



Greening Development Co-operation

CANADA REPORT



DAC Peer Learning on
Mainstreaming Environment

Visit to Canada

1-5 April 2019

Lessons learned for DAC members

International Institute for Environment and
Development, May 2019

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¹ **Source:** Message from Gabriela Ramos, 14 September 2011; Message from Nicola Bonucci, 15 September 2011; Message from Gabriela Ramos, 21 November 2011.

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Acronyms and abbreviations

APP	Authorized Programming Process
CAD	Canadian dollar
CEAA	Canadian Environmental Assessment Act
CIDA	Canadian International Development Agency
CSO	Civil society organisation
DAC	Development Assistance Committee
DCD	Development Co-operation Division
DFID	Department For International Development
EC	European Commission
EIB	European Investment Bank
EIP	Environmental Integration Process
ENVIRONET	Network on Environment and Development Co-operation
EU	European Union
FIAP	Feminist International Assistance Policy
GAC	Global Affairs Canada
IIED	International Institute for Environment and Development
NGO	Non-governmental organisation
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal
SEA	Strategic environmental assessment
Sida	Swedish International Development Co-operation Agency
USAID	United States Agency for International Development

Executive Summary

Background

The OECD is undertaking a peer-learning exercise on environment mainstreaming, to support OECD members who face challenges in this critical dimension of development co-operation. The key areas for learning are: how and why environment issues (including biodiversity, climate adaptation and mitigation, and pollution) are integrated across programmes; what has worked and why; what challenges remain and are emerging; and how these challenges can best be addressed.

This peer-learning exercise involves consultation with Development Assistance Committee (DAC) members, three country visits by peers, and independent facilitation by the International Institute of Environment and Development (IIED). It began with a survey of mainstreaming progress and challenges among members of the DAC Network on Environment and Development Co-operation (ENVIRONET) in February 2018. This informed an inception workshop that was conducted in May 2018 to allow ENVIRONET members to share their experiences, and resulted in an analytical framework prepared by facilitators from IIED. That framework guides the peer-learning visits.

The first peer-learning visit was of the European Union (EU) institutions (the European Commission and the European Investment Bank) in Brussels from 24-28 September 2018. Peer visits also occurred in Sweden in January 2019 and Canada in April 2019. This report shares impressions, challenges, lessons and ideas that were identified and discussed in a peer learning visit to Canada from 1-5 April 2019 conducted by a team comprising the Sida and the EC, represented by the mainstreaming facility, and facilitated by the OECD's Development Co-operation Directorate (DCD) and IIED. The results were reviewed at an ENVIRONET meeting on 30 April 2019, and a final report based on all three country visits will be drafted by IIED in June 2019 and presented to the DAC. It is expected that the results may inform future formal DAC peer reviews, which are carried out regularly of DAC members, as well as providing a basis for sharing among ENVIRONET members interested in enhancing their mainstreaming of environment and climate change.

The peer learning visit to Canada was successful, impressing the peers and demonstrating lessons that could be of wider value to DAC members as well as to Global Affairs Canada (GAC). The peers were very grateful to Canadian colleagues for the opportunity and the excellent organisation of the visit. Their overall impressions of the Department's effectiveness and challenges, as well as lessons of wider applicability and peer suggestions on meeting challenges are summarised below

Environment and climate mainstreaming effectiveness

Global Affairs Canada has developed a strong legal framework for environmental compliance over two decades. A key driver for mainstreaming is the Canadian Environmental Assessment Act (CEAA) and the requirement to apply the Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals, which foresees a wide application of strategic environmental assessments to policies, plans and programmes. Prior to the introduction of the Feminist International Assistance Policy, the framework for environmental compliance of Canada's development assistance was provided by the Canadian International Development Agency (CIDA) policy for environmental sustainability, which called for the integration of environmental considerations into development programs and projects. In order to operationalise the CEAA, the Cabinet Directive and the Policy, an Environmental Integration Process (EIP) tool was developed in 2014, to assess environmental risks and opportunities in each project. The EIP is integrated into GAC's financial system as a way to

improve compliance, and projects cannot be made operational until all environmental requirements are met. It is interesting that the EIP goes beyond compliance to explore environmental- and climate change- related opportunities as well. The strength of GAC's environmental compliance framework is shown by the fact that some non-governmental organisations (NGOs) such as the Aga Khan Foundation globally use GAC's environment approaches for all their projects as it is the most demanding framework compared, for example, to the Department for International Development (DFID) and the United States Agency for International Development (USAID).

Canada has increased is spending on environment and climate programming and mainstreaming. GAC collects data on its environmental sustainability spending to report annually to the OECD DAC. Analysis for this peer-learning exercise (Global Affairs Canada, 2019) showed that there is significant and growing spending on the environment. Preliminary analysis of environmental mainstreaming found that GAC programme areas of Health and Education performed relatively well, with 19% and 14% of projects tagged as "fully integrated" in terms of environment.

Canada benefits from having a strong and committed body of environmental staff. Global Affairs Canada has 11 environmental specialists at headquarters and 12 locally recruited environmental consultants in partner countries. These headquarters environmental specialists, as technical staff, do not rotate around the department as most employees do, and so have built up long experience of environmental mainstreaming as many have been in the organisation for some time. However, as with other specialists within GAC, their numbers have been substantially cut since the 2013 amalgamation between the former CIDA and the Department of Foreign Affairs and International Trade. Opinion was mixed about the need for additional specialist environment staff, however it is clear that current numbers are at a critical mass and should not be reduced further. There is also growing environmental consciousness within GAC as a whole, demonstrated by the formation of a network focused on greening the department, EcoGAC, now approaching to 90 members. This could be harnessed into GAC programming through the formation of an environmental network, as Sweden has done, also including in it staff who are not environment specialists. There are also opportunities to complement in-house environmental expertise with an external facility or helpdesk as the EC and Sweden have done. Both of these ideas are explored below.

[Challenges in environment and climate mainstreaming](#)

Canada's mainstreaming is generally effective and there is much to build on. But there are some areas where the Department faces challenges – and many of which are common to other DAC members:

- **Changing political priorities, with current emphasis on gender equality:** While the environment was a key priority in the late 1990s, the current priority area for development assistance within the department is gender equality and empowerment of women and girls. This is demonstrated by the high-level political commitment to Canada's Feminist International Assistance Policy (FIAP) which was introduced in June 2017 by the previous Minister of International Development. The current Minister of International Development remains strongly committed to this agenda and is simultaneously the Minister for the Status of Women. The FIAP sets out six priority action areas, which are currently being developed as standalone sub-policies. Environment and Climate Action is one of these and aims "to support government planning and initiatives to mitigate and adapt to climate change; advance women's leadership and decision making; and create economic opportunities for women in clean energy."

The specific modalities of environment and climate mainstreaming at the department are not clearly defined by the FIAP, pending the release of a more detailed action area policy. However, as per the Cabinet Directive requirement, a Strategic Environment Assessment of the FIAP was conducted to set out the environmental integration aspects of the policy. While a plus side of FIAP has been the high degree of commitment and programming in climate and gender equality issues, overall, in other respects, the overarching focus on and increased contributions to gender equality and women's empowerment programming at Global Affairs Canada has seen environmental considerations lessen in importance.

- **Fragile states and humanitarian focus leading to less emphasis on environment:** While the department's emphasis on fragile states and humanitarian programming is welcome from a poverty reduction perspective, the peer review found that GAC has focused on immediate humanitarian needs, service delivery and basic state capacity (providing food, water, health and shelter), to the detriment of a medium-term commitment to addressing environmental aspects in fragile and conflict-affected areas. There are a couple of important exceptions which GAC should consider further:

- Short-term environmental health issues – for example around refugee camps - of sanitation and energy, i.e. indoor air pollution from biomass burning.
- For fragile states, there is also growing evidence internationally that environment decline and exposure to climate shocks are contributing to country fragility and conflict.

Trade-offs between the humanitarian and the fragility agenda, and medium-term environmental issues, and the need to understand the exceptions around environmental health and fragility/environmental decline/climate shocks is a challenge facing a number of DAC members and warrants further enquiry by GAC.

- **Dominance of climate change over other environmental priorities:** As with many DAC members, climate is the dominant environment issue at GAC. Canada's engagement in climate change comes from the Copenhagen Pledge to spend USD 100 billion per year on climate change, and the current Canadian administration pledging CAD 2.65 billion over five years for climate finance, comprising grants of CAD 827 million and CAD 1.829 billion in loans. Canada is striking in that despite international assistance focusing on least developed countries and fragile states, climate mitigation spending is higher than climate adaptation. Indeed, climate mitigation has grown in the last two years as part of GAC's portfolio. Non-governmental organisations consulted during the peer-learning process flagged this growth of mitigation over adaptation as a major concern. By contrast, biodiversity received just over 1% of total GAC expenditure (Global Affairs Canada, 2019) and 1.1% of total official development assistance (ODA) in 2015-2016 (OECD statistics). GAC contributions to biodiversity efforts could be better aligned and create more synergy with other Canadian contributions to the Biodiversity Convention's Secretariat based in Montreal (although Environment and Climate Change Canada provides funding for some programming with this Secretariat).

Lessons from Canada's experience of environment and climate mainstreaming

Ten broad lessons emerged from the peers' engagement with Global Affairs Canada that have wider applicability across DAC members:

1. **Leadership of senior management** is key for environment mainstreaming. The current political leadership of GAC seems to have stronger commitment to gender equality than environment which constrains the department's ability to undertake environmental programming and mainstreaming. For example, the department has held four recent ministerial events on gender equality, but has not recently participated in major events on climate/environment.
2. **Strong policy mandate:** In Canada, the government's policy mandate is set by political leadership and so can vary over the medium term with election cycles. Canada's Feminist International Assistance Policy is the current overriding policy framework. While a Strategic Environmental Assessment of the FIAP has been undertaken and the policy includes a climate and environment action area, policy guidance in this area is still under development and has not been issued. The Environment and Climate Change Action Area Policy is expected to provide guidance for GAC's Environment and Climate Change programming including the policy framework for environmental integration.
3. **Robust legal framework:** Legal compliance with doing no harm and beyond to identify environmental opportunity is vital for environmental mainstreaming. GAC benefits from an exceptionally strong and operationally effective legal framework. This strong legal framework has been particularly important for not losing sight of the environment when political trends or leadership priorities change - as with GAC's current focus on gender equality.
4. **Lack of financial targets for climate and environment programming and mainstreaming:** Canada has no targets for environment programming and mainstreaming, and unlike for gender equality, where the policy requires that by 2021-22, no less than 95% of Canada's support will target (15%) or integrate (80%) gender equality and the empowerment of women and girls. By contrast, both Sida and the EC have quantitative targets for climate spending (20% for the EC and 28% for Sida²) and Sida has an environment spending target (15% principal and 45% as significant). The closest Canada comes is a commitment to spend C\$2.65 billion on climate jointly with Environment and Climate Change Canada. However, unlike in Sida, the European Union and the United Kingdom, much of this climate finance is channelled through multilaterals and is managed as a separate pot of funding by a separate unit and not mainstreamed into the department budget.
5. **Challenge of moving beyond climate:** With the exception of Canada's commitment to spend CAD 2.65 billion on climate change, other environmental issues receive limited attention within GAC. Biodiversity receives just over 1% of GAC spending and pollution almost no spending.
6. **Strong technical tools through the project cycle:** The Department has evolved a strong and sophisticated set of environmental appraisal tools through both project preparation and implementation. These include environmental screening and for policies and strategies requiring ministerial approval, strategic environmental assessment (SEA),

² Weighted amount, contributions marked significant and principal (Rio markers Climate Change Adaptation and Mitigation)

although the number of SEAs has recently decreased as the requirement for country strategies has been removed.

7. **Results and evaluation framework:** While many agencies, such as EC and Sida, tend to focus on environmental mainstreaming in the project preparation process, it is just as important to mainstream environment into the project implementation and monitoring and reporting phases. GAC has been generally more successful at the latter with frequently conducted environment management plans and environment specialists included throughout the project cycle. However, there is also some evidence that in the project cycle monitoring, measurements of environmental outcomes may drop off as there may only be room for a certain number of project indicators. In addition the mandatory chapter on environment has been removed from GAC's programme evaluations since environment is not seen by some as a cross-cutting theme within FIAP.
8. **Technical capacity of environmental staff:** GAC has currently 11 headquarters environment staff and 12 in-country environment consultants, which is fewer than before the amalgamation. This compares with the 11 gender equality specialists in headquarters, with 3 more being recruited, and one focal point in each country. Thus there is a concern that the environment staff have reached critical mass and should not be reduced further.
9. **Engaging with non-environmental staff:** GAC is planning to reconstitute its environment network both to engage existing environment staff and to bring in interested staff who are not environmental specialists. There is clearly much potential and interest in environmental issues in various groups at Global Affairs as shown by volunteer interest in the department's greening network EcoGAC. Membership at EcoGAC has quickly increased in just a year from three volunteers to 90, with several incoming permanent staff.
10. **Partnering with civil society:** GAC has a long and impressive tradition of Partnerships for Development Innovation Branch financing Canadian civil society organisations to implement development work – ranging from large professional organisations to much smaller voluntary groups. However, civil society actors consulted would welcome a broader policy dialogue with GAC. One positive example is the Canadian Coalition for Climate Change and Development (C4D) which has been active in pushing climate and development – particularly in stressing the need for more spending on adaptation and less funding to be channelled through multilaterals. However, in general there is potential and interest from the NGO community to be more engaged with GAC. This will have to be managed carefully as some NGOs are so involved as GAC grantees that their ability to engage in active, impartial policy dialogue may be limited.

Peer suggestions for consideration by GAC and DAC members

Discussions during the peer visit raised several ideas to pursue. Many of these are noted throughout the text. There was particular discussion of jointly working with DAC members on:

- **Mainstreaming climate finance, more focus on climate adaptation, and greater attention to biodiversity and environmental health:** Internal data indicate that approximately two-thirds of climate finance goes to mitigation while the remaining one-third is allocated to adaptation. Climate mitigation, while important, seems an unlikely

priority given the department's focus on least developed countries and fragile states, where adaptation is paramount. In addition, these climate funds are largely ring fenced for the multilaterals such as the Development Banks and the Green Climate Fund, instead of being mainstreamed across the development portfolio as in Sweden and the United Kingdom. The climate spending masks much lower commitment to other environment issues. Biodiversity receives just over 1% and desertification just over 2% of GAC funding. Despite GAC's major focus on health, there is relatively less attention to some preventative environmental health issues – which particularly affect women and girls in least developed countries and fragile states – e.g. indoor air pollution, vector-borne disease, etc.

- **Supporting environmental capacity with an environmental network, helpdesk function and inclusion in the competency passport:** The environmental specialist function is acknowledged to be core to the effectiveness of GAC's legal environmental framework. However, the number of environmental specialists has dropped, while new challenges such as the rise of blended financed are growing. There are three options highlighted in this report to increase capacity:
 - The first is to learn from Sida and take forward plans to revitalise the environmental network. This could involve both better networked environmental expertise as well as engaging with non-specialists who wish to play a more proactive role in environmental mainstreaming.
 - A second institutional reform is to learn from the EC's in-house mainstreaming facility and Sida's external Environment Helpdesk and to introduce a streamlined external helpdesk to provide contracted environmental services at short notice and with the minimum of paperwork.
 - A third option is to increase environmental awareness and training by ensuring that the Competency and Assignment Management System should include competency on environment.
- **Some revisions to the project cycle in the context of the Impact Assessment Act drafting:** While GAC's project cycle integration of environment is strong, there are a number of areas where important reforms can be made:
 - **Highlight environmental issues in project calls**, particularly through the Partnerships for Development Innovation Branch and geographic programming.
 - **Use strategic environmental assessment** with effective follow-up, possibly based on the re-introduction of country strategies and other such processes.
 - **Focus on environment in the implementation framework**, including environment outputs/outcomes and indicators in the logic model and Project implementation plan
 - **Include environment objectives in the project results framework:** The current results framework limits the number of outcomes so that environment is often left out in favour of sector and gender equality results.

1. Objectives and Context

Objectives of the DAC Peer Learning Exercise

This peer learning exercise is being conducted by the OECD's Development Assistance Committee (DAC), a unique international forum of many of the largest providers of development co-operation. The DAC promotes improved development co-operation and other policies so as to contribute to sustainable development, notably through promoting knowledge management and exchanges on best practices. Formal DAC peer reviews are a well-known requirement of membership.

In contrast, *peer learning* is a DAC response to the need to go into much greater depth on pressing trends and challenges in development co-operation. DAC members recently identified 'managing and mainstreaming environmental concerns' as a priority challenge for which learning is urgently required. DAC members need to effectively address global environmental challenges and threats such as climate change, pollution, loss of ecosystem services and biodiversity. They need to pursue opportunities to promote environmentally sustainable development at local, national and global levels. In the context of delivering on the holistic 2030 Agenda for Sustainable Development, management of environmental opportunities and challenges is a priority (especially in relation to Sustainable Development Goals (SDGs) 13, 14 and 15), as is environmental mainstreaming in other target areas.

The current exercise is only the second DAC peer learning process, and it has been informed by the first: a peer learning exercise on engaging with the private sector.

The purpose of this learning process is therefore to assess how all relevant environment issues – not only climate, the current prevailing focus – are integrated in DAC members' assessments, development strategies, policies and programmes (including finance) as well as capacity development of staff. It will identify what worked and what did not, and how to approach remaining and emerging challenges. The result, expected by June 2019 after three peer learning visits, will document lessons learned and good practices, which should help to inform future peer reviews. It will be shared with all ENVIRONET members to offer insight for enhancing their respective approaches to mainstreaming environment.

Context for Canada's peer learning

Global Affairs Canada (GAC)³ has been working for more than 25 years on the integration of environment into international development programming. A strong legal framework and a clear intent to go beyond compliance are at the core of GAC's environmental integration experience. In 2017, Canada adopted the Feminist International Assistance Policy (FIAP) which recognises that supporting gender equality and the empowerment of women and girls is the best way to build a more peaceful, more inclusive and more prosperous world. The FIAP also recognizes that women and girls are particularly at risk when it comes to the destabilizing effects of climate change and environmental degradation. With the FIAP, Canada supports women in order to increase the resilience of their crops and their access to water and other natural resources, as well as their participation in environmental decision making and in the renewable energy sector. Therefore,

³ Global Affairs Canada was created in 2013 by the amalgamation of the former Canadian International Development Agency (CIDA) and the Department of Foreign Affairs and International Trade.

GAC's environmental mainstreaming should integrate and put forward this agenda. An important expertise in this field has been developed and should be shared.

For Canada, the opportunity to host this peer learning exercise comes at the right time considering that the Canadian Environmental Assessment Act (CEAA) is currently under review and its new version, the Impact Assessment Act, is expected to be adopted in the near future. Such changes to the legislative framework represent an opportunity for GAC to improve its Environmental Integration Process (EIP). The EIP was created in 2014 to comply with several elements of the Canadian legislative framework, notably the CEAA, the Cabinet directive on the Environmental Assessment of Policy, Plan and Program Proposals and the Federal Sustainable Development Strategy. The current opportunity allows Canada to rethink its environmental mainstreaming approaches and guidance material making sure it keeps going beyond the legislative requirements to seize environmental opportunities for better programming.

Furthermore, the last DAC Peer Review (OECD, 2018)⁴ stated that: "While amalgamation has been a structural success, challenges remain. Silos prevent the exchange of information and collaboration within Global Affairs Canada, and there remains a need for a shared culture, greater harmonisation and streamlining of processes across the department." The recommendation associated with this observation goes further in terms of the need to harmonize and streamline systems and processes: "Global Affairs Canada should resolve the remaining amalgamation challenges by further fostering a shared culture across the department, and by continuing to harmonise and streamline departmental systems and processes. As it implements the feminist international assistance policy, Global Affairs Canada should ensure that staff are able to access the technical support they need, and build their own expertise, in order to experiment, innovate and take responsible risks." This recommendation should apply to all the Department's processes, including environmental mainstreaming.

Canada's expectations of the peer learning

During this peer learning exercise, GAC expected to learn from the expertise brought by other development partners on environmental mainstreaming as well as their best practices in terms of policy influence and mainstreaming capacity.

For the Department, this peer learning exercise represented an opportunity to seize as the environmental assessment legal framework is currently being updated to introduce a new approach to impact assessment. Triggered by this legal update, GAC will need to modify its Environmental Integration Process for international development programming to make sure it reflects the new vision.

Canada's learning objectives include:

- Explore what environmental mainstreaming means for GAC at various hierarchical levels.
- Shape environmental integration in GAC's new operational and policy context: the FIAP and the Impact Assessment Act.
 - Multiple mainstreaming considerations
 - Required update to EIP
- Follow-up on OECD recommendation to pursue amalgamation in the context of environmental mainstreaming.

⁴ <http://www.oecd.org/dac/peer-reviews/DAC-Canada-2018-Main-findings-and-recommendations.pdf>

- Better engage in policy dialogue with development partners regarding environmental mainstreaming.
- Build and maintain environmental mainstreaming capacity within the department and beyond.

What GAC has to offer to the peer learning team

Global Affairs Canada has more than 25 years of experience in integrating environment in its international development programming. A solid legal framework, a commitment to sustainable development and the in-house expertise developed over the years make GAC an experienced organisation in terms of environmental mainstreaming. The recent Feminist International Assistance Policy has been subject to a broad Strategic Environmental Assessment (SEA) in which the purpose was to assess the potential environmental effects, either positive or negative, associated with the FIAP and its action area policies. It pushes GAC development programming towards positive environmental impacts through the promotion of sustainable pathways to growth, the support to the transition to environmentally resilient and low-carbon economies, and specific environmental and climate change programming. It also flags areas which require some attention around safeguards and capacity as they present more risks, notably with international financing institutions.

More specifically the Department has:

- A legislative framework that applies internationally;
- A clear priority for Environment and Climate Action in the FIAP;⁵
- An Environmental Integration Process along the project cycle;
- Leadership on gender equality integration in environment and climate change programming;
- A centralised structure for environment specialists advising on project programming and implementation;
- Experience integrating environment through various funding channels (bilateral, multilateral, partnerships) along with multiple cross-cutting themes (gender equality, governance).

Peer Learning visit modalities

The visit to Canada took place from 1-5 April 2019, with team members from Sweden and the European Commission's Mainstreaming Facility – while IIED and the OECD's Development Co-operation Directorate provided facilitation (Annex 1).

Team members met with a wide range of GAC Divisions and Branches including Food Security and Environment, Trade and Foreign Policy colleagues, Partnerships for Development Innovation Branch, geographic branch staff, embassy staff (by video call) in Africa (Mali), Asia and the Middle East (Bangladesh, Myanmar and Jordan) and the Americas (Colombia), and diverse NGOs (Annex 2).

This report was drafted by IIED based on inputs from peer review team members and OECD. It also draws on and quotes from the excellent Briefing Note (Global Affairs Canada, 2019) prepared for the visit.

⁵ https://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng#5.4

2. Analytical framework for assessing mainstreaming

Based on the consultation to date – the survey of ENVIRONET members, and the inception workshop for this peer learning exercise held in Paris May 2018 – an analytical framework for the learning exercise was developed by IIED⁶. It includes five main dimensions:

1. *Results and outcomes*: What changes are achieved – across a spectrum from improved awareness, to improved decisions, behaviour and institutions, to actual changed conditions on the ground?
2. *Mandate, drivers and themes*: What is the general thrust of the member's approach to development co-operation? How has environment been included in this i.e. in its development vision, institutional mandates, policies, strategies, theories of change, and management and staff priorities; and with what definitions and assumptions? What are the drivers of attention to the environment and what environmental issues are given most priority?
3. *Leadership, people and capacities*: Who is involved in mainstreaming environment in the context of development; in the lead development agency(ies), environment and non-environmental authorities and other influential players? What are their responsibilities for mainstreaming; skills applied and partnerships mobilised?
4. *Project cycle and tools*: How is environment promoted through tools and procedures throughout the 'project/policy cycle' – such as safeguards, standards, assessments, metrics and measurements, incentives and accountability mechanisms? How far are these embedded or separate, and how is this changing over time?
5. *Knowledge, learning and innovation*: How is the organisation learning what political economy drivers and constraints affect the links between environment and development; how this has changed over time; what is expected in future; and what continues to constrain environmental mainstreaming?

The sections below have adapted this framework somewhat to explore these five mainstreaming dimensions, postulating initial lessons that draw from discussions in Canada.

⁶ IIED (2018) *Draft analytical framework for member learning visits, July 2018*. This framework elaborates the five dimensions with ten more detailed questions, which focus on dynamics and politics (drivers, choices, trends and impacts) around the notional 'operational cycle' from planning, to financing, to implementing and review.

3. Results and Outcomes: Overall progress of GAC mainstreaming of environment and climate

Increased spending on environmental programming and mainstreaming: The Department's spending figures show that environmental programming has increased. This may be linked to the growth in climate change funding under the current government. It is also possible that the thorough review of proposals under EIP has allowed a better identification of projects' environmental results (Global Affairs Canada, 2019). GAC figures also confirm an increase in environmental mainstreaming for the six largest non-environment related sectors in terms of disbursed amounts. The sectors of Health and Education performed relatively well with 19% and 14% of their projects tagged as partially mainstreamed respectively (Global Affairs Canada, 2019).

Staff assessment of environment mainstreaming performance shows mixed results, with almost 20% of project requiring "significant improvement": For the OECD peer learning visit, GAC undertook a survey of just over 20 staff on environmental mainstreaming (Global Affairs Canada, 2019). About 60% of individuals rated their environmental mainstreaming performance as moderate. Such participants believe there are several challenges when environmental mainstreaming is applied and at times, environmental integration is an afterthought for many of the partners. Just over 22% of individuals rated their environmental mainstreaming performance as outstanding. Those participants have experienced thoughtful and effective environmental integration and mitigation measures in their projects. It was highlighted that most implementing organisations are familiar and experienced with GAC's expectations, so compliance is strong. However "just over 18% of individuals rated their environmental mainstreaming performance as requiring significant improvement." This included those working in budget support programmes with low and middle-income countries who struggle to prioritize mainstreaming as it competes with other priorities. At other times, without appropriate support from national stakeholders, it becomes very difficult to conduct meaningful environmental mainstreaming (Global Affairs Canada, 2019).

Satisfactory rating on environmental mainstreaming for performance reviews: In preparation for the peer learning visit, GAC reviewed 23 geographical based programme evaluations produced since 2010. These reports are undertaken for accountability and learning purposes to assess the performance and results of implemented projects/programmes. "Generally, when evaluating the effectiveness and integration of environmental mainstreaming within projects/programmes the results are satisfactory with an average of 3/5 rating" (Global Affairs Canada, 2019). A 'mixed record of success' is repeatedly mentioned in evaluation reports for the following reasons (this is not an exhaustive list):

- There was emphasis on addressing gender equality issues in planning documents which deprioritises environmental mainstreaming;
- Limited funding allocation of project for Environment Specialist resources and;
- Possibly unrealistic expectations of what could be achieved within the projects' time frame.

4. Lessons on mandate, leadership and themes for environment integration

Policy mandate with less emphasis on environment: The dominant policy narrative at the Department has focused on gender equality and the empowerment of women and girls, since the introduction of the Feminist International Assistance Policy (FIAP) on 9 June, 2017. The FIAP aims to help reduce extreme poverty and vulnerability around the world, recognising that working towards this goal also enhances Canada's own safety and prosperity. It focuses on advancing gender equality and the empowerment of women and girls as the most effective way to reduce poverty and build a more inclusive, peaceful and prosperous world. To do this, Canada's international assistance proposes to support targeted investments, partnerships and advocacy efforts with the greatest potential to close gender equality gaps and improve everyone's chance for success. It also works across other action areas that reflect the multidimensional nature of poverty, in support of the Sustainable Development Goals. Canada's FIAP focusses on six priority action areas, including environment and climate action.

A Strategic Environment Assessment (SEA) for the FIAP was conducted. The main conclusions of this SEA are that with the implementation of measures identified, GAC anticipates significant positive environmental impacts from the international assistance programming, particularly with respect to the Environment and Climate Action Policy programming. To the extent that the Growth that Works for Everyone Policy (GroWE) is also focusing on approaches and initiatives that promote sustainable pathways to economic growth, positive outcomes are also anticipated. Similarly, the Inclusive Governance policy and the education pathway under the Human Dignity action area policy integrate some fundamental elements that support environmental sustainability goals. There is scope for stronger linkages to be made in other policy areas, including in humanitarian assistance, health, and peace and security, and the SEA highlighted these critical linkages and made recommendations for further integration.

- **Peer suggestion: The Environment and Climate Action Policy be swiftly released as a detailed FIAP action area with policy guidance:** The lack of the details and guidance from the environment and climate action area under FIAP has constrained the ability to move forward into specific programming and mainstreaming activities. This should be accompanied by the public release of the FIAP Strategic Environment Assessment.

Leadership of senior management: The commitment and leadership of senior management in the Department for environment is critical, as demonstrated by what is being achieved in relation to gender mainstreaming. For example, gender equality has targets of 80% bilateral official development assistance (ODA) to have gender equality integrated and 15% to specifically target gender equality. The positive side of this has been that GAC's gender equality commitment has contributed to Canada being seen globally leader on gender equality and climate.

- **Peer suggestion: Communicate with senior managers in Global Affairs Canada how environment can contribute to Canada’s political objectives in particular gender equality, through for example a gender assessment of environment and climate action:** While changing political priorities are inevitable, GAC’s environmental specialists need to work together to demonstrate to senior management how environment and climate contribute to Canada’s political objectives in particular the prevailing discourse of gender empowerment. For example perhaps more important than a strategic environment assessment of the FIAP – which looks at FIAP’s links to environment – is a gender assessment of climate and environment – *which looks at how environment and climate contribute to gender equality.*

Financial targets for climate and environment programming and mainstreaming: With the notable exception of climate, the Department has no targets for environment programming and mainstreaming, unlike for gender equality where GAC requires 80% integrated and 15% targeted gender equality programming of the bilateral programme. By contrast both Sida and the EC have quantitative targets using the Rio Marker methodology for climate spending (20% for the EC and 28% for Sida), and Sida has spending targets for environment (15% of principal and 45% as significant by 2020) and for biodiversity (4% as principal and 15% as significant objective by 2020). Sida has an Environmental Action Plan (2017-2020) that sets out these targets and what should be achieved, when and by whom.⁷

For the EC their climate target is set to grow to an estimated 25% share of the total budget in the new budget proposals. In addition, both the EC and Sida have detailed guidance for staff on scoring and marking projects according to the Rio Markers. The results are regularly disseminated and used as a management tool. By contrast in Canada, the Rio Marker scoring is done with limited guidance to staff and no dissemination of the results (other than bureaucratic submission to the DAC) nor any use of them as a departmental management tool.

As far as setting spending targets, the closest GAC comes is its contribution to Canada’s commitment to spend CAD 2.65 billion on climate spending over five years. However much of GAC’s climate finance is channelled through multilaterals and is managed as a separate pot of funding by a separate unit in the Department and not mainstreamed through the whole of GAC’s budget as in Sida, the EC and the United Kingdom.

- **Peer suggestion: Set environment and climate targets for expenditure with effective quality monitoring, dissemination and use by management:** While in some respects, GAC has a good story to tell on climate spending this has not been translated into clear and well disseminated spending targets linked to the Rio Markers. This expenditure monitoring needs effective quality control and to be used as a management tool as in the EC and Sida. In Sida *a Statistical Handbook* offers instructions for classifying contributions against environment policy markers. Following inconsistent application of an earlier version, in 2017 the Handbook was

⁷ By 2020, Sida should increase the share of funding

- With environment as a principal objective (the main objective) from 11% (2016) to 15% (2020) and environment as a significant objective from 32% (2016) to 45% (2020)
- With biodiversity as a principal objective to 4% and biodiversity as significant objective to 15%
- For climate change (“climate financing”) to 28%
- And increase the number of guarantees where environment is a principal objective to 8.

updated to add clear criteria for marking contributions: the criteria require environmental assessment, active use of environmental information, setting of specific environmental objectives and activities, and monitoring of them. Sida also has an *Environmental Action Plan (EAP 2017-20)* that sets environmental expenditure targets – describing what should be achieved, when and by whom. It includes quantitative financial targets and calls for annual reports. GAC could usefully adapt this approach.

- **Peer suggestion: Mainstream climate spending across the bilateral programme**
Canadian financial targets exist for climate change (CAD 2.65 billion over five years) but GAC's climate funds are managed through a separate pot and not mainstreamed into the bilateral programme as in Sida, the EC and the United Kingdom. This could be changed to provide a much more joined up climate mainstream response across GAC programming.

Climate mitigation dominance and need for more attention to climate adaptation, environmental health and biodiversity: For GAC, climate is a major focus, with an overall spending target for climate finance. As it stands, approximately two thirds of GAC climate finance is allocated to mitigation. This larger share of mitigation is a concern expressed by civil society organisations (CSOs). There has been some growing attention to the Ocean and the Blue Economy which was initiated during the Canadian G7 Presidency in 2018. For example, the Oceans Plastics Charter includes all G7 countries except the US and Japan and now involves 20 countries and 50 organisations. In the late 2000's one of the Department's priorities was in the extractive sector and many projects under that sector aimed to address the environment. Given GAC's current focus on curative health, there is through the EIP some attention to medical waste and EIP assessment of education programming has led to some focus on environmental education and water and sanitation in schools. Even with a focus on curative health investment, environmental service delivery cannot be forgotten with an estimated half of clinics in Haiti operating without water and sanitation (WHO, 2015). However the important areas of environmental health which are particularly relevant to women and girls, such as sanitation, exposure to indoor and outdoor air pollution and vector borne disease which drive health burdens have received limited attention from GAC.

- **Peer suggestion: Consider increasing the share of spending on climate adaptation:**
Globally, GAC spends the same proportion on climate mitigation and adaptation (about 13% of its budget on each). However, through its climate finance commitment of CAD 2.65 billion, two thirds of the funding are allocated to mitigation. But with its emphasis on least developed countries and fragile states, GAC could give greater attention to climate adaptation than climate mitigation. This is a request forcefully made by the Canadian Coalition on Climate Change and Development (C4D).
- **Peer suggestion: Increase GAC programming on pollution:** GAC should widen its focus on the impact of pollution on health, and the environmental aspects of its health activities in order to take account of broader environment issues, including their impact on health, particularly for women and girls in least developed countries and fragile states - such as wider access to sanitation, and reduced exposure to indoor and outdoor air pollution.

- **Peer suggestion: Increase biodiversity programming:** GAC spends about 1% on biodiversity compared to the Sida's goal of spending by 2020 a proposed 4% as a principal objective and 15% as a significant objective (based on the Rio markers). GAC could start to develop this work by an assessment of how biodiversity contributes to gender empowerment.

Fragile states and humanitarian contexts: environment mainstreaming is challenging in humanitarian contexts, given the need to achieve balance between the urgent and the important (where the primary focus is on food and shelter rather than longer-term resilience or disaster risk reduction). In addition, the long-time horizons of environmental programmes do not match election cycles in which a change of government can quickly change policy priorities.

- **Peer suggestion: Explore areas where humanitarian programming and work in fragile contexts link up with environment and climate.** For humanitarian programming this can include environmental health around refugee camps – of sanitation and energy, e.g. indoor air pollution from biomass burning and deforestation caused by cutting forests for firewood. For fragile states, there is emerging evidence that environment decline and exposure to climate shocks is contributing to country fragility and conflict, e.g. drought and climate disasters in the Sahel, north Africa and the Middle East.

Multilateral influence: Through participation in Multilateral Development Banks and United Nations Executive Boards, Canada is influencing multilateral organisations' focus on and mainstreaming of environment and climate, e.g. using Canada's role as Executive Director in Development Banks, reviewing environmental policies and practices, reviewing programme and project proposals, and specific appeals to identify environmental issues/risks. This presents opportunities for donor co-ordination – within and across constituencies in the multilateral development banks and UN Boards.

- **Peer suggestion: Collaborate on effective mainstreaming in multilateral organisations:** While good work is being done, including by GAC and the Multilateral Organisation Performance Assessment Network (MOPAN)⁸ and GAC staff, on assessing environmental systems and processes, there is scope to go beyond this to look at the extent to which these are implemented effectively in practice. This can be done by the Department with other donors within and across constituencies in the multilateral system.

⁸ <http://www.mopanonline.org/>

5. Lessons on systems, processes and tools for environment integration

GAC has strong legal requirements for environmental assessment: This has been a long-standing requirement in Canadian development co-operation, informing a rigorous system which requires sign-off on activities by environmental specialists. The system includes strong *technical tools for environment mainstreaming* (e.g. Authorized Programming Process (APP), EIP, SEA and some corresponding action plans). The focus on environment mainstreaming is not limited to the project design phase, but often continues through implementation.

The Authorized Programming Process

For its international assistance, GAC uses a standardised grants and contributions programming process that covers all long-term development programming: the Authorized Programming Process. For Global Affairs Canada development programmes, this process serves as the single route for the design, approval and implementation of their aid initiatives. Multiple branches across the Department and field offices use the APP. Characteristics of the APP include:

- Standardized steps, roles and responsibilities, irrespective of location;
- Common tools (some of which are automated), training and guidance;
- Integration with the Grants and Contributions System; and
- Clarity, consistency and transparency for outside partners.

The APP provides the Department with clarity, consistency, efficiency, quality and standardisation in its aid delivery. The APP facilitates more efficient decision-making without compromising accountability or due diligence and enables communication to external stakeholders in a better way. GAC's main tool for environmental mainstreaming, the Environmental Integration Process, is embedded in the APP (Global Affairs Canada, 2019). While it has many strengths, the APP is a slow process with project design and approval typically taking two years.

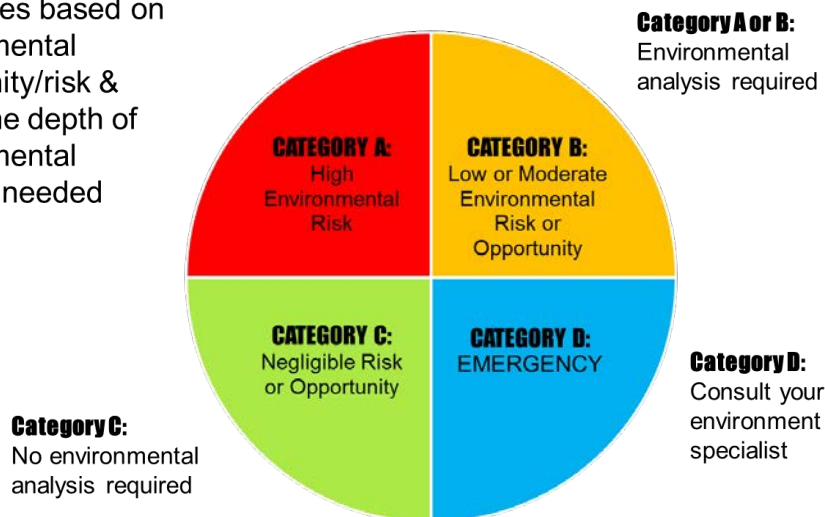
The Environmental Integration Process

The Environmental Integration Process (EIP) was implemented in 2014 in response to the changes in the Canadian Environmental Assessment Act, 2012. Under this system, each project is examined in detail to assess environmental risks and opportunities. CEAA and SEA requirements are built in to the EIP so as to ensure that Canadian international assistance does not result in significant adverse environmental effects. SEAs are typically undertaken for development policies, Treasury Board submissions and Memoranda to Cabinet, and proposals that require Ministerial approval. Under the EIP, project proposals are screened by categories that are aligned with international environmental assessment standards. The Environmental Integration Process Screening Tool is to be used by the Department's development staff and partners to determine the depth of environmental analysis that is required for an initiative (Figure 5.1). The categories are based on the initiative's potential environmental opportunities and risks, taking into account the sector, context, and scale. For partners, this tool is intended to serve as a guide; the final category determination is made by Global Affairs Canada.

Figure 5.1 Screening categories

Screening Categories

Categories based on environmental opportunity/risk & determine depth of environmental analysis needed



Environmental analyses are required for Category A and B projects. No environmental analyses are required for Category C and D. Since they are associated with environmental risks and/or opportunities, Category A and B proposals are likely to require environmental follow up whose specific steps will be determined jointly by the project officer and the project's assigned Environment Specialist. As they present negligible environmental risk or opportunity, Category C proposals do not require environmental monitoring. Finally, Category D proposals are in response to emergencies and environmental measures specific to that situation are recommended. The EIP is integrated into GAC's financial system and Category A and B projects cannot be made operational until all environmental requirements are met. This was established as a way to improve compliance.

Under the EIP, environmental clauses are required in all contracts, agreements, and arrangements (including pre-negotiated grant arrangement templates) for development assistance initiatives. These are to include any required environmental deliverables or follow-up measures to be implemented by the consultant/organisation after approval, in order to ensure compliance with GAC's environmental policy and legal obligations. Typical environmental deliverables are: environmental management plans, environmental site assessments, class-screening environmental assessment and further environmental analysis. Often these are included in Contribution Agreements. Typical follow-up measures include: review of project documents such as Project Implementation Plan, Annual Workplans and Progress Reports, partner visits, project/program evaluations and due diligence assessments (GAC Briefing Note, 2019). However, there is some evidence that environment is less well included here.

- **Peer suggestion: Revise project cycle requirements in the context of the Impact Assessment law drafting underway:** While integration of environment is strong in the project cycle, there are a number of areas where important reforms can be made:

- ***Include environmental dimensions when issuing calls for project proposals:***
There could be stronger references to the requirement for environmental mainstreaming when seeking project proposals – describing the outcomes expected from responses to calls for proposals and in department-initiated projects; this applies to Partnerships for Development Innovation Branch and Geographic Branches programming in particular.
- ***More use of strategic environmental assessment with effective follow-up:***
While GAC has initiated some important SEAs, mostly notably of the FIAP, there is less use of these in the bilateral programmes. One reason has been the elimination of the requirement for country strategies, for which SEAs were often conducted. SEAs could be re-introduced with proper follow up in relation to programming, including through drawing on these assessments in policy dialogue and project and programme design.
- ***Environment in the core project implementation framework:*** Currently environmental deliverables may only be included in attachments to the main project documents. This can be overcome by including environment outputs as part of the project's logic model and Project Implementation Plan.
- ***Environment in Results framework:*** In theory, the current template facilitates the tracking and reporting of environment mainstreaming, but in practice, the template limits the ability to reflect environment as there are limited opportunities to include outcomes given the importance to Canada of including gender equality outcomes alongside the sector-specific objectives.

6. Lessons on people and capacities for environment integration

Strong technical capacity to inform environment mainstreaming: GAC benefits from experienced environmental specialists, including in the context of multilateral programming, with a strong institutional memory and the ability to identify opportunities for environment integration across sectors (e.g. in health and education). This is appreciated across the organisation with Geographic programmes' project officers stating the value of face to face contact and strong links with environmental specialists.

The three principal functions of specialists are the following:

1. Provide **quality evidence-based technical advice** to support global and geographic programming;
2. Promote **coherence and alignment between thematic/sectoral policies and programming** and ensure **legislative/policy compliance**; and,
3. **Broker thematic and sector knowledge** to support excellence in development programming.

Specialists play a key role in translating and operationalising the department's thematic and sectoral policies into technical advice for programmes to improve development results. Conversely, through the technical knowledge of their respective theme/ sector and their engagement with programmes, specialists also play an important role to inform policy direction and promote overall coherence.

While the term *specialist* can apply to other functions in the department, thematic and sectoral specialists are experts in the field of development with a high level of technical knowledge on their particular theme/sector, and their expertise is acquired through a combination of education and professional experience. Much of the value-added of specialists lies in their knowledge of the thematic or sectoral programming portfolio of the department, specific knowledge of sub-sectors, in their knowledge of country contexts in which GAC funds development programmes and key implementing partners and stakeholders in the theme/sector (Global Affairs Canada, 2019)

At Global Affairs Canada, environmental capacity is mainly in the hands of the Environment Specialists at headquarters (11) and in the field (12). Headquarters Environment Specialists are based in the Global Issues and Development Branch (MFM) (9) and the Partnerships for Development Innovation Branch (KFM) (2). Their main task is to provide environmental advice, knowledge, and support to international development programmes, including bilateral and multilateral programmes and initiatives with Canadian organisations. They are responsible for applying the EIP. They also advise on the development of policies and programmes and are responsible for a number of corporate files, including advising on processes, legislation and regulation, and developing environmental capacity-building. They share expert knowledge with programmes and with locally engaged advisors and they support policy and programmes to engage in effective policy dialogue with development partners (Global Affairs Canada, 2019).

Environmental specialists require a first degree in environmental science, but some have a second degree in the social sciences. Their physical location is also important. Partnerships for Development Innovation Branch has in-house environment staff. With the amalgamation, other environment specialists are not in the same buildings and branches, so processes of the EIP have tended to be slower.

While the number of environment staff may decline as staff retire and may not be replaced, staffing in other specialities, such as gender equality, are expanding. For gender equality, there are 11 headquarters gender equality specialists with three more being recruited and then one focal point in each country.

- **Peer suggestion: Consider reviewing environment technical needs** as the climate budget grows and the use of innovative financing mechanisms increases (including for infrastructure).

Building capacity for environmental mainstreaming: The amalgamation of CIDA and Department for Foreign Affairs and International Trade resulted in disruption to the way environmental capacity building was made accessible to development officers. Initiatives are currently underway to correct this including the Environmental Integration course which is now included in the curriculum for employees, including those going on postings overseas; a needs assessment of GAC's environmental training needs is about to be launched; an on-line course is under development to reach out to local staff in Embassies among others. Capacity building could be extended to GAC's implementing partners (Global Affairs Canada, 2019). However, there is a need to take a sustained and consistent approach to environmental capacity building with a number of options possible, as set out below:

- **Peer suggestion: EIP training enhanced and made mandatory.** While gender equality training is mandatory and units monitor compliance, this is not the case for environment training. There is scope to make environment training mandatory for non-expert staff. In addition, environmental specialists could seize opportunities as they emerge to include environmental perspectives in other thematic seminars/discussions.
- **Peer suggestion: Set up environment mainstreaming helpdesk within GAC** based on EC's in-house full-time model or Sida's call down contract with two Universities. The EC has an externally recruited environmental mainstreaming facility with the equivalent of four full time staff based in-house. They support mainstreaming through EC policy review, in country dialogue and analysis and the development of EC staff capacity. Sida's Environment and Climate Helpdesk,⁹ was initiated in 2009 when two existing helpdesks, for environmental economics and for environmental assessment, were merged into one. Call down contracts offer access to a high standard of expertise, practical knowledge and academic research, with availability of 13 staff from two leading Swedish universities. The helpdesk is contracted through a central budget and has adequate resources to

⁹ <https://sidaenvironmenthelpdesk.se/>

support Sida staff and partners on-demand. By contrast GAC's draw-down contracting service is currently rather cumbersome and as a result is hardly used by staff.

- **Peer suggestion: Develop an Environment and Climate Network** drawing upon Sida experience, which the EC also seeks to emulate. Sida's environment and climate network builds a virtual 'community of practice' of about 90 people across Sida (nearly 15% of Sida staff). It is one of several thematic networks that act as tools for learning and exchange through cooperation across Sida units and departments. There is clearly much latent potential and interest as the Department's greening network EcoGAC has shot up in just a year from three volunteers to a membership of 90 with several incoming permanent staff. There are also opportunities that a network could create to link to those working on environment in trade agreements, application of the SEA directive to foreign policy and trade proposals, climate diplomacy, etc.
- **Peer suggestion: Add environment to the Competency and Assignment Management System:** While discussions on the new competency passport are still ongoing, now is the time to introduce environment as a required skill for GAC staff working in development co-operation.
- **Peer suggestion: increase skills and training in environment:** With new blended lending coming on stream as in other DAC members, there is evidence that GAC's infrastructure programming will grow. However, currently GAC has few staff trained to assess the environmental dimensions of this. Canada had previously phased out of investments in large infrastructure projects, and the Department is not currently fully equipped to respond to the demands arising from the priorities emerging from innovative financing mechanisms.

7. Lessons on knowledge, learning and communication for environmental integration

Why knowledge, learning and communication matters: GAC staff are open to learning about environment, but there is not yet a robust and routine knowledge and learning system. Similarly, while GAC staff can identify successful examples of environment and climate communication, there is a lack of a sustained, coherent and strategic communication strategy. Communication is particularly important in getting the attention of managers where their focus seems to be focused elsewhere, particularly on gender equality.

- **Peer suggestion: Ensure a systematic focus on environment within evaluation:** The mandatory chapter on environment has been removed from programme evaluations since environment is not seen by some as a cross-cutting issue within FIAP. This constrains GAC's ability to build the evidence base for mainstreaming.
- **Peer suggestion: Greater monitoring and reporting systems** for environment and climate mainstreaming: unlike Sida and the EC, GAC lacks any overarching strategy for its environment and climate mainstreaming. The Department does not undertake any strategic overall environmental monitoring or reporting on mainstreaming except for the requirement to report Rio marker expenditures to the DAC. A more pro-active management approach for monitoring and reporting on the results and impact of environment mainstreaming can make more effective use of the GAC data collected for the Rio Markers.
- **Peer suggestion: Develop thematic policy and dialogue briefs as part of a strategic communication strategy:** Provision of country climate factsheets on Nationally Determined Contributions after the Paris Conference of the Parties was highlighted as an example of good practice by GAC. Development of joint communication material could potentially be a good area for co-operation among DAC members. They would need to be part of a broader strategic communication strategy, aimed at GAC management and other key stakeholders.
- **Peer suggestion: Enhanced engagement with civil society organisations:** The Department has a strong funding relationship with Canadian civil society. But mutual learning and communication on environmental mainstreaming between GAC and CSOs could be enhanced through policy dialogue, joint training and regular meetings between GAC and CSOs on policies, activities, tools and other guidance.

8. Next steps

This report will be published as part of the peer learning exercise.

Following a reflection on all three country visits at ENVIRONET on 30 April 2019, a synthesis report will be drafted by IIED in June 2019.

This final synthesis report will inform future formal OECD peer reviews, which are carried out regularly of OECD members, and provide a basis for continued sharing and some suggestions for harmonisation among ENVIRONET members interested in enhancing their mainstreaming of environment and climate change.

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Annex 1 Team members

Peer learning team members were:

- Ulrika Åkesson, Lead Policy Specialist, Environment and Climate Change, Swedish International Development Cooperation Agency (Sida), Sweden.
- Egger Topper, Team Leader, Environment and Climate Mainstreaming Facility, European Commission.
- Paul Steele, Chief Economist, International Institute for Environment and Development, United Kingdom.
- John Egan, Senior Policy Analyst and Team Leader Peer Reviews, Development Co-operation Directorate, OECD.
- Nicolina Lamhauge, Policy Analyst, ENVIRONET Secretariat, Development Co-operation Directorate, OECD.

Principal organisers of the visit were:

- Michelle Tremblay, Senior Environment Specialist, Environment Division, Food Security and Environment Bureau, Global Affairs Canada.
- Stéphane Tremblay, Environment Specialist, Environment Division, Food Security and Environment Bureau, Global Affairs Canada.

Annex 2 Schedule of the peer learning visit to Canada

NB: ALL MEETINGS at 111 Sussex Drive, Room: S7-214, except where indicated

TIME	FOCUS AREA	DETAILS	PARTICIPANTS (Proposed session Lead)	OBJECTIVES FOR SESSION
Monday 1st April, 2019				
9.00	Arrive in GAC			
9-10.15	Visiting Team Preparatory Meeting	Key documents: <ul style="list-style-type: none"> - IIED prepared analytical framework - GAC background briefing - Annotated agenda 	Peer team, OECD and IIED + GAC (John and Paul)	Objectives: <ul style="list-style-type: none"> - Ensure clarity on objectives, approach to the learning exercise - Agree individual roles and responsibilities - Raise any queries arising from background brief
10.15-10.30	Coffee			
10.30	Welcome and Overview of policy framework and Management perspectives on Environmental Mainstreaming - <i>How does management perceive GAC's efforts and results on environmental mainstreaming?</i>	<ul style="list-style-type: none"> · Welcome · Policies, history, objectives and approaches · Mandates and division of responsibility · Main issues and concerns of environmental mainstreaming · Clarifications on briefing note · Main actors (see list in briefing note) · Run-through of the agenda, including roles of the visitors/hosts and issues of concern Pp 6-16 Briefing Note	Peer team, OECD and IIED (Paul suggested as session lead) MSD - Sue Szabo, DG, Environment and Food Security MSS - Anar Mamdani, Director, Environment NDH- Ian Myles, Executive Director, Haiti, MEF - Andrew Clark, Director, Economic Growth & IFIs KGSF - Frank Schneider DD/Environment and Climate Change assisted by Michel Norman Marleau	Objectives: <ul style="list-style-type: none"> - Familiarisation on GAC's environmental integration purpose at strategic level, and GAC's potential roles as financier, analyst and dialogue partner - Share peer learning objectives and ensure all are happy with the week's agenda and approach - Get management views of environmental mainstreaming approaches and results, GAC's strategic context, mandate, drivers, systems and roles for environmental mainstreaming, successes and challenges - Clarify managers expectations of the technical support their staff need

12-13pm	Lunch			
13pm-14.30	Mainstreaming in Practice- overview of environmental mainstreaming taking place in GAC's three streams : <ul style="list-style-type: none"> - Development cooperation - Foreign Affairs - Trade 	<ul style="list-style-type: none"> - Mainstreaming in development (the environment and food security division, MSS), foreign affairs (GAC cabinet and parliamentary affairs division including Global Environment Facility) and trade, including regional and bilateral trade negotiations - Links to the revision of the Canadian Environment Assessment Act (2012) as the new Impact Assessment Act to be adopted in about June 2019 to expand on the definition of environmental impacts and more consultation and transparency on impact assessments <p>Pp 9-11 on Development, Foreign Affairs and Trade Briefing Note</p>	<p>Peer team, OECD and IIED (Egger suggested) Session divided into three segments:</p> <ul style="list-style-type: none"> a. Development cooperation – legislative framework and EIP MSS Pascal Dehoux, Deputy Director Environment b. Foreign Affairs – legislative framework and current process DCL Jennifer Shames, Senior Policy Advisor, Cabinet and Parliamentary Affairs Division c. Procurement, Trade and Environment – environmental assessment process for trade agreements TCT – Lucas McCall, Registrar/NAFTA Secretariat & Deputy Director - Inclusive Approach to Trade, Trade Agreement Secretariat TPZ Anna Albovias, DD, Procurement, Trade and Environment 	<p>Objectives:</p> <ul style="list-style-type: none"> - To get a better understanding of the roles, responsibilities and approaches in environment mainstreaming across the three departments - Explore how the system (mandate, procedures, capacity, etc) achieves environmental outcomes. - Understand how the approaches used across the three units are streamlined to ensure a coherent approach to environment mainstreaming - What are some of the lessons learned and remaining challenges?
14.30-14.45	Coffee break			
14.45-15.15	Meeting with GAC Environmental specialists	<ul style="list-style-type: none"> - Share peer learning objectives and ensure all are clear with the week's agenda - Overview of environment mainstreaming successes and challenges 	<p>Peer team, OECD and IIED (Ulrika suggested) GAC environmental specialists</p> <p>Briefing Note pp 18-19 on Specialists and Environmental Capacity; pp 24-28 In-house survey, pp 28-31 Meta-analysis of evaluations, pp 31-32 Evolution and Learning</p>	<p>Objective:</p> <ul style="list-style-type: none"> - Understand lessons learned and challenges as perceived by GAC environment specialists - Explore options for applying lessons and addressing challenges
15.15-15.45	Debrief	<ul style="list-style-type: none"> - Visiting team's allocated time to reflect and identify key 	Peer team, OECD and IIED (Paul and Nicolina)	Objective:

		learning/issues learnt and needing further exploration			- Pull out main lessons emerging from the day; reflect on process and adjust approach
Tuesday 2nd April 2019					
08.30-10.15	<p>Multiple Mainstreaming Considerations: Geographic <i>Environmental integration under FIAP – successes and challenges.</i></p> <p>Session 1 : Geographic programmes (Bilateral and Embassies)</p> <p>Parallel Sessions A : Asia and Middle East</p> <p>B : Africa and Americas</p>	<ul style="list-style-type: none"> · Mainstreaming in geographies under Feminist International Assistance Policy (FIAP) in selected geographic programmes · Successes in each geography · Challenges in each geography <p>Pp 28-31 meta-analysis of programme evaluations in Briefing Note</p>	<p>A: ASIA and MIDDLE EAST (Paul)</p> <p>GAC HQ based: OSP – Sandra Choufani, DD, Myanmar OAB - Elaine Nickerson, DD, Bangladesh ELA – Sara Marshall, Senior Development, West Bank & Gaza</p> <p>Embassy based: AMMAN -Jordan - Diya El Fadel, Senior Development Officer– Amman, project manager and environmental focal point</p>	<p>B: AFRICA and AMERICA (Egger)</p> <p>Peer team, OECD and IIED HQ- based: WWF– Caroline Côté, Senior Analyst, Mali NDH– Jean-Luc Labelle, DD Croissance inclusive Haiti Alexandre Guimond, DD, Interamerican program</p> <p>Embassy based: BAMAKO – Pamela Nibishaka, First Secretary – environmental focal point, AND Souleymane Dembélé, Environment specialist BOGOTA - Maarten De Groot, Deputy Director Cooperation</p>	<p>Objectives:</p> <ul style="list-style-type: none"> - To understand the ‘stories’ and outcomes of country (partners) environmental mainstreaming in national and sector work - To learn about effective environmental mainstreaming practices, processes, enabling conditions, roles and leadership - To discuss how environmental integration might best fit with geographic strategy
10.15-10.30	Coffee break				
10.30-12pm	<p>Multiple Mainstreaming Considerations: Multilateral <i>Environmental integration under FIAP – successes and challenges.</i></p>	<ul style="list-style-type: none"> · Mainstreaming in multilateral programming under Feminist International Assistance Policy (FIAP) in selected geographic programmes · Successes in terms of gender mainstreaming in range of Multilateral programmes and 	<p>Peer team, OECD and IIED (Nicolina suggested)</p> <p>MEF Angela Nembavakis, DD Bretton Woods, and Calvin Piggott, Senior Policy Analyst, Regional Development Bank MHO – Vicky Singmin OR Chris Demerse, Deputy Director, Humanitarian Organisations and Food Assistance MSD Christophe Kadji, DD Food security programming - TBC</p>		<p>Objectives:</p> <ul style="list-style-type: none"> - Discuss drivers, purpose and mandate for environmental mainstreaming in multilateral <i>programming</i> – what are some of the levers for GAC’s influence in this area?

	Session 2 : Multilateral Programming	<p>what this means for environment mainstreaming</p> <ul style="list-style-type: none"> Challenges in terms of gender mainstreaming in range of Multilateral programmes and what this means for environment mainstreaming <p>Legislative framework pp 12-15 and Systems and Tools pp 15-17 of Briefing Note</p>	MES Luke Sookocheff, DD, Natural Resources & Governance, MIO Christine Spoerel, Senior Policy Analyst, United Nations	<ul style="list-style-type: none"> Learn how mainstreaming supports Canada's foreign and multilateral objectives; what opportunities exist? Discuss any gaps between multilateral institutions' policy and practice, and how GAC can influence this through policy dialogue with institutions What objectives do GAC and multilateral partners share on environmental mainstreaming? How can multilateral partners translate GAC's environmental objectives into their own programming and into programming commissioned by GAC?
12-13pm	Lunch	<p>Lunch Presentation: ECO GAC (Greening practices & offices)</p> <ul style="list-style-type: none"> What environmental management systems does GAC have in place for its own offices and operations <p>Pp 15 on Green Procurement</p>	<p>Peer team, OECD and IIED (Paul suggested)</p> <ul style="list-style-type: none"> Presenter: MSS Isabelle Jetté, Environment Specialist 	<p>Objective:s</p> <ul style="list-style-type: none"> What environmental management systems does GAC have in place for its own corporate operations? How have these come about and how effective are they in bringing about change internally? How can GAC's institutional practices influence programming and vice versa?
13pm-14.30	<p>Multiple Mainstreaming Considerations:</p> <p><i>Partnerships Environmental integration under FIAP – successes and challenges.</i></p> <p>Session 3 : Partnerships Branch</p>	<ul style="list-style-type: none"> Environment mainstreaming-approach in partnerships with Canadian organisations and implications for a gender equality perspective Successes and challenges of environment mainstreaming and implications for partnerships, including for a gender perspective 	<p>Peer team, OECD and IIED (John suggested)</p> <p>KGSF Tiffanie Rainville, Senior Development Officer, Environment and climate action</p>	<p>Objectives:</p> <ul style="list-style-type: none"> Look at demands and incentives for environment mainstreaming within the FIAP for Canadian partnerships What are some of the drivers and limitations in environmental mainstreaming with Canadian partners? To learn about effective practices, processes, enabling conditions, roles and leadership within Partnership Branch

		Legislative framework pp 12-15 and Systems and Tools pp 15-17 of Briefing Note		- How has GAC built capacity of its Canadian partners, and of their in-country partners?
14.30-14.45	Coffee			
14.45-16.30	Gender integration in environment and Climate change programming - How is Canada leading?	<ul style="list-style-type: none"> · MSG will first present briefly GAC's architecture for gender equality integration which will be followed by project examples. · Challenges, opportunities and good examples in mainstreaming gender in environment and climate and vice versa <p>Pp 7-8 Feminist International Assistance Policy in Briefing Note</p>	Peer team, OECD and IIED (Ulrika suggested) MSC –Catherine Potvin, Advisor, Climate Finance MGS/Françoise Nduwimana, DD, GE Africa & Middle-East, GE advisor to WFC ECCC: Jean-Sébastien Fabry, Senior Policy Advisor, accompanied by Maude Dufort-Labbé, gender file lead	<p>Objective:</p> <ul style="list-style-type: none"> - Pick out top lessons of mandate, targets, communications, knowledge/skills, incentives, safeguards, etc, that explain success in gender and climate/environment mainstreaming - Explore similarities, differences, synergies and trade-offs between GAC's environment mainstreaming and the mainstreaming of gender - Explore gaps between policy, take-up & practice; learn of incentives/provisions to bridge the gaps
16.30-17.15	Debrief	<ul style="list-style-type: none"> · Visiting team's allocated time to reflect and identify key learning/issues learnt and needing further exploration 	Visiting team (Paul and Nicolina)	<p>Objective:</p> <ul style="list-style-type: none"> - To pull out main lessons emerging from the day; reflect on process and adjust approach
Wednesday 3rd April 2019				
08.30-10.15	Policy dialogue Session 1 on Innovative Finance: How to ensure environmental integration and application of safeguards throughout the	<ul style="list-style-type: none"> · To better understand how GAC mainstreams environment into different financing mechanisms, including blended finance 	Peer team, OECD and IIED (Egger suggested) Sweden and EC to share their approaches to mainstreaming in different financing instruments MLD Ryan Clark – Director, Innovative Financing Bureau - TBC MSC Kerry Max – DD Climate Finance Governance Yolanda Banks Principal advisor, Corporate Affairs, FinDev Etienne Grall, FinDev ECCC – to be determined - Climate Finance Team	<p>Objectives:</p> <ul style="list-style-type: none"> - What approaches, including safeguards, are used to mainstream environment into the different financing mechanisms? - How does the Environment Integration Process facilitate environment mainstreaming?

	<i>range of financing mechanism?</i>			- What challenges and lessons have emerged and how can the focus on environment be further strengthened?
10.15-10.30	Coffee			
10.30-12pm	Policy dialogue Session 2 on International partners - <i>How can we be more efficient and ensure proper application of safeguards with international partners?</i>	<ul style="list-style-type: none"> · What are safeguards by GAC with international partners, e.g. Authorised Programming Process and Environment Integration Process and developing Environment and Climate Change Action Area Policy · What is role of international partners in applying safeguards? · How to strengthen that role? <p>Legislative framework pp 12-15 and Systems and Tools pp 15-17 of Briefing Note</p>	Peer team, OECD and IIED (Paul suggested) Jacob Thoppil, Canadian Rep, WB, Washington -TBC MHI Tara Carney, Director, International Humanitarian Assistance, MSS – Tamara Sorger, Deputy Director, Environment MSF- Christophe Kadji, Deputy Director, Food Security Programming - TBC	<p>Objectives:</p> <ul style="list-style-type: none"> - How to achieve GAC goals on safeguards amongst international partners to “streamline funding application processes and modernize its results-based management and risk management procedures to better respond to specific country and partner contexts, and support timelier funding decisions”? - How effective have safeguards been with international partners in terms of the Environmental integration Process (EIP) - What are the key environmental challenges related to the MDBs’ infrastructure and policy investments? - How is GAC environmental mainstreaming helping to address them, noting in particular the CEAA - S.68 Projects outside Canada states “enable in whole or in part” and the Cabinet Directive on SEA
12pm-13pm	Lunch:	.		
13-14.30pm	Environmental Mainstreaming Capacity - <i>How to build and maintain it?</i>	<ul style="list-style-type: none"> - Review of ongoing and new initiatives to build and maintain capacity among HQ staff, local engaged advisors and sector specific consultants 	Peer team, OECD and IIED (Nicolina suggested) Sweden and EC to share their experience with capacity development	<p>Objectives:</p> <ul style="list-style-type: none"> - What mechanisms are in place to strengthen staff capacity and incentives for mainstreaming?

		Pp 18-19 Capacity in Briefing Note		Brigitte Lapierre, Director CFSC, CFSD capacity development approaches & means MFMZ Bryan Luck and MEF Nathalie-Anne LeBlanc, Specialist function and capacity building & maintenance	<ul style="list-style-type: none"> - Has the effectiveness of this approach been assessed, and if so, how effective is it considered to be? - Beyond corporate training, what approaches have been effective in enhancing staff capacity 	
14.30pm -14.45	Coffee					
14.45-16.30	Environmental Mainstreaming in Global Commitments: <u>Parallel Session 1:</u> - Sexual Reproductive Health Rights (SRHR) - Gender Equality <u>Parallel Session 2:</u> - Natural Resources Management	SRHR Gender equity Pp 7-8 Feminist International Assistance Policy in Briefing Note	Natural resource management	Peer team, OECD and IIED (Ulrika suggested) On SRHR: MNC Peggy Thorpe, SRHR specialist KSNH: Rashim Ahluwalia, Senior Policy Advisor (health specialist) WWC – Joe Goodings, Development Officer, Nigeria program On Gender Equality and the Empowerment of Women and Girls WEK – Geneviève Asselin, Senior development officer, OSF – Sheila Riordon, Senior Development Officer, Indonesia WVL focal point	Peer team, OECD and IIED (Egger suggested) Natural Resources Management MES – Jeff Elzinga, Senior Policy Advisor MSS- Moreno Padilla, Senior Environment Specialist WFC – Ibrahima Sakho – Senior Development Officer – Panafrican program TBC KGSE – Charles Sarr, Development Officer, Inclusive Growth	Objective: <ul style="list-style-type: none"> - How is environment and climate change mainstreamed in global commitments on gender and natural resource management? - How is Canada leveraging its leadership on gender to also ensure a greater focus on environment and climate change issues? - Share Canada’s experience in environmental mainstreaming in the extractive sector
16.30-17.15	Debrief	· The visiting team’s allocated time to reflect and identify key learning/issues to explore further		Visiting team (Paul and Nicolina)	Objective: <ul style="list-style-type: none"> - To pull out main lessons emerging from the day; reflect on process and adjust approach 	
18.00	Social event					

Thursday 4 th April 2019				
09.00-12pm	GAC implementing partners' views on: <ul style="list-style-type: none"> - Multiple Mainstreaming considerations - Policy Dialogue with other partners & GAC - Environmental mainstreaming capacity 	Views of civil society and partners on key issues facing mainstreaming in GAC Proposed program: <ul style="list-style-type: none"> • 9:00 – 10:00 - Multiple mainstreaming – How do civil society organisations deal with the requirement to mainstream multiple cross-cutting themes (Environmental Sustainability, Gender Equality, Human Rights) in their programming under FIAP? • 10:05 – 11:00 - Policy dialogue with other partners, including GAC – How do civil society organisations apply GAC's environmental mainstreaming guidelines, how do they influence them and how do they engage into a larger policy dialogue with donors and international organisations? • 11:05 – 12:00 - Environmental capacity within your organisations – How do civil society organisations make sure their staff is properly capacitated for environmental integration? 	Peer team, OECD and IIED (Ulrika suggested) List of CSOs Livia Bizikova, IISD Carolyn Burns, Devonshire Initiative TBC Richard Lantagne, SOCODEVI TBC Kevin Dunbar, CARE Tracey Evans, Aga Khan Foundation Canada TBC Nic Moyer, CCIC TBC David Forest, CUSO Calais Caswell et Dennis Tessier, MEDA Odette Gauthier, FCM TBC Christina Polzot, OXFAM Sohel Khan, C4D TBC	Objectives: <ul style="list-style-type: none"> - What are civil society's views on key opportunities and challenges facing environmental mainstreaming in GAC - Explore how GAC communicates and works with civil society interests in both development and environment - Learn what civil society considers to be the main lessons from GAC progress made, challenges faced and ideas for improvement in environmental mainstreaming Perhaps initial <i>tour de table</i> on issues and then agreement on 3-4 issues for focused discussion?
12.00-13pm	Lunch			

<p>13.00-14.30pm</p>	<p>Creating a shared culture, furthering Amalgamation (OECD Recommendation)</p>	<p>Reviewing OECD DAC's peer review recommendation for improved amalgamation within GAC: <i>"Global Affairs Canada should resolve the remaining amalgamation challenges by further fostering a shared culture across the department, and by continuing to harmonise and streamline departmental systems and processes"</i>. http://www.oecd.org/dac/peer-reviews/DAC-Canada-2018-Main-findings-and-recommendations.pdf</p> <p>pp 5 on DAC in Recommendation in Briefing Note</p>	<p>Peer team, OECD and IIED (John: examples of Australia & New Zealand)</p> <p>PVS – Sasha Oliveira, Planning Analyst, GAC follow up on OECD recommendations DPI - Laurie Rogers, Deputy Director, Operational Process, harmonization principles and support provided - harmonization of Grants and Contributions programming, supported by DPO Lauren LaCompte, Senior analyst, harmonized risk management tool and approach IRC – Julie Lalonde, DD Planning & Coordination – Center of excellence on conflicts – example of amalgamation success TBC</p> <p>And participants: MSD – Sue Szabo, DG Food Security and Environment DCL – Jennifer Shames, Senior Policy Advisor TPZ – Helen Fytche, Director, Government Procurement and Trade & Environment</p>	<p>Objective:</p> <ul style="list-style-type: none"> - Share views on how to apply the OECD recommendation to environmental mainstreaming
<p>14.30-14.45</p>	<p>Coffee</p>	<p>.</p>		
<p>14.45-16.30</p>	<p>Preliminary lessons and key messages</p>	<ul style="list-style-type: none"> · Peer visitors meet to agree on initial findings · Working session to prepare draft team presentation for Friday; and possible peer 'sharing' focus sessions 	<p>Peer team, OECD and IIED (Paul, John and Nicolina)</p>	<p>Objective:</p> <ul style="list-style-type: none"> - Peers individually propose their top lessons from Ottawa... then - Group, validate, and refine lessons - Agree how to brief Canadian peers - Drafting of presentation for next day
<p>Friday 5th April 2019</p>				
<p>09.00-09.30</p>	<p>Courtesy Call</p>		<p>Peer team, OECD and IIED (Ulrika and John suggested) GAC management - TBC</p>	<p>Volunteer: Objective: brief GAC senior management on main lessons from OECD peer learning visit</p>

09.30-11.00	Stakeholder workshop	<ul style="list-style-type: none"> · Presentation and discussion on preliminary findings 	Peer team, OECD and IIED (Paul facilitates) All stakeholders (open event for all GAC employees at headquarters and embassies via Skype link) + peers who could not attend	Objectives: <ul style="list-style-type: none"> - Peers share key learning from Canada (formal presentation) - Questions and Answers; Discussion - Presentation of next steps
11.00-12pm	Debriefing	<ul style="list-style-type: none"> · Joint reflection on process · Learning outputs and next steps 	(John and Paul facilitate)	Objectives: <ul style="list-style-type: none"> - Reflect on the week - Discuss and agree outputs, timing, responsibilities for follow-up
12.00-13pm	Lunch			
	Departures			



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