

fully accountable to the Canadian people and to the governments and peoples of the developing countries for its policies and performance. In Canada, where international development assistance is generally accepted as being free from ulterior political motives, and enjoys substantial public support, this seems a very healthy situation.

126. Perhaps Mr. Strong's most important point on this topic was the importance of the aid agency being "close to the power centre of government" so that it can "influence the totality of government policies vis-à-vis the developing countries." A crown corporation or other independent body might, within limits, be freer to criticize policies in areas under the jurisdiction of various departments. It would normally be unable, however, convincingly to recommend or initiate positive action or to participate meaningfully in the implementation of substantive changes.

127. At the same time, however, the former President's arguments for a "greater degree of operating flexibility" for CIDA are well supported, in the view of the Subcommittee. It should be possible, in recognition of the agency's peculiar needs and circumstances, to give CIDA more flexibility "without", as Mr. Strong said, "sacrificing any of the essential principles of government control and effectiveness."

128. This need seems to relate particularly, at times, to CIDA's overseas operations. Presumably, these operations will be fundamentally affected by the trend toward integration of Canada's various foreign services. This policy may well result in improved administrative efficiency in the development assistance programme, as long as the needs of that program are given full consideration in the allocation of staff and other resources to overseas missions. In many instances, the official Canadian relationship with developing countries is almost totally related to issues of development cooperation. It is obviously vital that the present practice be continued whereby CIDA personnel and other officials with experience in development assistance are given senior responsibilities in these missions. This practice should be extended where appropriate. It is also important that the missions have channels of easy and direct communication with the responsible agencies and departments in Ottawa. These steps would help to ease bureaucratic delays and complications which may impede the effectiveness of aid operations and may dampen enthusiasm for such programmes both in Canada and in the developing countries.

129. A further step toward the same objective would be to decentralize, for purposes, CIDA's decision-making authority to personnel operating in recipient countries. This possibility was mentioned by Messrs. Strong and Gérin-Lajoie before the Subcommittee. Permitting offi-

cers in the field to approve small projects up to a specified ceiling of funds would bypass a great deal of time-consuming paperwork in moving worthwhile projects toward implementation and would thus help to reduce the present lag between allocations and disbursements of aid funds. The Subcommittee is convinced that this improvement would be much appreciated by hard-pressed governments in developing countries.

130. A final point relating to the administrative structure of the Canadian aid effort relates to the mechanisms available for coordinating the relevant policies of the various departments involved. The most prominent vehicle, of course, is the Canadian International Development Board, which is chaired by the CIDA President and includes representation, at the deputy minister level, from the Departments of External Affairs; Finance; Industry, Trade and Commerce, and the Bank of Canada. This Board, of course, has the ultimate responsibility for formulating recommendations to the Minister on major policy questions. Beneath it, however, at the Divisional and Departmental levels, there are a number of other inter-departmental committees which include representatives of the above and other departments and agencies. These committees, in addition to their regular administrative tasks, can and should play a vital role in generating proposals to improve consistency and coordination in different policy areas. The Subcommittee believes that they should be encouraged to meet frequently and regularly. The CIDA representatives, in particular, should have sufficient information and support facilities to properly analyse basic policy-issues and prepare proposals for inter-departmental discussion and action.

## B. ACTIVITIES OF NON-GOVERNMENTAL ORGANIZATIONS

### (i) Dimensions and effectiveness

131. Although official development assistance is a relatively new phenomenon, the social development and technical assistance activities of churches and other non-governmental organizations have a long and impressive history. While changing, these activities are still growing, and it is estimated that about one-sixth of the net global total of external development assistance resources is generated by these agencies and groups. In Canada, the voluntary sector (involving about 150 organizations\*) is now providing assistance valued at about \$40 million per annum to developing countries. In terms of personnel, it is estimated that more than 8,500 Canadians have served, or are now serving, overseas. Of that total, about 56 per cent are English-speaking Canadians, and 44 per cent French-speaking Canadians.\*\*

\* Many of these groups are listed in the "Directory of Canadian Non-Governmental Organizations engaged in International Development Assistance", CCIC, Ottawa, 1970.

\*\*These estimates, and much of the other material for this section, is based on evidence received in the Subcommittee's meetings of 3, 11, 18 March, 1970, 8 April 1970, and 20 January, 1971.