDA, because that is where the big money has been, the IDRC might find itself seen as an alternative, a second best alternative, to CIDA, and not just by labour.

This could come to mark the onset of greater problems for the IDRC, which cannot afford to be regarded in Ottawa as either an NGO or as a paler version of CIDA. The research commitment is what informed actors in labour see as the distinguishing characteristic.

So both the labour movement and the IDRC are in times of transition, whether externally or internally driven, and each has to be careful about how active partnership impacts on identities and capacities for survival. Both, it can be said (now that the CLC and the development Funds are focusing more on support for union counterparts and their research arms) are committed to knowledge-based development. More than that, regionalism figures in the thinking of both sides, and the presence of regional offices in the IDRC offers both a source of strength to any partnership; it suggests the outline of an approach to the question of How partnerships, if not Why.

### *Risks & Opportunities*

It would be unfortunate for the IDRC to enter casually into the search for partnerships and thus inadvertently contribute to or be hurt by the current state of uncertainty as to the relationships between the CLC, the Funds, and CIDA. On the other hand, it is clear that the prospect of increasing impacts through partnership with a body other than CIDA has appeal to the union actors, and could serve to enable these actors to work harder at resolving internal differences, though these differences are serious.

It will be some months before the CLC is aware of how far CIDA will go towards funding the creation of the Advisory Council on Labour Development which remains its goal. Moreover, this is contemplated only as an element of multi-year large-scale funding, much of which would be spent by a new organism, outside the IAD (all of which might be wishful thinking in today's climate). In the meantime, the IDRC could take a lead in the following manner, and in doing so, bring credit to itself, avoid pitfalls, and contribute both to its goals and those proclaimed by the labour movement.

The Canadian partnerships initiative of the IDRC is not without its own operational history, though the details of this are not known to the author. Presumably, it helped shape the January 1994 paper on Canadian Partnerships which was shared with SPA, and from this paper can be drawn a number of indicators, if not criteria, to help build a case for a certain type of partnership. For example, each partner making a contribution, and each partners gaining, through projects which enhance Canadian standing as well as that of the partners; effort made to overcome the generational inequalities referred to in Agenda 21; success in increasing overall funding for development research.

These are attainable, worth striving for, and worth taking some risk to achieve.

**The first step** is for the IDRC to sharpen its corporate understanding of just what approaches have been made by labour, and where these stand if any are current. It is quite clear that the major actors are the CLC on the one hand, and the Funds set up by its affiliates on the other, particularly the USWA/SHF and the CAW/SJF. The CLC is not happy with its interaction with the IDRC in Johannesburg, but it does not currently have a submission lodged with the IDRC, there or anywhere else. The SHF does have such a submission, and is only aware of informal reaction, and that not too positive, from IDRC staffers. Though on many union issues, there are huge differences between the USWA and the CAW, their Funds are working in considerable harmony, and their staffers are in close contact. Thus, successes reached by one Fund are quickly known about in the other.

It would be wrong for the IDRC to overlook this.

It would also be wrong to conclude that anything offered as a partnership project should be approved so as to avoid a negative reaction from one or more Funds or the CLC and the other trade union centrals.

**The second step** is for the IDRC to set out very simply a *Guide for Labour Partners*, showing what is covered and what is not-- programmatically and financially. The IDRC has already prepared a draft of this kind of guide. It is better that prospective partners know in advance both the modalities and the parameters. None of them are administratively weak, but nor do they have the luxury of being able to carry speculative interests very far. They do enough of this in their dealings with CIDA, and the IDRC should have in mind the value of doing better than CIDA in the conduct of partnerships.

**The third step** could be a consultative meeting with organized labour, which would run through the philosophy of partnerships--at least that element of it which relates to attaining goals in Agenda 21. It would also deal with the matters covered in the Guide, and would seek input into just how the IDRC can use its regional structures as well as its Ottawa base to make an impact on a few key areas: perhaps the meeting could unearth such "themes", but IDRC should have suggestions to make. The idea of a focus, around which the partnership exercise could take form, is an appealing one, as it concentrates activity around a mandate area, thus strengthening it, and it offers the prospect of showing value for money, a Canadian contribution.

As to themes, it is not for SPA to identify these. However, we note that given the mutual interest the unions and the IDRC appear to have in better understanding structural adjustment and its relationship to sustainable development, perhaps the regional offices should be asked whether there are specific projects within this nexus which they would like to see progress on. Bringing in labour partners could perhaps enable these project ideas to be realized.

It is neither necessary nor appropriate to restrict the partnership to being labour driven, reactive rather than proactive. Indeed, some of the labour organizations would be pleased to be invited to help solve a problem. This is something which CIDA has rarely done with them, and could constitute that very important dimension of a partnership approach which differs clearly from any offered by CIDA. While there is, in labour, always an undercurrent of not wanting government to fashion labour's agenda for it, there is also a strong feeling that labour is a key social partner and should be treated as such. This goes beyond wanting CIDA to fund whatever labour feels it has to do in the development field; it encompasses playing a role in the activities of others, as long as there is fundamental agreement as to broader goals.

Steps such as these are not difficult to take, or to manage, as long as none of the labour organizations are left feeling that exclusivities are built into the process. The IDRC cannot be seen as only willing to interact with the CLC, or with the Funds, and cannot be drawn into any conflict between these. Perhaps the safest way forward in the initial stages is to offer small partnerships to a wide range of actors, but a preferred option is for the IDRC to ensure the best possible success on a few partnerships initially, making sure that everyone knows these are demonstrators, with more action to follow should each partner in any project feel the effort was worthwhile. Picking a couple of themes in the first year would be helpful in this regard, and if this was linked to the wisdom of not turning away from the concrete project elaborated by the USWA, the whole exercise could be on a profitable footing without too much energy.

Keeping extra effort down should be paramount, given that ODA is more and more being seen as a luxury in Canada. Building on germs of success makes sense, especially if a multiplier effect can then be spoken of.

This effort should be underpinned by an ongoing focus on labour in development: the IDRC has many elements, and none of these should be allowed to ignore the potential of, and for, labour inputs or impacts. How this attuning of corporate awareness can best be managed goes beyond this current study, but the value of partnerships will be maximized to the extent that IDRC officials understand labour in development, and draw corporate attention to the way it crops up in their own work.

Further, stepping into the research information breach left by the withdrawal from Canada of the ILO after fifty years should be seriously contemplated. It would provide a role in this new exercise for the Information Services of IDRC and would help ensure that the labour partnerships were grounded in the culture of Knowledge in Deveioption, thus keeping the IDRC from the dangerous shoals of competition with CIDA. It would contribute greatly to improving the IDRC's image, at a time when image seems to be very important in Ottawa.

SPA would be pleased to work with the appropriate element of the IDRC structure to provide an on-going service of liaison, analysis, and consultation in the area of partnerships, from a monthly digest of labour activities and concerns, to periodic workshops and round tables, beginning with our playing a facilitator role at the first round table suggested above.

## **Part Two: Ethno-cultural communities and Sustainable Development**

### **I. Background**

In 1971, the government headed by Pierre Trudeau officially introduced the policy of Multiculturalism. Over time, its meaning and implications were gradually defined so that by 1988, the newly promulgated Multiculturalism Act had as its ultimate objective to promote the understanding that multiculturalism reflects the cultural and racial diversity of Canadian society and acknowledges the freedom of all members of Canadian society to preserve, enhance, and share their cultural heritage. In the election campaign of 1984, Brian Mulroney promised to create a separate Ministry of Multiculturalism, a promise which was fulfilled in 1991. These actions reflected the growth of a diverse ethno-cultural population in Canada.

In a 1992 report, the Department of Multiculturalism and Citizenship estimated that 6% of the population were "Visible Minorities", and that by the year 2001, "Visible Minorities" will comprise approximately 18% of the population. Canada is changing, both its face and its reality, as Annex IV illustrates.

Of course, Multiculturalism is not the exclusive domain of "Visible Minorities". Many groups recognize implicitly that the promotion of Multiculturalism, with its focus on respect for diversity and recognition that strength must be drawn from difference, constitutes a fundamental Canadian value. Indeed, many of the communities which relate vigorously to the policy of Multiculturalism and the changing ways in which the federal government organizes itself to promote this policy are substantial and not very visible minorities, which, indeed, give strength to umbrella bodies such as the Canadian Ethnocultural Council (CEC).

### *The CEC*

This body was founded in 1980, as a non profit, non-partisan organization bringing together the country's national ethnocultural organizations. There are 38 of these in the CEC, and, as many of them are federations, they represent over 200 ethnic organizations across Canada. All of these could be said to account for approximately 40% of the Canadian population.

Governance of the CEC is an interesting response to its make-up. A General Assembly every two years brings together three representatives from each member organization, and the Assembly elects an Executive Committee. It is the Executive Committee which is responsible for the general management of the CEC, ensuring that resolutions of the membership are carried out. A Board of Presidents, consisting of the current presidents of all the member organizations, meets every six months to review the work of the Committee, and to discuss topical issues. There is also a permanent office, but it is kept very small, and is meant to facilitate the involvement of the membership, which it appears to succeed at very well.

The basic goal is to secure the equality of rights, opportunity, and dignity for ethnocultural minorities in Canada, and to do this, the CEC has consistently called for and supported such things as the promulgation of the Canadian Multiculturalism Act, the establishment of the Department of Multiculturalism and Citizenship, and the inclusion of Section 27 in the Charter of Rights and Freedoms. It has presented briefs to Parliament and organs of government, commissioned its own research into Multiculturalism, organized conferences, workshops and other events, both for its membership and the public at large. It prepares publications ranging from annual reports and newsletters to research papers.

To this point, the CEC has avoided international issues, or involvement with similar bodies outside Canada. The current President was emphatic in disavowing interest in international networking, which brings with it too much baggage. An example used was that the CEC would do everything possible to assist efforts to integrate Croats into Canadian society, but will not be put in a situation where it has to take a stand on the situation in the former Yugoslavia.

This caution is not necessarily repeated in the "national" ethno-cultural organizations themselves, both those which are members of the CEC, and those which are not.

### *The Individual Organizations*

The project team consulted the Multiculturalism Secretariat of Heritage Canada before contacting almost all the major ethnocultural organizations in Canada (see Annex V), many of whom showed no interest in anything to do with international development.

Of the ones which did show interest, SPA has held intensive meetings, the results of which are expressed in the grids called for in the Terms of Reference. Further information is provided in Annex VI, Notes on Ethnocultural Organizations.

At this point, it is appropriate to offer a number of observations relating to the Ethnocultural portion of this study of the partnership challenge.

Assessing the ethnocultural community is a complex, and sometimes perilous, business. Some organizations are very large, and unexpectedly so given popular misconceptions about the numbers of immigrants to Canada from the ethnic group concerned. Others are almost home-based, their operation basically akin to that of a cottage-industry. These are often very amateurish, boasting no network to lobby or implement. It is important to differentiate between ethnocultural organizations on the basis of needs and capabilities.

Indeed, how large and established these groups are appears to matter both in terms of their interest in looking outward, and their potential for partnership activities. The relationship is not altogether what might be expected, though it does remind us of the reluctance of the CEC to get "involved": the younger the groups are, the poorer they are, the more interested they seem to be in international development, particularly in the field of humanitarian assistance. However, these are the groups which are less capable of delivering projects, or even playing a co-ordinating role because of a lack of institutional capability and resources.

Thus, though rarely was a group or organization indifferent, or for example, unwilling to communicate with their members on international development matters, these less established ones, though keen, would want to be paid for dissemination of outside materials. It is both an instinct for survival and a desire to expand operations, not greed, that drives this imperative.

Of the older and more established organizations, some are related to the existence of a Canada-Origin country Business Council, and these are more outward looking, though they seem to be less interested in humanitarian assistance or sustainable development in the sense of Agenda 21.

Almost all of the organizations contacted by SPA have been asked, at one time or another to participate in trade fairs/shows by the department of Foreign Affairs in the very recent past. More significantly, with only two exceptions, each recounts having been contacted by ISTC or International Trade to discuss how their organization or affiliates' networks/skills could be mobilized to support Canada's international competitiveness. Clearly, the IDRC is not alone in its desire to tap into this resource.

Several of these organizations do work in close liaison with the embassy of the country of origin, or with Canadian officials concerned with it. Whilst this does provide a particular insight, some care has to be into evaluating the prospective costs and benefits of such close association. One point to be considered is that such associations could generate too many proposals, rather than too few.

In other cases, the situation in the homeland effectively precluded assistance (Afghanistan), or made the Canadian organization unwilling to participate other than through human rights actions (Vietnam).

Of course, political change is now frequent at the international level, and we could not help noticing the enthusiasm of Eastern European groups to find new ways to help develop their "homelands".

Finally, some organizations are headquarters-oriented, and others clearly membership organizations. Neither constitutes a second-best solution, but the difference between them would call for a difference in approach from the IDRC. Also, we noted that those organizations based in Ottawa appeared to be more science-oriented or sensitive, whilst those elsewhere could be characterized as being more business-oriented. Again, fundamental differences of tactics and approach might be in order.

## **II. Awareness and the missing paradigm**

Most of the organizations contacted by SPA were only too well aware that they knew too little about the make up of the human resources available to them through their membership. **Many made the point that a precursor to any worthwhile involvement with outside bodies interested in partnerships on development or any other "new" area of activity should be some form of inventory of professional skills.**

It should come as little surprise, therefore, that few of the organizations had any real understanding of the character and mandate of the IDRC, though some key actors had indeed heard of the organization. It was interesting to note that in no instance did any representative of an organization observe that the IDRC was part of CIDA, and in a few instances, CIDA was mentioned negatively, as not being open to the ethnocultural community. This was true at the level of the CEC as well as in some of the organizations closer to the base.

What was also true was the lack of any sustained commitment to international development, not to mention knowledge-based sustainable development, on the part of what we call Ethnocultural Canada, though there are a few exceptions, which are identified in the Notes on Organizations. There are also signs of a willingness, if much care and attention was forthcoming, not to mention substantial funding, to get involved in what we think will be a growth area in future years.

That future may be closer than it could be tempting to conclude, and this was borne out in our discussions with the CEC.

### **III. Partnerships and Ethnoculturalism**

In February, 1995, the CEC will host a major conference, involving all of its member organizations, which as pointed out earlier, "represent" some 40% of the Canadian population. The working title of the conference is "Dialogue on the Economy", and its primary objective is to examine the economic, commercial, and industrial skills possessed by the CEC at large. One intended outcome is the establishment of some sort of tracking device to determine the professional skills to be found in the CEC organizations' memberships. This is, of course, a massive undertaking, and one which could prove to be too ambitious. Other goals, concrete plans for advancement and issue briefs for use at the community level, are more achievable, we suspect, but still suggesting that the CEC will need some help in pulling the event off.

Preparatory work is underway, and the topics for research papers are being discussed by the CEC leadership. The plan is for such papers to be submitted prior to the conference as well as delivered there, and for the topics to include the linkage between domestic economic development and international development, in short, economic globalization.

**The CEC conference appears to be an ideal opportunity for the IDRC to become well known to the ethnocultural community for its internationally renowned strengths.** It would be meeting its mandated objectives by helping the CEC to realize the goal of a conference which is not only somewhat beyond their usual accomplishments but also represents a significant departure, whether or not it is seen as such, from the CEC's avowed distance from international issues. And it is very unlikely that CIDA will figure in the event, given the negative attitude toward the Agency expressed by the CEC in discussion with SPA.

Even if no concrete partnership on projects arose from such activity, the IDRC would be better off for having assisted the CEC. **It is quite likely that one outcome would be CEC interest in a round table with the IDRC after their own conference to learn more about how the IDRC sees the world and its developmental needs.** This is a step we urge the IDRC to take in the near future, and SPA is willing to assist .

One other step presents itself which we feel the IDRC could contemplate with profit at this time. It is a step which makes sense only if the IDRC is open to working in or in connection with Eastern Europe.

Our discussions with the well-established Estonian Central Council, which represents a community of some 20,000 Canadians, involved a thorough treatment of the Council's desire to be involved with sustainable development in Estonia, beginning with the question of a major environmental clean-up.

SPA has a number of clients, and one of them , the Federal Environmental Review Office, is now developing a proposal with the Estonian authorities for a workshop designed to build an institutional capacity to undertake effective environmental assessment. This will hopefully be followed by other relevant initiatives relating to enhancing clean-up and remediation. The Estonian Central Council will apparently be involved in this initiative.

We believe that the IDRC, with its research and knowledge-based development focus, has much to offer in making this endeavour a successful one. To the extent that the Estonian themselves noted that Latvia and Lithuania share many common problems in the environmental field, a potential multiplier-effect exists for any skills or approaches which are developed in this area. We thus recommend that thought be given to seeking a role in what could become a concerted approach involving not only a government agency and private consultants, but an ethnocultural organization, the Estonian Central Council.

It is clear to us that the IDRC should tread carefully in dealing with the ethnocultural world in Canada, but there are tangible benefits that could result from doing so, and ways of proceeding in the absence of serious risk. We hope to have pointed to two of these.

## **Part Three: CONCLUSION**

### **The partnership challenge answered**

SPA has not been privileged to examine the record of partnerships already entered into by the IDRC, but our project team has discovered that in those few instances where the IDRC is known, its reputation is generally positive. Significantly, no contact we approached expressed unwillingness to learn more about the IDRC, and some showed enthusiasm at the thought of working with the IDRC on matters of mutual interest.

Primarily in organized labour, but also in the ethnocultural community, there are actors and institutions which would welcome a relationship with the IDRC based on the philosophy of partnership. We have identified key individuals in an Annex VII to this report. That is not to say that the IDRC should simply ask these actors for a listing of ideas which could be concretized under some form of partnership agreement.

In the Labour area, we think it best to both respond to current ideas to the extent possible, and host a roundtable on labour and knowledge-based development as spelled out earlier in this report. With respect to the Ethnocultural area, our best advice is to offer assistance to the CEC's forthcoming conference, and be open to working with one community, the Estonians, as a pilot.

We should emphasize, however, that much can be gained by not viewing these two areas as totally distinct from one another. We have seen how some of the labour bodies feel the need to draw on multiculturalism in their own ranks to strengthen the quality of their project work, and we can see that when ethnocultural bodies attempt to understand the global economy, it will profit them to be familiar with labour's perspectives on such matters.

Here, then, we have to express the hope that the IDRC, in acting on this report, will search for ways to encourage the breakdown of any solitudes: in a workshop on labour and knowledge-based development, invite the CEC representative responsible for drawing up the conference on the global economy. In assisting the CEC through making available current research, introduce a labour dimension.

In all of this, call on SPA, which shares a commitment to sustainable development which offers both North and South, and all points in between, peace, security, and economic and social justice.

## **ANNEX 1**

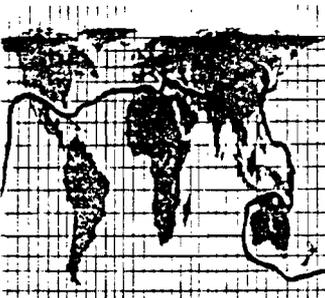
Annex 1

**Major Public Funds Received by CLC/IAD, 1992-93**  
**(C \$ 000s)**

	<u>1992-93</u>
<b>CIDA General Program</b>	<b>580.0</b>
<b>CIDA South Africa</b>	<b>774.0</b>
<b>CIDA Development Education</b>	<b>265.0</b>
<b>DFA Eastern/Central Europe</b>	<b>200.0</b>
<b>Total</b>	<b>1949.0</b>

**Source: CLC/CIDA files, 1993**

## **ANNEX 2**



ANNEX 2

# Steelworkers Humanity Fund Fonds Humanitaire des Métallos

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BASIC DOCUMENT  
RESEARCH PROPOSAL  
April 1994

## FACING STRUCTURAL ADJUSTMENT: RESPONSES AND STRATEGIES OF POPULAR ORGANIZATIONS

### 1. BACKGROUND: SCOPE, ASSUMPTIONS AND HISTORY

"Facing Structural Adjustment: Responses and Strategies of Popular Organizations" is a research proposal that has emerged out of discussions by the Steelworker Humanity Fund staff with counterparts in Latin America and Africa over the past year about global trends in structural adjustment programmes. One of the areas where new knowledge is urgently needed is in the area of popular organization responses and strategies in the face of economic restructuring. What resources do popular organizations draw on to cope with the impact of these massive macro-economic changes? What sorts of learning systems come into play as social organizations like cooperatives, unions, women's groups and civic movements devise survival strategies? How do information and strategies get shared from one group or community to another? How are these responses and strategies of popular organizations in the south fed into southern government socio-economic development planning and northern development cooperation planning in order to shape sounder development policies and use social and economic resources more effectively? What weight do these responses and strategies of popular organizations take on in political terms? Is there a social unrest threshold or violence threshold that could or should enter into policy calculations?

The Steelworkers Humanity Fund has undertaken to bring together a group of African and Latin American and Canadian researchers linked to the popular movements in their respective countries to elaborate a proposal for a joint research programme to be carried out over the next three years. It is a collaborative project. In the two preliminary meetings that have taken place in Lima, Peru in June 1993 and Managua, Nicaragua in April 1994, the following presuppositions have emerged:

. that the studies will be carried out within a participatory research framework which will serve to develop the capacity of people and organizations in civil society to analyze

and strategize as they face global restructuring processes, thus becoming more effective social actors in voicing their own issues and demands

- . that the studies will be carried out by a mixture of trade unions and community groups, sharing a common concern to explore cross-sectoral alliances

- .that the studies will strengthen social organizations to be more effective in voicing their own demands and accessing economic and social resources nationally and internationally;

- . that the studies will be designed to increase our understanding of how knowledge is created and transmitted at the micro-macro nexus. i.e. the point where global economic policies shape the conditions of social existence in home, workplace and community

- . that the studies will be done predominantly by southern researchers, some of whom are on the staff of the southern partners NGOs, others of whom would be selected by them and the communities/organizations with whom they are working;

- . that the investigations will be carried out within an adequate enough time frame and budget frame to allow for sustained contact with the community and ongoing support for action programmes emerging from the investigation.

- . that capacity-building will be a major feature of the project, strengthening each organization's capacity to carry out research

- . that efforts will be made towards defining a common research methodology and common themes and issues within the diverse social locations of the projects

- . that a strong communications, coordination and knowledge generation mechanism will be built into the project that will both enhance the individual projects but also build a common forum for dialogue on issues of mutual interest and promote joint strategies for action and mechanisms to share results with other organizations and networks

- . that the results of the research be analyzed and written up multiple formats including a popular format for other base-level social organizations, an NGO format with full description of process and results for other NGOs and community groups wishing to use participatory research as a tool, and in a policy format for those engaged in planning for sustainable and equitable development

## **2. RESEARCH FOCUS**

As we enter the second decade of structural adjustment programmes that there is a huge amount about these programmes that remains unknown. There is now a massive amount of documentation about the impact of shock treatments measured by macro economic indicators. There are also social impact studies that look at the effects on a series of social dimensions, from basic food baskets to health, education and welfare services. Indeed the alarming statistics about the social impact of structural adjustment has led to a rediscovery of the centrality of the human element and

the necessity to look at social dimensions not as an add-on but as an integral part of any structural adjustment programme. The orthodox Economic Recovery Programmes of the 1980s have given way to Economic and Social Recovery Programmes in the 1990s.

There is a real dearth of knowledge, however, about what happens to the social organization in rural villages, workplaces and urban neighbourhoods in the midst of a structural adjustment exercises. What social and cultural resources do communities draw on to contend with the impact of structural adjustment measures? What impact do structural adjustment programmes have on different social groups within a given community? Are they consolidated or disaggregated? How do SAPs play out vis a vis the social relations of class, race/ethnicity and gender? How is micro-enterprise actually organized. Can informal/small scale enterprise be strategic rather than just survival and how can it be more effectively supported? How should organized labour relate to it? How do the schemes and scams for family survival affect the social fabric and the quest for human dignity? How do they affect social organizations and the strategies open to them? How can violence - family and community - be dealt with?

There is also very little documentation on responses, looking at the kinds of survival schemes and alternative social organizations invented by families and communities to contend with the deteriorating wage-price index and breakdown of public services that structural adjustment exercises entail. How are organizations coping with the new roles expected of them in the midst of economic adjustment programmes? How do NGOs respond to new demands for social service provision? How do unions respond to their own unemployed members?

As Rina Campos from Nicaragua succinctly put it in Lima:

There is a lot of research already, including many studies with a macro-economic focus and others with social indicators. There is very little research done with social actors, however, in ways that propose actions and alternatives.

Yet many of the community level solutions contain the seeds of alternatives, with long-term viability for more community controlled initiatives and institutions, more local level decision making and more participatory forms of democracy. All of these have the potential for opening more spaces for horizontal rather than vertical forms of governance and for building strong civil societies.

### 3. OBJECTIVES

#### 3.1 GENERAL OBJECTIVES

To understand the strategies of survival, resistance and action of popular organizations facing global economic restructuring and strengthen their capacity to move from individual responses to collective action and new forums to present policy alternatives.

### 3.2 SPECIFIC OBJECTIVES

1. To develop institutional capacity to carry out participatory research to analyze how NGOs and popular organizations respond to global economic restructuring and their strategies for survival and action.

2. to identify features of popular organizations that enable or inhibit effective responses to economic restructuring and the potential for linkages and alliances to strengthen these organizations.

3. To build capacity and strategies to formulate alternative policies and engage in policy forums and debate.

4. Through networking, to analyze how local experiences can inform a global strategy for civil society and how ongoing networking can be sustained.

## 4. RESEARCH METHODOLOGY

### 4.1 Case Studies

The researchers and organizations who have been involved in the initial discussions and planning of the research projects include:

#### PERU

YUNTA is an NGO promoting social communication among women in the neighbourhood movement in Lima, particularly in the community kitchen network. YUNTA main work in recent years has been with a group of women reporters from the neighbourhood movement in putting out a publication called "Vecino." This publication served as a tool for women to capture, valorize and transmit their experiences in managing survival in Lima shanty towns. YUNTA proposes to look at changing women's leadership roles in the community kitchen movement over the past several years.

#### NICARAGUA

CENZONTLE is an NGO which has used participatory research in its work from the outset, exploring with a variety of community groups, urban and rural, the questions of democratic participation. It has done pioneering work in Nicaragua in making gender a central category in its analysis and practice.

CENZONTLE proposes to do participatory research project in both urban and rural settings, working with a civic organization in Camilo Ortega Barrio in Managua and with an agricultural cooperative in Esteli.

#### BOLIVIA

CER-DET and CDR are regional planning NGOs staffed by multi-disciplinary groups of professionals including epidemiologists, popular educations, lawyers and economists. The regional centres work closely with popular organizations such as unions, civic groups and native people's groups on research, education and action programme.

They propose to work with miners in the Potosi and Tarija areas faced with privatization of the mining industry and massive layoffs.

#### SOUTH AFRICA - ILRIG

ILRIG (International Labour Research and Information Group) is an NGO which has focussed on the international labour movement and making international labour experiences accessible to the labour movement in South Africa. Much of their research is carried out for the purposes of articles in labour journals and longer ILRIG publications on particular themes. This research project, investigating the responses of public sector unions in the face of privatization policies globally, marks a new departure.

ILRIG proposes to work with the South Africa Railway and Harbour Workers Union on questions of economic restructuring and privatization.

#### ZIMBABWE

ZCTU is a national trade union federation in Zimbabwe. ZCTU has already advanced on the first phase of a participatory research project on structural adjustment in Zimbabwe in tandem with several other trade unions in South Africa. This included training a group of shop stewards in a textile mill as worker-researchers and, through this research team, investigating popular understandings and responses and action strategies of textile union workers.

ZCTU now proposes to look at how trade unions respond to new demands from their members, including non-economic demands such as housing. It will explore the potential of engaging with other social organizations around creating a national housing forum in which labour will play a key role.

#### MOZAMBIQUE

UGCAN is the apex body of an agricultural cooperative movement in Nampula province of Mozambique. UGCAN did a participatory research project in 1989, exploring members needs and levels of participation in the cooperatives.

UGCAN proposes to do a second participatory research project looking at changing member demands for agricultural services, health and education.

#### CANADA

USWA is a major private sector union in Canada with members in a diversity of work places. It has experienced massive plant closures and lay-offs as a consequence of recent global economic restructuring. This has placed many new stresses and demands on the union.

USWA proposes to do a participatory research project looking at changing union responses and strategies, working closely with an area council that groups several local unions together in a geographic area and with other levels of leadership throughout the organization.

#### CANADA

West End Community Ventures is a community organization tackling local community needs through a diversity of strategies from job re-training programmes to welfare support groups to alternative trading ventures.

West End Community Ventures proposes to do a participatory research project looking at current community responses to economic restructuring.

### **4.2 Researcher-Community Relationship**

One of the fundamental characteristics of the project is that the researchers are based in NGOs rather than academic settings and see the research as a tool for strengthening the capacity of local communities to respond to the social change that current economic policies are bringing about.

They bring to the research a concern about the power relations of researchers to local communities. Attention needs to be paid so that the investigation is not done (or perceived to be done) in a way that has northern NGOs taking information and knowledge away from the south for their own purposes, or southern NGOs taking information and knowledge away from grassroots communities for their own purposes.

There is a concern for academic rigour in the research design and methodology. At the same time, there is a conviction that there is a way to approach research using some mixture of participatory, qualitative and ethnographic research techniques that can strengthen local community groups and enhance their capacity to build and defend democratic and participatory spaces.

### **4.3 Characteristics of Participatory Research**

The studies will be done using a participatory action research methodology. We have been struck by the fact that many of the southern NGOs with whom we collaborate are seeking more effective ways of approaching local communities. Many of them see some form of participatory action research or community diagnostic as a fundamental tool in the interface between NGO and people's organization.

The characteristics of participatory research defined by the researchers who met in Lima in June 1993 included:

1. Control and participation of popular organizations in all phases of the project
2. Based on a relationship of trust and commitment to a particular community/popular sector.
3. Focuses on strategies and responses of social organizations such as unions, cooperatives and civic movements rather than on individuals or households.
4. Strengthens leadership/base relationship and effectiveness of popular organizations.
5. Respects the knowledge of the local community, valorizing the significance given by local organizations to economic policy measures and their way of making sense of structural adjustment.
6. Pays attention to power relations and conflictive social relations, including perceptions of who stands to gain and who stands to lose.
7. Pays attention to how structural adjustment policies impact differently according to social relations of class, gender, race and location.
8. Promotes alternatives and action
9. Avoids using popular organizations to generate knowledge that is then taken from them for the benefit of others.
10. Ensures that ownership of the new knowledge created is located primarily in the hands of the local community.

Participatory research contributes organizationally to the community, and creates a process through which planning can be grounded in issues as perceived by and owned by the local community. At the same time it creates new knowledge, making visible, both to the community itself and to others, the cultural and social and economic resources drawn on by the local community in surviving and/or solving day to day problems.

Central to these concerns is the need to shift away from a model of top-down servicing of the poor by state and service organizations/NGOs to a model that, in fact, contributes to the social organization of the poor. People's organizations need strengthening to speak with their own voices, legitimize their own knowledge and access community and national resources on their own terms.

## **5. A LEARNING NETWORK**

Each study is an individual research project with integrity in its own right. Each organization also faces a common process of global economic restructuring from which broader lessons can be drawn. Exploration of the micro-macro nexus is an important component of the project, searching for ways to understand the relationship between the processes of globalization and their structuring of openings and closures at family, community and workplace level.

A central feature of the project is a strong component of networking and analysis at regional and global levels. This includes regional workshops, more effective use of electronic communication, organizational exchanges, interaction with other organizations and networks and global strategy sessions.

## **6. Steelworkers Humanity Fund**

The Steelworkers Humanity Fund is a labour development fund which has existed since 1985. As a constituency based NGO, it has worked from the outset to develop strong partnerships between its own members in Canadian trade unions and labour and community partners in the south. It has also been committed to policy and advocacy as an important dimension of its work from the outset.

SHF has supported policy research undertaken by southern NGOs and has ongoing partnership relations with seven of the eight organizations involved in the research network. SHF staff members have experience in research. Judith Marshall, the coordinator of education and linkage programmes in the Humanity Fund, did her doctoral research on workplace literacy programmes in Mozambique and has more recently coordinated a participatory research project for COCAMO with agricultural cooperatives in northern Mozambique and a study commissioned by the North-South Institute for CIDA on the social impact of structural adjustment in Mozambique.

The organizations participating in the research network have requested the Steelworkers Humanity Fund to play an active role in the mechanisms for communications, coordination and generation of knowledge.

## 7. DIFFICULTIES ANTICIPATED/RISKS

There are strong risks built into the project. Finding ways for popular organizations to explore the macro-micro nexus is formidably challenging, both conceptually and politically. While there is a common sense awareness that we are all living the effects of a global economic restructuring agenda, finding the tools to understand and share its workings and how it shapes social behaviour and possibilities in family, community and workplace will not be easy.

The challenge of bringing together a wide variety of popular organizations from three continents working in two languages is also strong.

There is a risk that without effective mechanisms for communications and coordination and a strong commitment between the groups participating, the project will become simply eight separate projects. Enhancing the communications and coordination mechanism, however, runs the risk of overshadowing the individual studies and making one person or group of persons in the coordinating mechanism the focal point of the project and the depository of information and the new knowledge generated.

## 8. EXPECTED OUTCOMES

The expected outcomes, both short-term and long-term, are as follows:

1. Strengthened capacity of grassroots social organizations to understand the interrelation between global economic policies and local experiences and how this affects their ability to meet members needs and build strong civil societies.
2. Enhanced capacity of grassroots organizations to undertake research and to see themselves as learning organizations, able to understand and respond to change.
3. Creation of networks and inter-sectoral alliances locally, regionally and globally which will contribute to more effective analysis and action by groups in civil society.
4. Production of social communication materials (popular texts, photo exhibits, videos, etc.) based on community studies that make grassroots experiences sharable nationally, regionally and even internationally.
5. Production of studies in a more academic format which can document responses to structural adjustment policies on local communities, thereby contributing to policy dialogue and debate nationally, regionally and globally.

6. Enhanced capacity to contribute to policy formulation for effective development programming both with southern governments and with northern development agencies.

**9. Coordination, Communication and Knowledge Generation activities carried out over a two year period.**

**General Objective**

To create a mechanism of communication and coordination for a network of eight NGOs and popular organizations in Africa, Latin America and Canada in order to build a process of research, debate and common action on popular responses to global economic restructuring.

**Specific Objectives:**

To strengthen the capacity of network members to use participatory research methods and to deepen their understanding of how these methods contribute to the generation of knowledge on social responses to economic restructuring.

To promote an active process of communications within the network through strengthening of information systems (E-mail and micro-isis), exchange visits, regional and international events and meetings and translation services.

To promote an ongoing process of knowledge generation among the participants of the eight projects through critical reflection on key issues, both theoretical and technical, grounded in the lessons and constraints encountered in the individual research projects.

To promote communication and sharing of the new knowledge generated on popular responses and strategies with other institutions, networks and forums through publications, participation in conferences and forums, etc.

To build institutional capacity through a process of reflection on how organizations themselves learn to cope with change.

**Activities**

**1. Knowledge generation**

Capacity building through a support mechanism to strengthening the ability of the eight organizations in the network to carry out participatory research activities. This will include

- . provision of bibliography
- . providing technical assistance on all phases of the research process (research methodology, analysis of results, dissemination of results etc.)

. elaboration of discussion documents on research problems and research results  
 . analysis of common themes coming out of the research process, The themes anticipated included participatory research methodology, gender, power relations, environment, NGO-state-civil society relations, global economic system, etc.  
 (Throughout the two years of project through a part-time position)

## 2. E-mail and micro-isis training

Capacity building through hands on training for network members to communicate through an E-mail conference and use micro-isis in their research activities. This could be carried out through short-term consultancies within the different regions should be explored.

(Early in year 1)

## 3. Regional workshops

Each region should explore to the maximum its capacity to set up mutual support systems, building on other regional events and, where necessary, drawing on the central budget. ZCTU has already offered to play an active role in drawing ILRIG and UGCAN into ongoing activities in the southern Africa region.

(As appropriate)

## 4. Exchange visits

Exchange visits between those involved in the research projects, including people from the local unions and community organizations involved in the region should be promoted. (It may be possible to use other Steelworker Humanity Fund budget lines for linkage visits to expand this area of activity.)

## 5. International meeting

An international meeting should be held after completion of the research projects. This will provide opportunity for a full analysis of results and for mapping out a programme of joint activities during year two to share the new knowledge generated about popular organizational response to global economic restructuring

## 6. Forums for Discussion, Reflection and Joint Action

As key issues are identified through the research process, participating organizations will form cluster around specific problems of common interest on which they will exchange information and strategies and build alliances and common actions. Key issues will include such questions as micro-enterprise, alternative trading organizations, worker responses to privatization, etc. Engaging in development policy dialogue with northern NGOs and GOs is also anticipated.

## 7. Translation

The working languages of the network will be English and Spanish. The network members will need to build up some capacity for translation of documents, sending documents with summaries in a second language wherever possible. Some translation funds will need to be put into the central budget.

### Network Structure

Active and direct communications amongst the network members is to be encouraged, using electronic mail wherever possible. Budgets in individual project should include a communications budget for network activity.

Each region will identify one group to play a coordinating role within the region and interact with the over-all coordination structure.

The over-all coordination mechanism will include the education and linkage office of the Steelworkers Humanity Fund and part-time and short-term appointments as needed. Those immediately identified include a part-time staff person over the two years supporting the capacity building around participatory research and knowledge creation and short-term appointments on e-mail and micro-isis.

### 10. ACTION PLAN

June 1993	I International Consultation and Planning Meeting, Lima, Peru
July/93 -	Feed-back from Humanity Fund on Lima proposals Elaboration of basic document Contacts with other funders
April 1994	Methodology Workshop, Managua, Nicaragua
April/94- September/94	Finalization of proposals to IDRC
Oct/94 - Sept/95	Round of research/education/action studies
April/May 95	Regional workshops
January 1994	Global Workshop to analyze results, plan communications strategies and action plans
1995	Continuation of research projects Promotion of further forums on common themes such as alternative trade, micro-industry, new forms of

worker ownership etc.

Programme Budget	Year 1	Year 2
Staffing (part-time & short-term)	\$30,000	\$ 30,000
Staff Communications	7,000	5,000
Staff travel to regions	\$ 4,000	4,000
E-mail and micro-isis training	4,000	
Regional admin and programme		
Africa (ZCTU)	\$10,000	10,000
L. America (Cenzontle)	\$10,000	10,000
Exchange visits	\$ 8,000	5,000
International meeting		\$ 45,000
Forums for Discussion/action		\$ 10,000
Translation	\$ 6,000	\$ 10,000
Sub-total	79,000	129,000
Administration (10 %)	8,000	13,000
TOTAL	\$ 87,000	\$142,000

## Sources of Funding:

IDRC

Steelworkers Humanity Fund

Cash \$45,000  
 In kind Staff time  
 Exchange visits

## ANNEX 3

**CAW - SOCIAL JUSTICE FUND****FONDS DE JUSTICE SOCIALE DES TCA****CURRENT PROJECTS, BY COUNTRY**

<b>COUNTRY</b>	<b>PROGRAM THEME/FOCUS</b>	<b>No. OF PROJECTS</b>
El Salvador	Re-populated communities	5
Guatemala	Refugee return, maquilas	3
Nicaragua	Fishery reconstruction	1
Mexico	Women	2
Peru	Fishery reconstruction	1
South Africa	Civics, violence against women, Natal Crisis, workers' health and safety	4
Mozambique	Workers' health and safety	1
Somalia	Humanitarian assistance	2
Africa - regional	Violence against women, video production	2
Middle East	Palestinian refugees, workers' rights	4
Former Yugoslavia	Internally displaced, counselling	2

## SJF UNITS AS AT MAY 1994

Unit	Local	# of Workers	Comments	Effective
Ford of Canada	Master	11,214	-	October 1, 1990
General Motors of Canada	Master	29,143	-	October 1, 1990
Chrysler Canada	Master	11,299	-	October 1, 1990
Navistar	127/35	1,363	-	Nov. 1, 1990
Northern Telecom	Master	4,453	Increased to 2¢ February 1994	February 1, 1991
Nissan Canada	432	25	-	Nov. 6, 1992
Boeing Canada	2169	1,056	-	July 9, 1993
Green Shield	240	101	\$ 1,000 lump sum	March 1, 1993
B.C. Rail	102	225	½ ¢	
Fiat	144	35	-	February 1, 1995
Pinkerton's Security	Master	229	-	Nov. 15, 1994
Molson's Breweries	306	400	-	March 9, 1994
New Flyer Industries	3003	448	½ ¢	October 1, 1995
Rockwell	1941	363		June 3, 1994
Novabus	187	419	Lump sum	
Atlas Steel	275	700		April 20, 1994
<b>TOTAL</b>		<b>61,473</b>		

## **ANNEX 4**

# FACTS AND FIGURES ABOUT OUR DIVERSITY

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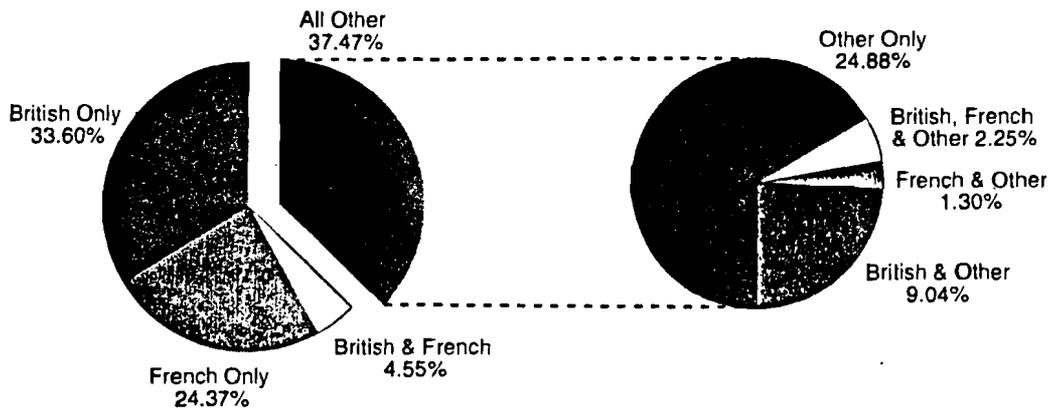
**C**anada is a multicultural country.

- In 1986,
  - 8.4 million Canadians reported only British ethnic origins, 6.1 million reported only French ethnic origins, and 1.2 million reported both British and French ethnic origins;

## ETHNIC ORIGINS, CANADA, 1986

Total Population 25,022,005

9,377,015



Prepared by: Policy & Research,  
Multiculturalism  
Based on: 1986 Census of Canada.

# FACTS AND FIGURES ABOUT OUR DIVERSITY

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**A**lmost four million Canadians were not born in Canada.

- Since 1951, people not born in Canada have made up about 15 per cent of the population.
- Countries of origin for Canadian immigrants have changed a lot in the last 30 years.
- In the 1960's, more than four out of five immigrants came from Europe (including Great Britain), the United States, Australia and New Zealand.
- By the 1980's, only one out of three immigrants came from these countries; two out of three came from Africa, Asia, and the Caribbean, and Latin, Central, and South America.
- Eighty-seven per cent of immigrants to Canada become citizens within 10 years.

# FACTS AND FIGURES ABOUT OUR DIVERSITY

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- Many Canadians reported coming from ethnic origins other than British or French. At least 11 of these ethnic groups each included more than 250,000 Canadians.
- Three visible minority groups are represented in the top 15 most frequently reported ethnic origins.
- More than two million Canadians speak languages other than English or French at home.

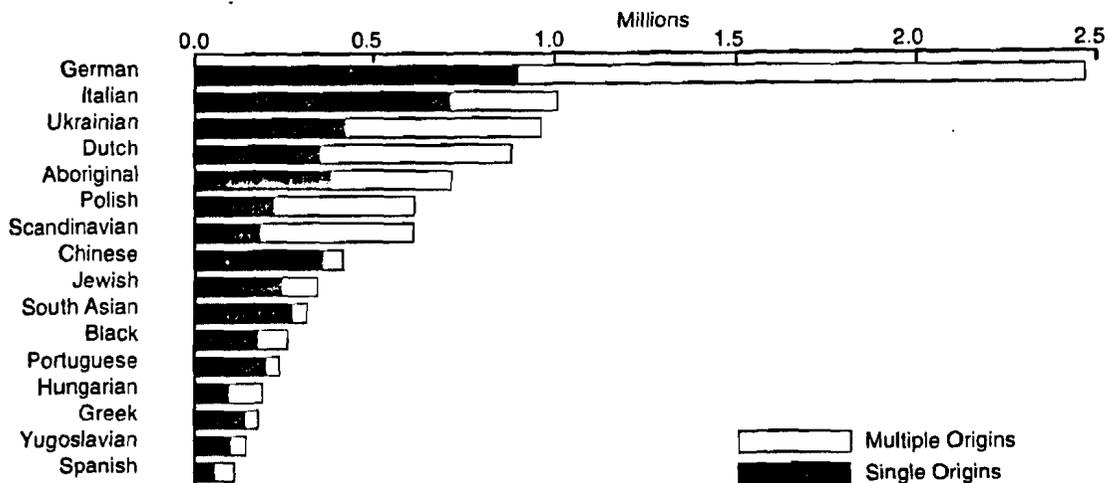
**T**he provinces and territories have different mixes of ethnic origins.

- In 1986,
  - German was the most frequently reported ethnic origin other than British or French in all regions except Québec; and
  - Italian was the most frequently reported ethnic origin other than British or French in Québec — it ranked second in Ontario.
- In every province and territory west of Ontario, the majority of the population has origins other than British or French.
- Only in Québec and the Atlantic region does one ethnic group account for the majority of the population.

# FACTS AND FIGURES ABOUT OUR DIVERSITY

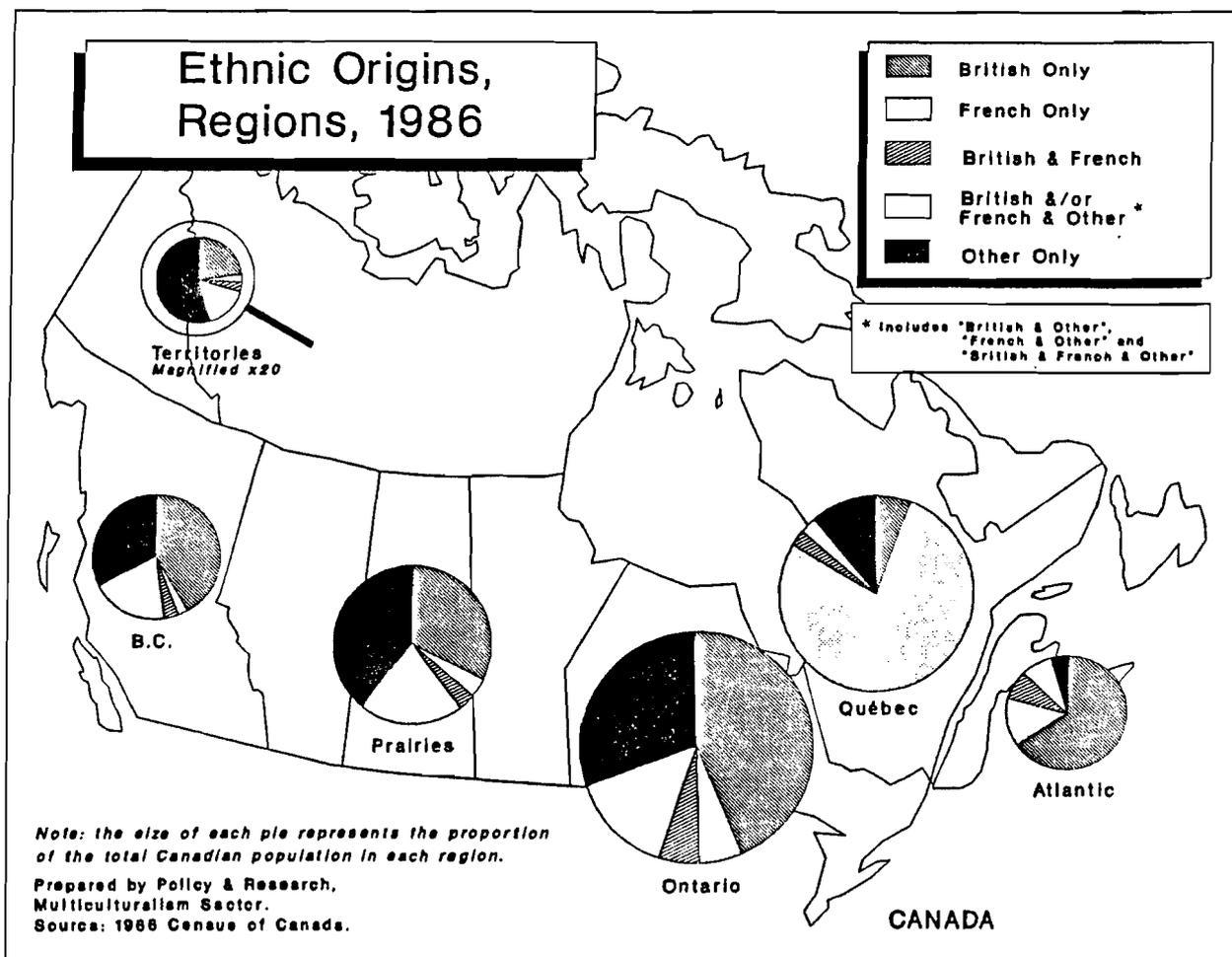
- almost 9.4 million Canadians reported at least one ethnic origin other than British or French;
  - more than six million Canadians reported only origins that were neither British nor French; and
  - after British and French, German was the most frequently reported ethnic origin in Canada. Italian, Ukrainian, Dutch, and Aboriginal origins followed, in that order.
- In the last census, 1.9 million people in Toronto (56 per cent of the population) reported at least one origin other than British or French. In Vancouver this figure is 55 per cent and in Montréal it is 25 per cent.

## MOST FREQUENTLY REPORTED ETHNIC ORIGINS OTHER THAN BRITISH OR FRENCH, CANADA, 1986



Prepared by: Policy & Research,  
Multiculturalism.  
Based on: 1986 Census of Canada.

# FACTS AND FIGURES ABOUT OUR DIVERSITY



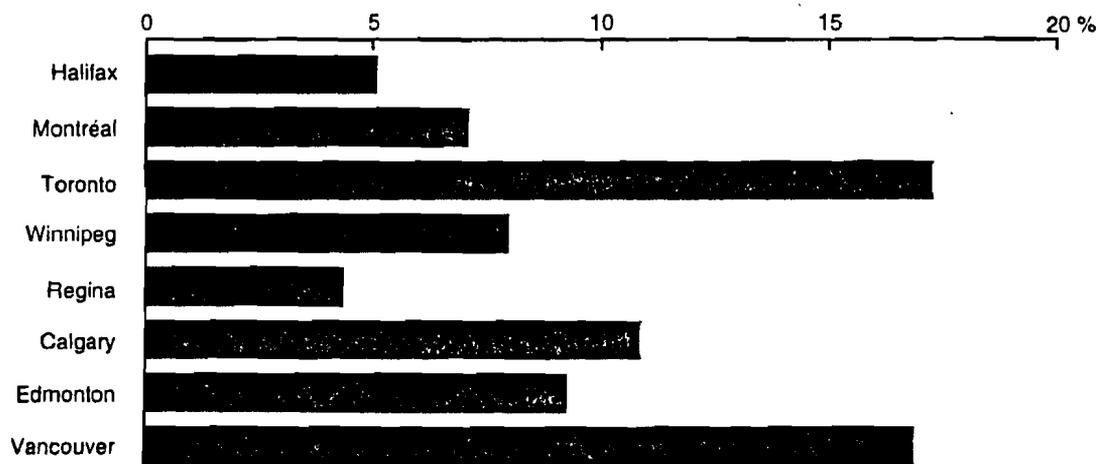
# FACTS AND FIGURES ABOUT OUR DIVERSITY

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**M**any Canadians are members of visible minority groups.

- In 1986, 6.3 per cent of the Canadian population — or 1.6 million people — were visible minorities.
- Visible minority Canadians make up a large part of the people in our cities — more than 17 per cent in Toronto and Vancouver, about 10 per cent in Calgary and Edmonton, and 7 per cent in Montréal.

## VISIBLE MINORITY POPULATION AS A % OF MAJOR URBAN POPULATIONS, 1986



## **ANNEX 5**

**IDRC MEETINGS  
Organizational Chart**

Name	Organization	Meeting Date/Time	City	Fax Sent (Y/N)	Package Sent (Y/N)	Confirmed (Y/N)
Mr. Simeon Cox	National Council of Barbadian Associations in Canada	1	Ottawa	Y	Y	N
Dr. Raisa Zuk-Hryskievic	Belarusan Coordinating Committee	2	Barrie	Do not have number	Y	N
Mr. Jihad Iweiwi	Canadian Arab Federation	Tuesday July 19th 12:00	Toronto - 5298 Dundas Street West	Y	Y	N (If Jihad does not call by 4, speak to Randa to confirm)
Mr. Felix Mora	Canadian Hispanic Congress			N	N	
Dr. Alan Li (asst. is John Pang)	Chinese Canadian National Council*		Toronto	Y	Y	
Mr. Kofi Ohene-Asante	National Council of Ghanaian Canadians		Ottawa	Y	Y	
Mr. Lass Leivat	Estonian Central Council in Canada	Monday July 18th 1:00 pm	Toronto - 958 Broadview Avenue	Y	Y	Y
Mr. Ahmad Shah Durrani	Council of Afghan Association in Canada	Tuesday July 19th 10:00 am	Toronto - #6, 29 Pemican Court <sup>3</sup>	Y	Y	Y
Ms. Maud Pierre-Pierre	Conseil national des citoyens et citoyennes d'origine haitienne		Montreal	Y	Y	
Mr. Sivantha Chhim	Federation des association cambodgiennes au Canada		Montreal	Y	Y	
Dr. Khanlay Mounivongs	Fédération des associations Lao du Canada		Montreal	N	N	
Mr. Siva Sivalingan	National Association of Canadian Tamils		Toronto	Y	Y	Y

<sup>1</sup>Fax and package have been sent. Message left on machine. Call him on Wednesday July 13th. Try to book for Thursday July 21st (except between 9:30 and noon) or Friday July 22nd.

<sup>2</sup>There is no fax number or office phone number listed. I tried the home number but there is no answering machine. I did send a package and asked Dr. Zuk-Hryskievic to contact me as soon as she got it so that we could arrange a meeting.

<sup>3</sup>Take 401 West to 400. Follow to Finch Road West. Left at Arrow Road. Pemican will be on left.

Mr. Chaudhary Mohammed Rasheed	National Federation of Pakistani Canadians		Ottawa	N	N	
Mr. Sangat Singh	National Association of Canadians of Origins in India		Ottawa	Y	N	
Mr. Salvadoe Cabugao	National Council of Canadian Filipino Associations	Monday July 25th 10:00	Montreal - 5239 Decarie # 220	Y	Y	Y
Mr. Ralph Kirkland (Asst. Ms. Samuels)	National Council of Jamaican and Supportive Organizations	Thursday July 21st 10:00	Ottawa - 1647 C Bank Street	Y	Y	Y
Mr. Emmanuel Dick	National Council of Trinidad and Tobago Organizations in Canada			Y	Y	
Mr. Xuan Vu (Dr. Lec)	Vietnamese Canadian Federation	Wednesday July 13 12:10	Ottawa - Vietnam Palace 819 Smerset	Y	Y	Y

\* John Pang will call me back on Wednesday July 13th to set up a meeting in Toronto for the 18th or 19th.

**Updated as of Tuesday July 12th at 6:00 pm**

## ANNEX 6

## **Annex 6: Notes on Ethno-cultural Organizations**

### **I. Organizational Background/Information**

#### **a. Name of Organization**

Vietnamese Canadian Federation, founded in 1980

#### **b. Size**

19 Member Associations across Canada

#### **c. Membership Profile**

Canadian-Vietnamese population about 150,000

Roughly 2000 to 3000 professionals, of whom 50% work in high tech sector, and 10% in university milieu (professors, rectors, etc. ...)

200 very active volunteers

#### **d. Mandate**

"To maintain solidarity among the Vietnamese associations across Canada as well as to harmonize their activities for a better achievement of their common objectives;

To work for the preservation and development of Vietnamese culture and for the enrichment of Canadian culture;

To foster the spirit of mutual help and community responsibility."

For much of their existence, have dealt either with:

integration into Canadian mainstream;

assisting/settlement of refugees

anti-Communist, pro-human rights/democracy in Vietnam

Now:

grass roots entrepreneur ship  
opening to notion of relationships with Vietnam  
adopting science and technology (see e. below)

**e. Sample of Programs/Activities**

In April of this year, organized a Vietnamese Professionals and Business Workshop in Ottawa. Several aspects of this especially noteworthy vis-à-vis IDRC:

*Workshop Objectives statement included the following reference: "Encourage Vietnamese Canadian women and youth to go into fields of science/technology and business"*

Programs included:

Vietnamese Women in Business and Science/Technology

Expatriate Professionals and the Development of their Homelands, (Chaired by Prof. Bui Tien Dai, Concordia University; Speaker Dr. Truong Tri VU, SODEXEN, Montreal)

Toward a Network of Overseas Vietnamese Professionals and Businessmen

i. Workshops (sample):

Natl Conference on Canadian Youth of East Asian Origin (1991)

Workshop on Volunteer Development (1990)

Workshop on Immigrant Women (1989)

Conference on Integration of Vietnamese Seniors (1988)

ii. Research Studies (sample):

Socio-Economic Study of Vietnamese Refugees in the NCR (1990)  
Vietnamese Language Software for Desktop Publishing (1986-87)

iii. Publications (sample):

Directory of Vietnamese Associations (1989)  
Vietnamese Community Magazine (in Vietnamese, published quarterly, 800 copies)  
Vietnamese Bulletin (in English and French, bi-monthly, 2000 copies)  
Local Associations also periodically publish bulletins)

iv. The Vietnamese Canadian Centre, NCR (1987) operated as a cultural resource centre and a focal point for community activities

v. Refugee Sponsorship Coordinating Council (1988) coordinates activities of local refugee assistance organizations

**f. Development Week; March 21, National Day Programming**

None, but between January and February, celebration of Vietnamese New Year.

**g. Existing Networks Outside Canada (organizational/key individuals)**

Similar organizations exist in France, Australia, United States and elsewhere. Exchanges and international meetings occur periodically. Seeking to create a World Federation.

**h. Activities Outside Canada**

see e

**i. Newsletter/Membership Meetings/Circulation**

see e iii. Also note that storefront HQ carries many GOC publications and programs including CIDA material

## **II. Program Interest**

### **a. Familiarity/Experience with CIDA/IDRC (ie. Public Part. Program, Development Week)**

Institutionally very little, but key NCR activist works with IDRC.

Many of the Vietnamese professionals in NCR who are active in the Association work in federal government and are familiar with IDRC/CIDA and lexicon of Science & Technology; contact with Toronto staff suggests little familiarity with these areas, but more on business. In other words, if based in Ottawa, they tend to be more familiar with IDRC, CIDA...

Setting up an Advisory Committee to see how to improve business networking amongst Vietnamese communities.

View technology/science as key to their business success.

Want to prepare a directory of Vietnamese-Canadian professionals.

### **b. Familiarity with Sustainable Development (Agenda 21)**

Almost none: priority has been to focus on local community integration into the mainstream, refugees, and human rights abuses at home. (Suggests IDRC work in the area of governance may be of interest)

### **c. Interest in International Paradigms (types)**

- newsletters: yes
- general information dissemination: yes
- recruitment: yes
- theme days: yes
- seminars: yes
- exchanges: no, not until regime in Vietnam changes.

### *Assessment*

Good potential IDRC partner given explicit recognition of importance of science and technology, and their emphasis on getting women into this field.

Would require lots of hand-holding at early stages.

Governance-related record may be useful as an early buy-in.

Have lots of newsletters and communiqués and are willing to accept camera-ready materials.

Key issue would be how to galvanize their interest so that they would actually do something creative that reflects IDRC objectives.

## **I. Organizational Background/Information**

### **a. Name of Organization**

Estonian Central Council, established 1949-50

### **b. Size**

Community is roughly 20,000. Council serves as umbrella for 160 separate Estonian organizations; key ones are the 16-20 local Federation offices. No government funding whatsoever.

Council has 40 elected members who elect an Executive. The Executive includes ex-officio members, former MPs and church leaders.

### **c. Membership Profile**

Very high proportion of Council members have advanced degrees- they believe their community may have the highest % of those with university education...

### **d. Mandate**

Traditionally, assisting immigrant settlement, cultural affairs and integration into Canadian mainstream; spent considerable time on human rights and lobbying foreign affairs for "liberation" of their home country.

With end of Cold War, the community is increasingly involved in trying to help homeland.

Key areas of interest have included:

Russia-Baltic relations

human rights

democratization

privatization

offering contacts/networking to those wishing to help Estonia & Estonians themselves

Are seeking to transfer Canadian expertise in:

Privatization;

Conflict of interest legislation;

Forestry (protection, harvesting and secondary-processing;

Health Care administration and reform;

Agriculture Management (10,000 farms now free; farmers have no education, marketing boards, information on new techniques and processes; transportation system to market; processing capacity, etc.)

Information Highway (Technical University in Thalin needs to get on information highway ASAP to stay relevant).

#### **e. Sample of Programs/Activities**

Estonian Ecumenical Relief Organization: involved in providing health equipment, education, scholarships, textbooks and so on.

Attempt was made to twin Estonia to Metro Toronto- now on back burner.

Canadian Urban Institute: currently has exchange underway with Estonia concerning democratic methods of city planning. Self-generated by an Estonian on the Institute Board.

Bureau of Assistance: has funded the Environmental Health Group last year, a 6 month technical exchange involving biologists, doctors and chemists. Also involved on this end was Health and Welfare which facilitated placements for these people.

Bureau also funded Translation Legal Services Centre, which provided 3 Ontario PYs to help draft and interpret legislation.

#### **f. Existing Networks Outside Canada (organizational/key individuals)**

Work very closely with Estonian embassy in Canada on a range of programs; have a broad network of contacts within Estonian ministries through the embassy.

Linked to Worldwide Estonian Council. The Council seeks to facilitate information flow, and they have a body on-site in Estonia for this purpose.

**g. Activities Outside Canada**

Illimar Ulltosaur of the U of Ottawa is in Estonia doing research on grains priorities/species, diversification.

See e. above.

**h. Newsletter/Membership Meetings/Circulation/Store-Front**

Monthly news packages sent to 20 major Estonian federations who photocopy and redistribute.

Various weekly/bi-weekly papers which reach 2500 households.

HQ has store-front.

**II. Program Interest**

**a. Familiarity/Experience with CIDA/IDRC (ie. Public Part. Program, Development Week)**

Know External Affairs, especially Bureau, quite well. Not overly familiar with CIDA or IDRC.

CESO active in Estonia, and has a person there on-site. They are not overly impressed with that individual's capabilities.

**b. Familiarity with Sustainable Development (Agenda 21)**

Yes; want to survey country to identify environmental hot spots, remediation requirements so as to access available multilateral funding for clean-up. No institutional capability in Estonia for this undertaking exists. (eg 31 former military bases; nuclear dump-sites...)

### **c. Interest in International Paradigms (types)**

- newsletters: yes
- general information dissemination: yes
- recruitment: yes
- theme days: yes
- seminars yes
- exchanges: yes

#### ***Assessment:***

Estonians keen to participate and extremely well organized.

Have extensive contacts at home that they can tap into.

Recognize the myriad problems their country faces, and are willing to help be part of solution.

Willing to disseminate information for IDRC if asked- see this as a natural role as an umbrella organization.

Any attempt to work with them would likely meet with an overwhelming response.

## **I. Organizational Background/Information**

### **a. Name of Organization**

Council of Afghan Association of Canada, established 12 years ago

### **b. Size**

HQ serves as an umbrella organization for 4 groups: BC, Ontario, Quebec and Alberta

Community is 20-22,000 thousand, mostly in Ontario.

### **c. Membership Profile**

Community largely in Toronto, but becoming increasingly diffuse. Causing difficulty in staying in touch.

### **d. Mandate**

Community development/settlement and integration including referral, housing, heritage, culture and so on.:

Afghan refugees a primary source of interest: in terms of sponsorship, collecting supplies

### **e. Sample of Programs/Activities**

Committee of Afghan professionals known as the Committee for Reconstruction and Development exists. It consists of 22-25 doctors, engineers and computer scientists who are seeking to help homeland once peace arrives.

Priorities identified include:

- Literacy (only literacy now occurring is through mosque or home)
- Preparing for re-opening of University and technical schools (all have been closed because of the war)

- Creating local NGOs- they want to train local groups on how to form NGOs which they view as essential to civil society.

Over past year, two major conferences, funded by Ontario government, one dealing with culture, the other conflict resolution, cross cultural training and adaptation. During Afghan war, held numerous, well-attended seminars.

Liaised with Canadian Ethnocultural Council and Canadian Council for Refugees.

#### **f. Development Week; March 21, National Day Programming**

None.

#### **g. Existing Networks Outside Canada (organizational/key individuals)**

Work closely with US Network of Afghans. There are European-based groups too, but these are not in any way formally connected, although this is an objective. Red Crescent an important interlocutor.

#### **h. Activities Outside Canada**

None, but they note that:

- most NGO support comes via Pakistan and is humanitarian in focus;
- there is almost no indigenous NGO capacity.
- Sweden has NGOs working with Afghan professionals in the field of agriculture- new farming techniques/grains.

Also note that situation in Afghanistan is difficult, and little is likely to occur in the near term. Once peace arises, needs are infinite, from support for governance/democratic institutions to re-opening schools, hospitals, and so on

**i. Newsletter/Membership Meetings/Circulation/Store-Front**

1 hour radio program emanating from Toronto with 400 kilometer range.

Quarterly publication with 1000 circulation. Will rise to 2000 in August 1994.

2 annual general meetings.

When hot issues erupt, their circulation rises to as high as 5000.

**II. Program Interest**

**a. Familiarity/Experience with CIDA/IDRC (ie. Public Part. Program, Development Week)**

Contacted CIDA, but were told to not expect anything until peace arrived.

**b. Familiarity with Sustainable Development (Agenda 21)**

None, but land mines scare them. Need for post-war clean-up is critical. Once this is done, need to repair damage to infrastructure and environment.

**c. Interest in International Paradigms (types)**

yes to all.

***Assessment:***

History highlights the differences between older, more established organizations and more recent one;

Also highlights issue relating to the actual size of the community and its potential to serve as a partnership.

Domestic situation makes likelihood of programming dubious, at best.

Fact that these individuals are thinking about how to re-open the university is interesting, and may be worth some research.

Have gathered all sorts of material, but cannot afford to send it out.

## **I. Organizational Background/Information**

### **a. Name of Organization**

Canadian Council of Jamaican and Supportive Organizations

### **b. Size**

Established in 1987; they were as a national umbrella organization for Jamaican and other Caribbean organizations eg. Afro-Caribbean Association

Present in all regions except Atlantic Canada

### **c. Membership Profile**

4 member Executive, selected by a Board of Directors drawn primarily from affiliates.

Only one full-time staff; remainder are volunteers

### **d. Mandate**

Bring Jamaican/Caribbean community together to speak with one voice on key issues.

Local affiliates have other responsibilities such as settlement, integration, police relations, and so on.

### **e. Sample of Programs/Activities**

Workshops/conventions (local affiliates also conduct their own activities)

Recent workshops:

- Facilitating Academic Success of Black Children;
- Media Portrayals of Blacks

Participated in Parliamentary Day (ie. meet MPs) organized by Canadian Ethnocultural Council.

In conjunction with the Ethnocultural Council and the National Visible Minorities Council, have sponsored efforts to identify community spokespersons. eg. child abuse-- want a roster of people able to speak on child abuse or other social issues.

**f. Development Week; March 21, National Day Programming**

Annual Caribbean Festivals (Montreal and Toronto)

**g. Existing Networks Outside Canada (organizational/key individuals)**

Communicate with National Jamaican Council in US;

New national body in England with whom they have initiated contact.

**h. Activities Outside Canada**

Got request from Jamaican High Commissioner to Canada to assist in formation of Cad/Jamaica Student Link based in Montreal. Students would come here from Jamaica and students from here to Jamaica. (Champlain Regional College in Quebec/Knox College in Jamaica:. Finally didn't happen because they couldn't raise the \$15,000 needed).

Often receive requests from Jamaican NGOs, but cannot respond because of lack of funding/expertise. These requests are often for surplus academic books/equipment, computers. Problem is paying for shipping. )

Disaster Preparedness Group in Caribbean often sends them information which they distribute to their community.

Two-way flow of information to and from Jamaica, usually on a small scale. All done on a volunteer basis.

Scholarship programs do exist. They try and identify candidates to send to teacher's college in Jamaica.

**i. Newsletter/Membership Meetings/Circulation/Store-Front**

Quarterly: 1200 copies, distributed to associations and government departments. No store-front in Ottawa, but some locals do have walk-in potential.

**II. Program Interest**

**a. Familiarity/Experience with CIDA/IDRC (ie. Public Part. Program, Development Week)**

CIDA calls on individuals, not associations.

Nobody has approached them from other departments to do activities.

**b. Familiarity with Sustainable Development (Agenda 21)**

No

**c. Interest in International Paradigms (types)**

Generally interested, but have few resources to capitalize on this.

***Assessment:***

Little real potential seems to exist, largely a function of resources: the organization only has one full time staffer.

Fact that they are often called upon by the High Commission and Jamaican NGOs for help is noteworthy, but the organization will have to evolve significantly before it can even contemplate international activities.

## **I. Organizational Background/Information**

### **a. Name of Organization**

Canadian Arab Federation, established in 1967 and incorporated in 1981.

### **b. Size**

Umbrella group for 24 Associations across Canada, some of whom are also regional umbrella groups. (eg. The regional Association in Calgary alone includes 40 local groups. They also represent Lebanese Canadians, Algerians, Tunisians, Moroccans, and so on...).

Canadian-Arab population close to 300,000

### **c. Membership Profile**

National Advisory Council guides the Federation. The Council pools community expertise in such areas as Immigration, Racism, International Affairs and so on.

24 member board plus 9 executive members, 10 national council representatives, 10 on legal fund

Separate Committees on Youth, Women, Business, Newspapers, Religious Affairs, Palestine... Also have Employment Centre, Jobs Ontario office, legal aid...

### **d. Mandate**

Settlement of newcomers to Canada.

Serve interests/defend rights of Arab Canadians

**e. Sample of Programs/Activities**

Advocacy, seniors, youth, women, defamation... very broad-based activities to advance interests/goals of community. Also appear before Parliamentary Committees.

**f. Development Week; March 21, National Day Programming**

On-going around Ramadan, but each ethnic community has different traditions and festivals.

**g. Existing Networks Outside Canada (organizational/key individuals)**

Work with Federation of Arab Federations in the Americas  
North American Coordinating Committee on Palestine  
National Coordinating Committee on Palestine

**h. Activities Outside Canada**

Affiliates in Montreal work in the development field with SUCO

Canada Maghreb Council undertakes projects in the Maghreb.

Palestine Arab Women's Association in Ottawa has worked with women in Gaza

Committee of Canadian-Arab Journalists being established who may eventually do work internationally.

Many other groups also do activities.

Keenly interested in democratic development/human rights. Feel Canadian affiliates can have an influence back home. Only recently have they begun to define goals/objectives that may eventually become projects.

**i. Newsletter/Membership Meetings/Circulation/Store-Front**

HQ faxes information to affiliates who in turn fax to their members. Too costly otherwise.

Affiliates have at least 20 papers, 6 annual publications and innumerable new letters.

Several community radio/television programs

**II. Program Interest**

**a. Familiarity/Experience with CIDA/IDRC (ie. Public Part. Program, Development Week)**

Many affiliates have accessed CIDA PPP.

Can't say whether affiliates work with IDRC (didn't seem surprised when I mentioned project regarding Canadian Scholars of Egyptian Origin).

Indicated that CIDA a source of frustration for many smaller groups who see it as unresponsive and impenetrable.

**b. Familiarity with Sustainable Development (Agenda 21)**

Generally, but didn't know of IDRC's role.

**c. Interest in International Paradigms (types)**

Yes, all.

***Assessment:***

Clearly, capacity to generate projects is there. The question is, should affiliates be approached or HQ? In other words, should IDRC work through the Association (top down) or with affiliates (bottom-up)? Can top-down be used for general dissemination?

There is a risk of competition here: local affiliates are already active internationally, and it appears HQ would like to be as well. Are there risks involved in picking HQ over local affiliates? More to the point, should umbrella groups be excluded from programming? Would such restrictions be feasible given that many smaller organizations only have a single entity.

## **I. Organizational Background/Information**

### **a. Name of Organization**

National Council of Filipino Associations, established 27 years ago, but incorporated in 1990.

### **b. Size**

National Council represents eight regional councils. Collectively, some 69 member organizations exist.

### **c. Membership Profile**

50% of population in Toronto (70-80,000). Other key centres include Winnipeg (40,000), Vancouver (30,000), Montreal (20,000), Edmonton and Calgary (8-10,000 each).

Affiliates include:

- Filipino Chamber of Commerce

- Filipino Teachers Federation

- Manitoba Association of Filipino Teachers (200)

- Asia-Pacific Foundation

(Also have unaffiliated groups such as Filipino Nurses Association; Filipino Doctor's Association...)

Key group is Filipino Science and Technology Advisory Committee, an NGO which works closely with the embassy. The Committee polls scientists in the NCR to identify needs/requirements and applications of scientific know-how, primarily for business purposes. The Committee is especially active in the United States.

#### **d. Mandate**

Originally social purposes: settlement, integration into mainstream.

Now issue/advocacy-oriented: employment equity, immigration, racism, professional standards.

Development activities not in by-laws, but keenly interested

#### **e. Sample of Programs/Activities**

Myriad. Of note is the fact that the affiliates in the NCR are more science-oriented while those elsewhere are more business oriented.

Former Executive Director of the organization now an Ottawa MP. View this as promising

#### **f. Development Week; March 21, National Day Programming**

Some

#### **g. Existing Networks Outside Canada (organizational/key individuals)**

Work with US branches.

Development assistance in Philippines is coordinated through PDAP; they have links with them. For example, they have developed a Canada-Philippines Human Resource Development Group to address training needs, objectives and priorities.

## **h. Activities Outside Canada**

Many trade missions, technical assistance missions and so on. Frequently called upon by Foreign Affairs, Trade and ISTC to meet with/brief business delegations.

PDAP has a role to play. They inform their Canadian embassy or go directly to the Association with specific projects they need help with. The Association does fund-raising, then goes to local NGOs like Oxfam. Oxfam takes their cash and obtains 3-1 matching funds from CIDA and undertakes the project. The Association has no capacity to undertake technical assistance projects on its own.

Have recently begun doing some activities with the Asia-Pacific Foundation.

## **i. Newsletter/Membership Meetings/Circulation/Store-Front**

Quarterly newsletter; 1000 printed, but each region/affiliate makes own copies.

Every region has storefront office and newsletters of varying frequency/circulation. many smaller affiliates are home-based.

## **II. Program Interest**

### **a. Familiarity/Experience with CIDA/IDRC (ie. Public Part. Program, Development Week)**

Yes to CIDA, no to IDRC.

Doesn't believe PDAP aware of IDRC, or likely would have used it.

### **b. Familiarity with Sustainable Development (Agenda 21)**

Yes. Not aware of IDRC's role.

### **c. Interest in International Paradigms (types)**

Yes, all types

*Assessment:*

A quite capable organization. Because of affiliation with PDAP, likely able to quickly generate many sound projects.

PDAP is unique; also the fact that the embassy is proactive in working with the community suggests interesting potential.

Many professionals, and well linked.

## **I. Organizational Background/Information**

### **a. Name of Organization**

Canadian Chinese National Council

### **b. Size**

National organization with 28 active chapters, very well established.

### **c. Membership Profile**

Human rights/advocacy groups;

Culture and heritage promotion

Immigrant services/settlement.

Business and student organizations

Important distinctions between Canada- China, Taiwan and Hong Kong groupings.

Also myriad professional associations (doctors, nurses, lawyers, architects, computer programmers, scientists, etc. who are not necessarily directly affiliated to Council).

### **d. Mandate**

Originally social (immigrant settlement, integration) political (human rights in China) and business (everywhere).

Now issue/advocacy-oriented, but with significant business orientation/networking capacity.

### **e. Sample of Programs/Activities**

Extremely broad. There are associations of Students, Science Clubs, Youth, Seniors, Philanthropists; Businesspersons; Women, Artists, Social Advocates...Each undertakes an extensive range of activities.

**f. Development Week; March 21, National Day Programming**

Chinese New Year key, and groups participate in all sorts of activities germane to their respective mandates.

**g. Existing Networks Outside Canada (organizational/key individuals)**

Not really. These are Canadian-based organizations whose major focus is on domestic Chinese community issues. But as organizations with roots or deep cultural links/affinities with China, many do have contacts.

There is a Chinese Canadian's Who's Who which lists prominent community leaders and notes their international activities. These aren't sanctioned by the Council.

**h. Activities Outside Canada**

Many, many trade missions. Primary interest is in spurring entrepreneurship in community and abroad. View science and technology as means of generating wealth and well-being.

**i. Newsletter/Membership Meetings/Circulation/Store-Front**

Monthly newsletter to associations for re-distribution.

Council meets twice annually.

Many affiliates have storefront office and newsletters of varying frequency/circulation. But an equal number are small, home-based organizations.

**II. Program Interest**

**a. Familiarity/Experience with CIDA/IDRC (ie. Public Part. Program, Development Week)**

Yes to CIDA, no to IDRC.

Much more familiar with International Trade, ISTC who regularly consult with them and invite their participation on all sorts of advisory committees.

Asia-Pacific Foundation also becoming somewhat more interesting, but still viewed as a slightly impenetrable, exotic organization.

**b. Familiarity with Sustainable Development (Agenda 21)**

Yes, personally, but Council hasn't had anything to do with it and doubts whether many would know about it.

**c. Interest in International Paradigms (types)**

Yes, all types

*Assessment:*

A formidable, well established, well run organization.

Seem disinclined to spend much time thinking about development or international affairs.

International interest limited to human rights situation in China, or exports. Clearly better to pursue through affiliates rather than HQ.

## **I. Organizational Background/Information**

### **a. Name of Organization**

National Association of Canadian Tamils, established in 1988

### **b. Size**

Committees all across Canada which frequently meet in Ottawa

100,000 in Canada, of which 75,000 are in Toronto (fastest growing group in Metro Toronto - 836% increase in last 5 years)

21 member executing committee

9 from Montreal, Ottawa, Alberta and Vancouver

12 from Toronto

### **c. Membership Profile**

25 member organizations

Either involved in community integration or cultural matters

300 doctors and engineers, 70 lawyers

Survey conducted (funded) recently by the provincial government

### **d. Mandate**

Help people enter the mainstream, integrate into Canadian society

### **e. Sample of Programmes/Activities**

Once every two years, annual conference; once every three months they meet with the Department of Foreign Affairs and immigration officials to discuss evolving issues in Canada and the situation in Sri Lanka.

### **f. Development Week; March 21, National Day Programming**

None

### **g. Existing Networks Outside Canada (organizational/key individuals)**

Main concern is inside Canada; do work with Indian, Nepalese, Bangladeshi salvation operations based in Toronto

## **h. Activities Outside Canada**

see e above

## **i. Newsletter/Membership Meetings/Circulation**

Monthly magazine - 5000 copies, 32 pages, purely informational, community events, surveys, distributed across Canada

Subjects include changes in welfare programs/immigration and so on; written in Tamil

## **II. Programme Interest**

### **a. Familiarity/Experience with CIDA/IDRC (ie. Public Part. Program, Development Week)**

Know CIDA marginally; has heard of IDRC, but doubts whether anyone else in the Membership has.

### **b. Familiarity with Sustainable Development (Agenda 21)**

No

### **c. Interest in International Paradigms (types)**

Yes

### ***Assessment***

Another well intentioned, but sadly under-financed organization. To date, they have never obtained any funding from the federal government- despite the fact that they meet with Foreign Affairs and Immigration several times a year.

Many in the community, which has grown spectacularly in recent years, are experiencing difficulties in adapting to the Canadian mainstream and as such, the Organization's leadership is very inward-looking.

The small numbers of professionals relative to population-size suggests that in the short-term, their potential partnership role with IDRC is extremely limited.

**ANNEX 7**

## **Annex 7: Key Labour Actors**

Rick Jackson, International Affairs Director, CLC

Gerry Barr, Staff Representative, USWA Humanities Fund

Tony Wolfarth, Executive Director CAW Social Justice Fund

Peter Bakvis, International Secretary, CSN

Chris Georgis, Economist, CFL

**Report of Consultancy**

**By: Stuart E. Brown**

**30 September 1994**

RESEARCH INTEREST AND POTENTIAL

among

CANADIAN ECUMENICAL COALITIONS

Report of a Consultancy

for the

International Development Research Centre

by

Stuart E. Brown

Pickering, Ontario

30 September 1994

1. During the twelve years from 1970 to 1982, various sectors of the several Canadian churches formed a dozen coalitions to pursue different elements of their agenda for social justice. Although some have changed their names, the number of these has remained the same since 1982. A brief description of each of the generally recognized ecumenical coalitions follows. They are listed in the order of their founding.

- a) Ten Days for World Development (85 St Clair Ave. East, Toronto M4T 1M8; tel. 416-922-0519) is a grassroots organization for fundraising and popular education on questions relating to economic and social development.
- b) PLURA is a national agency concerned with questions relating to poverty and welfare in Canada. It depends on a network of local ecumenical volunteer committees.
- c) The Ecumenical Coalition for Economic Justice (ECEJ; originally GATT-fly; 11 Madison Avenue, Toronto M5R 2S2; tel. 416-921-4615; fax: 416-924-5356) conducts studies and seminars on issues relating to ethics and economics.
- d) The Inter-Church Committee on Human Rights in Latin America (ICCHRLA; tel. 416-921-0801; fax: 416-921-3843) began with the solidarity of Canadian church people with the people of Chile after Pinochet's coup in 1973 and has had ample cause to continue its work in support of victims of oppression in many parts of our hemisphere.
- e) The Inter-Church Fund for International Development (ICFID; #205, 214 Merton Street, Toronto M4S 1A6; tel. 416-489-4416) distributes some three million dollars annually to a broad range of development projects in every part of the world.
- f) The Canada-China Program (CCP; 129 St Clair Ave. West, Toronto M4V 1N5; tel. 416-921-1923) facilitates contact between Canada and China, mainly through church-related channels, and sponsors a number of Chinese students in Canada.
- g) The Taskforce on the Churches and Corporate Responsibility (TCCR; 129 St Clair Ave. West, Toronto M4V 1N5; tel. 416-923-1758; fax: 416-927-7554) examines the ethical implications of the activities of Canadian corporations and seeks through suasion and publicity to influence corporate behaviour.
- h) Through a series of research and educational programs, the Aboriginal Rights Coalition (ARC, originally Project North; 151 Laurier Ave. East, Ottawa K1N 6N8; tel. 613-235-9956; fax: 613-235-1302) supports the efforts of Canadian aboriginal peoples to affirm their economic and cultural heritage.
- i) Project Ploughshares (Conrad Grebel College, Waterloo, ON N2L 3G6; tel. 519-888-6541; fax: 519-885-0014) conducts research and circulates information on questions relating to military policy and activity, and the promotion of peace.

j) The Canada-Asia Working Group (CAWG; 11 Madison Ave. Toronto M5R 2S2; tel. 416-921-5626; fax: 416-924-5356) fosters links between Canadian churches and the peoples of Asia, including support for economic and educational development.

k) The Inter-Church Committee for Refugees (ICCR; 129 St Clair Ave. West, Toronto M4V 1N5; tel. 416-921-9967) examines and seeks to improve Canadian awareness and policy on refugee questions.

l) The Inter-Church Coalition for Africa (ICCAf; 129 St Clair Ave. West, Toronto M4V 1N5; tel. 416-927-1124; fax: 416-927-7554) fosters links between Canadian churches and the peoples of Africa, including support for economic and educational development.

2. The primary reason for stopping the expansion of the ranks of the ecumenical coalitions at twelve was unquestionably the saturation of ecclesiastical resources. Further great causes have been suggested since (on ecological questions, for example), but financial constraints have limited these new initiatives to the status of ecumenical committees or internal working groups of the Canadian Council of Churches (such as those relating to the Middle East, the Caribbean or Youth).

3. Indeed, the continuing contraction of available finances has prompted serious discussion of a range of options for reducing the number of coalitions or diminishing their activities. Passive piety would wait as the various sectors of the supporting denominations cut their contributions to one or another of the coalitions to the vanishing point. More active solutions include possibilities of pooling secretarial services and communications; for some time several coalitions have shared premises (CAWG and ECEJ are lodged in the house of the Canadian Churches' Forum for Global Ministries; ICCAf, TCCR, ICCR and some others have offices in Deer Park United Church). A meeting on 2 September 1994 is the latest chapter in a slow pageant of deliberations on feasible combinations of coalitions. The most radical merger plan would restructure all existing coalitions into two major entities, one dealing with economic justice (including the environment, domestic social policy, economic policy and corporate responsibility) and the other with populations at risk (with branches for aboriginal concerns, refugees and racism, and women's issues). Whatever framework eventually results from these discussions, the essential character of an ecumenical coalition will remain, and only the names of any prospective partners would change. The essence of such a coalition is ecumenical cooperation on an issue or set of issues concerning social justice, in Canada, overseas or in a global context like war, trade or asylum.

4. For the purposes of this enquiry, some ecumenical organizations can be assimilated to the coalition format because of their potential interest in research. The Churches' Council on Justice and Corrections, based in Ottawa, has never functioned within the official ambit of ecumenical coalition committees, but its programs of studying and discussing criminal law and correctional practices are parallel to the work of most coalitions. The Canadian Churches' Forum for Global Ministries (usually called the Forum; 11 Madison Ave., Toronto M5R 2S2; tel. 416-924-9351;

fax: 416-924-5356), which is over seventy years old, coordinates Canadian mission orientation and theological studies; its own theological orientation has long included strong urging to witness and action on behalf of poor and marginalized populations, and from time to time it has shown a real interest in research which could lead to improvements in the material and spiritual environments in which its associates have been called to serve. Other "para-coalitions" could include the Women's Inter-Church Council, the Student Christian Movement and the Canadian Organization for Pastoral Education.

5. The unique character of the Canadian ecumenical coalition in the worldwide church community has encouraged some excellent studies of various coalitions or issues. However, one book has recently appeared which provides brief and readable histories of each of the twelve official coalitions and a dozen background articles from a range of political, regional and theological perspectives: Christopher Lind and Joe Mihevc, editors, Coalitions for Justice (Ottawa: Novalis, 1994), 397 pp. This single volume provides a thorough background on the history and general stance of each coalition and any attempt at a rival account would be redundant or misleading. This report will therefore refer the reader to the outlines offered in Part I of the book by Lind and Mihevc and turn its own focus to the specific subject of research potential.
6. This report is based on a series of conversations with coalition staff, on some brochures and other coalition publications and on written information supplied by coalition representatives as a consequence of earlier discussion or correspondence. Any structural considerations are of course subject to some modification as the decisions of 2 September are implemented, but experience suggests that changes will come slowly (if at all) and that the internal mechanisms for various programs will remain virtually intact as they are integrated into any new framework.
7. The Forum for Global Ministries conducts courses for Canadian Christian missionaries before they go abroad, after their return to Canada, and even while they are home on furlough. The Forum also supports many of the activities of the Canadian Theological Students Society and two or three ecumenical visitors from abroad per year. As well, the Forum sponsored the editing and compilation of the book on coalitions noted in para. 5. None of its programs has involved intensive investigative research but each has a strong component of "empowerment through knowledge". The most attractive elements from IDRC's perspective would be the developmental education which is always a primary part of the ecumenical visitors' message, the preparation of further books of the quality of Coalitions for Justice on subjects related to churches, development and justice, and research and education programs concerning many economic and social questions confronted by the churches' partners overseas. The Forum would also be interested in studying the effectiveness of various orientation programs in preparing staff for productive participation in overseas activities. Any research program would be supervised by Kevin Anderson (coordinator of education and training) and conducted by experts recruited from the ecumenical constituency; some of these could be seconded from teaching institutions or church bureaucracies, but others may be independent researchers from Canada or abroad whose salaries would need to be found.

8. The Ecumenical Coalition for Economic Justice has three major programs, each with its strong educational vein. The program on Women and Economic Justice has concentrated on holding educational seminars and organizing consultations, but it could easily and eagerly be expanded to include the coordination of research into various aspects of this concern. ECEJ has already sponsored much serious economic analysis through its program on Trade Agreements and Economic Integration of the Americas, as well as preparing study kits and small books on such topics as Structural Adjustment Programs. The third program, the Action Canada Network, is also involved in educational seminars which could be strengthened through fresh research. As well, ECEJ has published a series of economic analyses based on serious academic research, and it would be very interested in extending this work. At the beginning of September 1994, Diana Gibbs returned from maternity leave to her duties of coordinator, and one of her first actions was to call and affirm a strong interest in working with IDRC.

9. The Taskforce on the Churches and Corporate Responsibility is currently engaged in the preparation of an international forest convention, and this involves research and education at varying degrees of intensity, including the organization of consultations, the editing of information and investigation of economic and biological issues. The Taskforce is continuously assessing the economic and social impact of different corporations, and each of its evaluations depends on rigorous research and concise appraisal. Technology transfer, international standards and codes of practice, environmental questions and respect for aboriginal and other human rights are other activities with strong research implications. Research is done by partner organizations and persons seconded to TCCR. James Sullivan is the full-time Research Associate.

10. Project Ploughshares conducts research on various aspects of defence and armaments policy, both for its own constituency and as part of an international network of peace research. The Project's work consistently touches on many concerns: political, social and economic as well as theological, and the Project and its partners have produced significant observations and proposals on some very difficult situations; for example, Sudan, Eritrea, Philippines. Ernest Regehr directs the research program. In particular, we should note the work of the International Resource Group on Disarmament and Security in the Horn of Africa, with its strong research element and its commitment to building local capacity; studies are to include an assessment of the costs of the war in Sudan and an analysis of who benefits from this war, as well as a tracing of weapons supplies and other topics.

11. The Inter-Church Coalition on Africa has invested much of its limited capacity in organizing Canadian participation in the successful Ecumenical Monitoring Program in South Africa, an international ecumenical enterprise which mustered informed observers for tours of six months in South Africa during the period of transition from apartheid to multiracial democracy. ICCAf has collaborated in studies of Structural Adjustment Programs and would like to sponsor more profound investigation in this field, as well as other social and economic areas including the role of the Organization of African Unity in regional political, economic and social development. The teachings of various African religious establishments (Christian, Muslim, Marxist, traditional etc.) concerning human rights is another field of interest, as is the image of Africa in Canada: how

Africa is portrayed in public media and how false images could be corrected. Research would be done largely by African partners and by ICCAf associates in Canadian churches and universities, and coordinated by ICCAf staff (Gary Kenny, Elaine Bruer, John Mihevc).

12. The Aboriginal Rights Coalition would like to sponsor research on land title and related questions, as well as various aspects of aboriginal culture and heritage. Research would normally be done by qualified residents of native communities and coordinated by Randy Martin.

13. TCCR and ECEJ do not have any working relationship with CIDA, but CAWG and especially ICCAf work with such programs as Partnership Africa Canada and CIDA's special Philippine Development Network to augment the churches' funding through matching grants. The coalitions would expect IDRC to be more flexible in supporting their partners' initiatives than CIDA has been, at least in their assessment, and to be more interested in the educational aspects of their work as well as the genuine advances in useful knowledge that their projects would stimulate. Where both organizations were involved, as could happen with ICCAf or CAWG, the coalitions would expect IDRC to be particularly interested in enhancing public knowledge and research capacity for the production of new information of positive impact on the physical and economic development promoted by CIDA. Several coalitions and CCC working groups have a history of constructive participation in the preparation and presentation of Canada's annual brief to the UN hearings on Human Rights, and ICCR has received some funds from the government's program to assist court challenges for its complaint against some portions of the Immigration Act. The general inclination is to work with any agency which will respect a coalition's ecclesiastical connections and operative independence, and IDRC enjoys an excellent reputation in this regard.

14. There is some hesitation about IDRC, however, concerning the mutual objectives to be served by any partnership between a coalition and the Centre. There is, first of all, a pervasive scepticism about the severe criteria which IDRC would impose on any activity put forward as research; the only way to dispel such doubts would be through a successful series of useful projects. The second point of anxiety turns on the intertwining questions of core funding and hiring experts, as only a few coalitions engage their own research teams because most consume all their resources in addressing such priorities as education and advocacy. The obvious beginning would lie in collaborating with those coalitions which already have research programs in operation and encouraging other coalitions to develop their declared interests. The causes to be advanced through any such cooperation would be more and better popular education on issues related to development and an expansion of scientific knowledge on many economic and social questions related to development.

15. These individuals have shown considerable interest in this consultation and any fruits it might bear: Kevin Anderson (Forum), John Dillon and Diana Gibbs (ECEJ), James Sullivan (TCCR), Ernest Regehr (Ploughshares), Gary Kenny (ICCAf) and Randy Martin (ARC). Neither CAWG nor ICFID responded to our various initiatives, but in the case of CAWG at least there are reasonable grounds to assume that its general situation is quite similar to ICCAfs. CAWG, ICFID and those coalitions which are not specifically examined in this report should be eligible to

participate in any program which IDRC may establish for collaboration with the ecumenical coalitions, along with such groups as the Women's Inter-Church Council. Another group of potential partners would be those denominational agencies with particular interest in development and education.

16. To dispel the misgivings of some personalities in the official research community about the capacity of church coalitions to participate usefully in their activities, and to overcome the doubts expressed in some coalition circles about IDRC's real willingness to support the types of research which they consider important, there should be a symposium of one day's duration so people from the two groups may hear and respond to one another's concerns, so generating a framework of trust and collaboration. To encourage focus, the group should be relatively small and the venue should be at a convenient but neutral location. Two persons from each coalition which has indicated an interest in this work (Forum, ECEJ, TCCR, Ploughshares, ICCAf, ARC), three persons from IDRC and a coordinator would be an appropriate company, and it would be the coordinator's task to reserve a suitable place for the day (with lunch) somewhere in the greater Toronto area. The agenda would be fairly simple: after introductions, there could be a succinct description of IDRC's past support for research, its general objectives and particular expectations in working with the coalitions. There should then be time for each coalition to outline its own priorities and raise any questions for elucidation by the Centre. Following the Centre's period of response and clarification, the meeting should set clear criteria for projects to be submitted and clear scales of comparison to assure transparency in preferring one proposal over any others.

17. It may also be appropriate for this gathering to establish or confirm some sort of structure for deciding or advising on such choices. One noteworthy model is CIDA's Partnership Africa-Canada, whose projects are chosen by a committee elected by participating organizations from their own ranks and working closely with the CIDA staff responsible for implementation, but it may be expedient to begin with a simpler model using one agent who enjoys general confidence within the coalition community and the appropriate Centre staff. Person-years to be assigned to this work, and the committee's operations would depend on the eventual budget.

18. Church groups have long been active in support of disaster relief and the general social and economic development which enables people to manage their own affairs in a productive and harmonious manner and to reduce their dependency on outside agencies. The rationale for church involvement in such activity stems naturally from theological roots, but its fruit in tangible benefits to the societies engaged is easily measured and widely diffused. To enhance the impact of relief and (especially) development projects, many church groups have sponsored various scientific investigations from feasibility studies to impact evaluations, as well as educational strategies both in the areas of primary operation and among actual or prospective supporters in Canada. For every successful research project or educational program, a dozen more did not materialize for want of funds. Other projects may have proved superfluous if the interested parties had been aware of applicable studies undertaken elsewhere, and IDRC's networks would be excellent sources of information in such cases. Of course, once coalition-sponsored research attained any significant volume, it would itself be a further mine of useful results and reflections.

19. This report concludes, therefore, that there is strong interest and real capacity among the Canadian ecumenical coalitions for productive collaboration with the International Development Research Centre, and the Centre is urged to convene the symposium suggested in para. 16 and to institute a process for supporting coalition-sponsored research and education projects.