

2023 CANADIAN AID TRENDS

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Highlights

Canada's ODA Volume

1. Canadian aid increased up to and including 2022, but 2023 may see a significant decline.

Canadian ODA increased each year since 2015/16, with a major increase in 2020/21, partially sustained in 2021/22, and another large increase in 2022/23, due mainly to support to Ukraine through major loans and in-donor refugee costs. However, Budget 2023 raises real concern that ODA may decline sharply considering that no new initiatives were announced for Canadian international assistance, outside of Ukraine. Taking into account the impact of inflation, Real ODA¹ increased by a modest annual average of 2.5% in the eight years between 2015/16 and 2023/24.

2. Increased generosity from 2020 to 2022 while returning to stagnant levels in 2023.

Despite the increase in ODA over the past seven years, Canada's aid generosity has not kept pace with growth in its overall wealth, resulting in a continued poor performance against the UN's 0.7% ODA to gross national income (GNI) target. Real ODA to GNI averages around 0.23% for the years examined. Based on Budget 2023, Canada's performance ratio is expected to return to 0.24% for Real ODA.

3. Canada is not a OECD DAC leader on ODA.

Measured against its 30 Development Assistance Committee (DAC) peers, Canada's Real ODA ranks 15th for total spending in the decade between 2010 and 2020. But in terms of the size of our economy, Canada's capacity to finance ODA ranks 7th among the 30 DAC donors. This translates to US\$143 in Real ODA per Canadian, while the top five donors (Norway, Sweden, Luxembourg, Denmark and Switzerland) provided an average of US\$483 per person.

International Assistance Envelope

4. Large increase in the actual IAE in 2020/21, beyond COVID-19 support.

The consistent but modest increases in the IAE base since 2015/16 changed in 2020/21 with a large increase in the IAE of Global Affairs Canada. The jump in the actual IAE for 2020/21 over 2019/20 was not only related to Canada's international response to COVID-19, which accounted for less than half of this increase, but also to its contributions to climate finance, humanitarian assistance, and major projects supported by the Global Issues Branch.

5. A return to earlier levels in the Budgeted IAE in 2023/24.

The very significant increases in the actual IAE in 2020/21, 2021/22 and 2022/23 have not been sustained. Budget 2023 projects the IAE at \$6,888 million, which is at least 15% lower than the previous year's IAE of \$8,150 million. When adjusted for inflation, the 2023/24 IAE base in Budget 2023 is only 5% higher than in 2019/20. It looks unlikely that the Government is living up to its commitment to increase aid each year to 2030.

¹ Real ODA excludes in-donor refugee and imputed student costs, debt cancellation and interest paid on previous loans. Canada no longer includes imputed student costs. Currently, Canada has not cancelled debt and interest payments are unavailable.

6. Poor transparency for the IAE in annual budgets.

The Government has no published plan for increasing its IAE to 2030 as promised. Budget 2023 offered a graph that provided a snapshot of the scale of the IAE for 2023/24 and a basic breakdown of sectoral allocations. However, predictable finance for the SDGs requires greater transparency, often provided for other Canadian government priorities, and requires additional elements in future budgets. This could include:

- a) The budgeted and estimated actual IAE for the fiscal year preceding the one presented in the budget.
- b) The IAE amount (to the millionth dollar) budgeted for the upcoming fiscal year.
- c) A running projection of the budgeted IAE for the following five years (at a minimum, ideally to 2030): the period for which the Government has promised annual increases.
- d) Basic allocation of the IAE by main program areas and implementing departments for the current fiscal year and the previous year.

Disaggregating Canadian ODA

7. Beyond COVID-19, humanitarian and climate finance, aid for other purposes declined in 2020/21 and only partially recovered in 2021/22.

The share of Canadian ODA for purposes other than COVID-19, humanitarian assistance and climate finance declined from 64% in 2019/20 to 54% in 2020/21. This share partially recovered to 60% in 2021/22, but this was likely due to increased support for Ukraine. Without notable growth in the IAE in coming years, including ensuring that the \$5.3 billion Principal Purpose Climate Finance commitment and the reconstruction of Ukraine are additional, ODA for other purposes is likely to be significantly constrained.

8. In-donor refugee and imputed student costs have been trending upward since 2015/16.

These in-Canada expenditures for refugees made up 11% of ODA in 2021/22. Covering these costs is an international human rights obligation, but unrelated to the purposes of ODA, which is a metric to measure donor effort for development in the global south.

9. Humanitarian assistance has trended upward in the long term.

Humanitarian assistance increased by 36% from 2015/16 to 2021/22 and reached a peak of \$1,167 million in 2020/21. This growth has however not affected aid allocated to long-term development programming. In fact, this also expanded 21% between 2015/16 and 2019/20, despite an increase in humanitarian assistance of 23% over this period.

10. Climate finance is occupying an increasing share of Canadian bilateral ODA.

Canada has made two five-year pledges for international climate finance: \$2.65 billion for the period 2015/16 to 2020/21, doubling to \$5.3 billion for the period 2021/22 to 2025/26. In fulfilling these pledges, Canada commits “principal purpose” climate finance for mitigation and adaptation (where the primary objective of the project is climate mitigation or adaptation). Most of Canada’s \$5.3 billion climate finance commitment up to 2025/26 will be included as bilateral ODA, reaching 13% in 2021/22.

11. Canada’s support for COVID-19 Control amounted to \$1,518 million for the years 2020/21 and 2021/22.

Support for COVID-19 Control represents 10% of Real ODA and 15% of Real Bilateral ODA for these years. Of this amount, \$130 million (9%) resulted from in-kind donations of vaccines originally purchased for use in Canada (at a rate of US\$6.72 per dose).

Channels for Delivering Canadian ODA

12. Multilateral institutions, including International Financial Institutions (IFIs), are the largest channel for delivering Canadian ODA.

Canadian ODA delivered by multilaterals represent almost two-thirds of aid from GAC and the Department of Finance. While 19% of GAC's Real ODA was core multilateral funding, an additional 34% of bilateral aid was delivered through multilateral channels (8% in IFI-managed dedicated funds and 26% in other multilateral organizations). These are termed "multi/bi funds", which are increasingly common for many medium-sized donors but can result in fragmented programming by multilateral organizations. Canada ranks 2nd globally when it comes to earmarking its ODA in multilateral organizations.

13. Civil society organizations (CSO) share in the delivery of Real Bilateral ODA has grown significantly.

Starting from 30% in 2015/16 to reach a peak of 40% in 2019/20, this share subsequently declined to 32% and 33% in 2020/21 and 2021/22 if we exclude COVID-19 Control. Interestingly, ODA to and through foreign-based CSOs (mostly International NGOs or CSOs based in other donor countries) has outpaced disbursements to and through Canadian-based CSOs. According to the DAC, CSOs based in global south partner countries received only 7% of Canadian ODA channelled to and through CSOs in 2020, albeit up from 5% in 2015.

14. While the amount channeled to and through CSOs has increased since 2019/20, the CSO share in implementing humanitarian assistance has been in decline.

GAC humanitarian assistance channeled through CSOs reached a high of 40% in 2015/16 and a low of 26% in 2020/21. Also, humanitarian assistance disbursements are a much greater focus for foreign CSOs (39% of their total GAC disbursements) than Canadian CSOs (24%) since 2015/16.

Assessing the Quality of Canadian ODA

15. GAC has approached or achieved FIAP's 80% target for gender integrated bilateral projects every year between 2017/18 and 2021/22.

The five-year average is 78%. However, GAC has not reached FIAP's 15% target for gender specific projects, with a five-year average of 9%, but has achieved significant growth since 2018/19. CSOs have been essential in the delivery of gender specific projects in these five years, delivering 70% of these project disbursements in 2021/22.

16. GAC did not achieve its FIAP goal to devote 50% of bilateral ODA to Sub-Saharan Africa by 2021/22.

In 2021/22, Sub-Saharan Africa received 38% of Real ODA and 45% of Real Bilateral ODA. Canada ranked 11th among 30 DAC donors in the share of gross bilateral disbursements for Sub-Saharan Africa.

17. GAC has been focused on Least Developed Countries (LDCs) but fell far short of the UN target.

Even though support to LDCs accounted for 54% of GAC's bilateral ODA and even 59% of its long-term development-oriented ODA, it falls far short of the UN target of 0.15% to 0.20% of its GNI for LDCs. Coming in at 0.09% in 2021/22 places Canada 11th among 30 DAC donors.

18. Canada has increased its allocations to regional programming, focusing less on country programming with long-term partners.

Regional programming rose from 28% in 2017/18 to 35% in 2021/22. Focusing on the top 20 countries, these received approximately 60% of country-allocated aid in the period from 2017/18 to 2021/22, with LDCs strongly represented at 76% in 2021/22 in aid to the top 20 countries.

19. Health sectors were a major focus for Canadian ODA from 2017/18 to 2021/22.

These sectors received 31% of sector allocated disbursements during this period. GAC support for health sectors increased by 79% when comparing the 2017/18 to 2019/20 and 2020/21 to 2021/22 periods. When COVID-19 Control support is discounted, this increase is nevertheless still 13%. CSOs accounted for 49% of disbursements for the Population and Reproductive Health sector. In terms of ranking against its DAC peers, Canada ranked 5th and 4th respectively for total volume of ODA for the Health and Population & Reproductive Health sectors in 2020 and 2021 combined. For COVID-19 Control, Canada ranked 3rd, behind only Switzerland and Ireland.

20. Loans have become an increasingly larger share of Canada's ODA.

From 2015/16 to 2021/22, loans grew from \$255.5 million to \$963.7 million, an almost 300% increase. For 2021/22, loans were close to 14% of Real ODA, with just under a third directed to Sub-Saharan Africa. Given the current debt sustainability issues faced by many LDCs, increasing the share of loans places additional pressure on these countries. Two thirds of loans in this period were dedicated to climate mitigation or adaptation, mainly through Multilateral Development Banks, the International Fund for Agriculture Development and the Green Climate Fund.

Summary of Key Facts on Canadian ODA

Metric	Facts
1. International Assistance Envelope (Actual)	2019/20 – \$5,519 million 2020/21 – \$7,661 million 2021/22 – \$7,200 million 2022/23 – \$8,150 million (Budget 2022) 2023/24 – \$6,888 million (Budget 2023)
2. Official Development Assistance (ODA)	2019/20 – \$ 5,990 million 2020/21 – \$ 8,206 million 2021/22 – \$ 8,014 million 2022/23 – \$10,740 million (estimate) 2023/24 – \$ 7,680 million (estimate)
3. Real ODA (Actual ODA less in-donor refugee and student costs)	2019/20 – \$5,072 million 2020/21 – \$7,625 million 2021/22 – \$7,107 million 2022/23 – \$9,840 million (estimate) 2023/24 – \$ 6,778 million (estimate)
4. Canada's ODA Performance Ratio (UN Target – 0.7%)	2019/20 – 0.26% (Real ODA – 0.22%) 2020/21 – 0.37% (Real ODA – 0.35%) 2021/22 – 0.32% (Real ODA – 0.28%) 2022/23 – 0.39% (Real ODA – 0.35%) (estimate) 2023/24 – 0.28% (Real ODA – 0.24%) (estimate)
5. Canada's Ranking with DAC Donors Real ODA Volume	2019 – 8 th out of 30 donors 2020 – 8 th out of 30 donors 2021 – 7 th out of 30 donors
6. Canada's Ranking with DAC Donors ODA Performance Ratio	2019 – 15 th out of 30 donors 2020 – 15 th out of 30 donors 2021 – 12 th out of 30 donors
7. Canada's Ranking with DAC Donors Aid per Capita	2019 – 16 th out of 30 donors (US\$125) 2020 – 14 th out of 30 donors (US\$133) 2021 – 16 ^h out of 30 donors (US\$143)
8. Humanitarian Assistance	2019/20 – \$ 845 million 2020/21 – \$1,167 million 2021/22 – \$ 929 million
9. Climate Finance	2019/20 – \$407 million 2020/21 – \$955 million 2021/22 – \$887 million

10. In-Donor Refugee and Student Costs	2019/20 – \$882 million 2020/21 – \$581 million 2021/22 – \$907 million
11. COVID-19 Control Of which In-Kind Vaccine Donations	2020/21 – \$933 million 2021/22 – \$715 million \$130 million
12. Aid through Multilateral Organizations (Average 2017/18 to 2021/22) Share of Real ODA through GAC and Department of Finance	Core Finance: 19% of Real ODA Mutli/Bi Finance: 34% of Real ODA (8% in IFIs and 26% in other multilateral organizations) Canada ranks 2cd in the scale of ODA earmarked in multilateral organizations
13. Aid for CSOs Total Disbursements and share of Real Bilateral ODA	2015/16: \$1,007 million (30%) 2016/16: \$686 million (33%) 2017/18: \$1,082 million (35%) 2018/19: \$1,253 million (38%) 2019/20: \$1,290 million (40%) 2020/21: \$1,498 million (26%; 32% no Covid support) 2021/22: \$1,230 million (29%; 33% no Covid support) Canada ranked 7 th among DAC donors in share of its Bilateral ODA to and through CSOs. Canada provided only 7% of its support to CSOs directly to CSOs based in the global south.
14. FIAP's gender equality commitments (DAC Gender Equality Markers, Share of GAC Real Bilateral ODA)	2021/22 Significant Purpose: 80% 2021/22 Principal Purpose: 10% In 2020, Canada ranked 1 st among its DAC peers in delivering significant purpose gender equality projects, but only 7 th in the delivery of principal purpose projects.

<p>15. Bilateral ODA to Sub-Saharan Africa GAC FIAP Target: 50% of Bilateral ODA by 2021/22</p> <p>Canada's DAC Ranking</p>	<p>2021/22 Share of Total ODA: 42% (including in-donor refugee costs)</p> <p>2021/22 Share of Real ODA: 48% (excluding in-donor refugee costs)</p> <p>2021/22 Share of Total Bilateral ODA: 38% (including in-donor refugee costs)</p> <p>2021/22 Share of Real Bilateral ODA: 45% (excluding in-donor refugee costs)</p> <p>2021/22 Share of GAC Real Bilateral ODA: 46%</p> <p>In 2021, Canada ranked 11th among 30 DAC donors in the share of gross bilateral disbursements for Sub-Saharan Africa</p>
<p>16. Least Developed Countries (LDCs) Share of GAC Real Bilateral ODA, 2017/18 to 2021/22 period</p>	<p>54% of GAC Real Bilateral ODA</p> <p>59% of GAC Real Bilateral ODA, excluding humanitarian assistance (bilateral aid devoted to long-term development).</p> <p>In 2021/22, Canada provided 0.09% of its GNI to LDCs, well short of the UN target of 0.15% to 0.20%.</p> <p>In 2021, Canada ranked 11th among 30 DAC donors in the share of its Gross Bilateral Disbursements directed to LDCs.</p>
<p>17. Health Sectors in Canada's ODA DAC health sector, population and reproductive health and COVID-19 Control 2017/18 to 2021/22 period</p>	<p>31% of Total Real ODA disbursements</p> <p>28% of CSO ODA disbursements</p> <p>Dollar value increased by 13%, comparing the period 2017/18 to 2019/20 and the period 2020/21 and 2021/22, not including COVID-19 Control</p> <p>Canada ranked 5th and 4th among DAC donors for volume of health and population and reproductive health sector gross disbursements, respectively</p> <p>Canada ranked 3rd for COVID-19 Control disbursements as a share of total development-oriented disbursements.</p>
<p>18. Loans and Grants in Canadian ODA</p>	<p>Increase in use of loans: Value grew by 300% between 2015/16 and 2021/22</p> <p>By 2021/22, loans were almost 14% of Real ODA</p> <p>67% of loans dedicated to climate finance</p> <p>32% of loans directed to countries in Sub-Saharan Africa</p>

Profiles in Canada's International Assistance Envelope and Official Development Assistance

1. Introduction

The purpose of this research and report is to provide an overview of trends in the disbursements for Canadian Official Development Assistance (ODA) between 2015/16 and 2021/22. The Government budgets a large proportion of its ODA through the International Assistance Envelope (IAE) in its annual Federal Budget and in Supplementary estimates during the fiscal year. Part I of this study elaborates some key overall trends for the IAE and its components. Part II presents a detailed analysis of trends in Canadian ODA, with particular attention to disbursements through Global Affairs Canada (GAC). It is expected that this overview and analysis will inform Canadian CSO advocacy through Cooperation Canada for future increases and improved transparency for the IAE in the annual Federal Budgets, as well as improved quality and effectiveness in the delivery of Canadian ODA in meeting our shared commitment to the Sustainable Development Goals (SDGs).

2. Methodological Note

For determining the annual IAE and analyzing the IAE and ODA for the years 2015/16 to 2021/22, this study relies mainly on data in the annual Statistical Reports on International Assistance and in the Historical Project Data Sets (HPDS), both of which are produced by Global Affairs Canada.² Inflation adjusted amounts in 2022 constant dollars are derived from the Consumer Price Index (CPI) for 2022. The HPDS for 2015/16 and 2016/17 differ in structure and coverage from the HPDS 2017/18 to 2021/22, resulting in gaps for relevant information not available for these earlier years. In these cases, trends are drawn for the five-year period 2017/18 to 2021/22. This report focuses mainly on trends in data; a more thorough analysis of program priorities is possible through GAC's Project Browser, which provides more detailed descriptions of most projects supported through GAC. (See Annex Eleven for a list of relevant sources for trends in Canadian ODA.)

The Report also draws on comparative data with other donors reporting to the OECD Development Assistance Committee's (DAC) Creditor Reporting System (CRS).³ It is important to note that this data is not directly comparable to GAC's HPDS as the DAC data is presented in US dollars for a calendar year (January to December). It is also adjusted in constant [2020] dollars for inflation and the value of the US dollar. The HPDS is presented in current and constant 2022 Canadian dollars for the government's fiscal year (April to March). While the ODA activities described are identical, these factors can produce differences in trends using the DAC data set, as significant ODA investments are often made by a Canadian government in the January to March period. For clarity of trends, therefore, DAC data is only used in this report when the objective is ranking Canada as a donor against other DAC donors. Otherwise, all trends are based on Canadian dollars and the government's fiscal year.

² Find the latest Statistical Report, the HPDS, and access to the Project Browser at https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/open_data-donnees_ouvertes.aspx?lang=eng.

³ DAC Creditor Reporting System data for Canada and 29 other DAC donors can be found at <https://stats.oecd.org/Index.aspx?ThemeTreeId=3>.

3. The International Assistance Envelope and Defining Canadian ODA

The Government of Canada budgets its “international assistance,” including Official Development Assistance (ODA), through the International Assistance Envelope (IAE), which “is a dedicated, whole-of-government pool of resources for international assistance.”⁴ For this reason, the IAE is an essential base for understanding the trends in Canadian ODA.

In Canada, ODA is also governed by the 2008 ODA Accountability Act (ODAAA), which defines the purposes of Canadian ODA and provides an unambiguous standard that any federal minister approving finance for an ODA activity must meet: i) Contributes to poverty reduction; ii) Takes into account the perspectives of the poor; and iii) Is consistent with international human rights standards. The latter requires a human rights approach to the implementation of Canadian ODA provided by federal ministries.⁵

The annual Statistical Report on International Assistance sets out disbursements for international assistance that are covered by the ODAAA and those that are outside the Act. For example, the creation of FinDev Canada specified that it was not covered by the Act. Nevertheless, the capitalization of FinDev is reported in the Statistical Report as international assistance and is also reported to the OECD DAC as Canadian ODA as this activity is allowed under DAC rules for what is to be included as ODA. The Act therefore is mainly a mechanism to examine and hold the Government of Canada accountable to its aid allocations against its three standards noted above. In practice, the determination of Canadian ODA follows the DAC reporting directives for ODA.

ODA is an international statistical measure that is governed by the donors collectively at the OECD DAC. This body agrees on what can and cannot be included in this metric through its Working Party on Statistics and meetings of DAC members. The definition of ODA by the DAC is the following:

“Official development assistance (ODA) flows to countries and territories on the DAC List of ODA Recipients and to multilateral development institutions are: i. Provided by official agencies, including state and local governments, or by their executive agencies; and ii. Concessional (i.e. grants and soft loans) and administered with the promotion of the economic development and welfare of developing countries as the main objective.”⁶

4 Government of Canada, “Statistical Report on International Assistance, 2020/21,” Annex Four, accessed at https://www.international.gc.ca/transparency-transparence/international-assistance-report-stat-rapport-aide-internationale/2020-2021.aspx?lang=eng#a3_4. It states that the IAE “funds the majority of Canada’s international assistance. Most of the activities funded by the IAE qualify as Official Development Assistance and comply with the requirements of Canada’s Official Development Assistance Accountability Act. Non-ODA eligible activities funded by the International Assistance Envelope include, for example, security, conflict prevention, stabilization or peacebuilding initiatives that do not meet ODA eligibility due to country eligibility or activity type.”

5 For an overview of the Act and its implications for different aspects of Canadian ODA, see CCIC, A Time to Act: Implementing the ODA Accountability Act, A Canadian CSO Agenda for Aid Reform, 2010, accessible at <http://aid-watchcanada.ca/wp-content/uploads/2021/06/A-Time-to-Act.pdf> and Cooperation Canada, <https://cooperation.ca/odaaa-guide/>. For annual reports see <https://www.international.gc.ca/transparency-transparence/international-assistance-report-rapport-aide-internationale/index.aspx?lang=eng>.

6 See <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/official-development-assistance.htm> and <https://www.oecd.org/dac/financing-sustainable-development/development-finance-data/faq.htm>.

The DAC members continue to “modernize” the ODA metric with ongoing revisions to what can be included, some of which are controversial with CSOs.⁷ Following 2018, the DAC members report loans in their “grant equivalency” but also provide data on a cash flow basis (gross loans out less repayments of principal). Recently the DAC also agreed that donor support for their Development Finance Institutions (e.g., FinDev Canada) may be included in ODA, even through the resulting investments may not be concessional in nature (a key feature of the ODA definition).

Also, for many years, DAC members have been able to include support they provide to refugees arriving in donor countries for their first year as well as the share of university infrastructure imputed to be related to students from the Global South in the donor country. While support for refugees is a human rights obligation, CSOs argue that it does not belong in a metric whose goal is to measure donor efforts towards development and humanitarian assistance in developing countries. CSOs suggest that these and other technical changes to the ODA statistic artificially inflate ODA and donor efforts. **This study therefore discounts Canada’s in-donor support for refugees and profiles trends for “Real Canadian ODA” as a concessional resource available for development and humanitarian assistance in developing countries.**

ODA is also not the only official Canadian resource flow for developing countries. It is therefore important to situate the IAE and ODA within all channels for Canadian official assistance for sustainable development for developing countries. A new metric, Total Official Support for Sustainable Development (TOSSD), has been designed to measure all of these flows.⁸

Diagram One (next page) represents a basic picture of the flows that make up TOSSD: Column One – the International Assistance Envelope (governed by the ODAAA and DAC reporting rules); Column Two – Other ODA (governed by the DAC reporting rules and beyond the scope of the ODAAA); and Column Three – Other Official Flows (non-concessional flows beyond the DAC reporting rules), all of which make up TOSSD. While TOSSD is beyond the scope of this study, the author does regular analyses of resources that providers report to TOSSD (similar to reporting to the CRS), including a forthcoming analysis of Canada’s TOSSD reporting and identifying providers’ non-ODA support for sustainable development in developing countries.

7 See <https://www.oecd.org/dac/financing-sustainable-development/modernisation-dac-statistical-system.htm>

8 TOSSD has two pillars, official flows going directly to developing countries, and Pillar Two, flows for International Public Goods where there is substantial benefit to developing countries. Flows are reported from the perspective of what is received by developing countries, while ODA is a metric measuring donor effort. For example, flows to multilateral organizations will be different for each metric – ODA measures what the organization receives and TOSSD what the organization actually disburses to developing countries. See Brian Tomlinson, “Total Official Support for Sustainable Development (TOSSD): Game Changer or Mirage?,” a discussion paper prepared for ActionAid and Oxfam International, March 2021, accessed at <http://aidwatchcanada.ca/wp-content/uploads/2021/03/Final-TOSSD-Paper.pdf>.

Diagram One: Canada's Official Flows Supporting Sustainable Development

(Blue indicates ODA components)

INTERNATIONAL ASSISTANCE ENVELOPE		OTHER ODA		OTHER OFFICIAL FLOWS
IAE ODA, including GAC / Finance / Other Depts Concessional finance for development in partner countries (Grants and loans) ODAAA & DAC Reporting Rules for ODA		In-Donor Refugee Costs DAC Reporting Rules		Export Development Canada TOSSD Reporting Roles
IAE Not Eligible for ODA GAC		Provinces & Municipalities Support for International Development		(Insurance & Guarantees for private trade and investment flows for developing countries) (Non-Concessional flows) TOSSD Reporting Rules
		Other Federal Depts eligible activities for developing countries		Support for International Public Goods (Research, peace and security, global health, climate initiatives, etc.) TOSSD Reporting Rules
		FinDev Canada (Blended Finance, Risk Reduction) DAC Reporting roles for Private Sector Instruments		(Non-concessional and/or not eligible for ODA) TOSSD Reporting Rules




TOTAL OFFICIAL SUPPORT FOR SUSTAINABLE DEVELOPMENT (TOSSD)

Part I: Key Trends in Canada's International Assistance Envelope

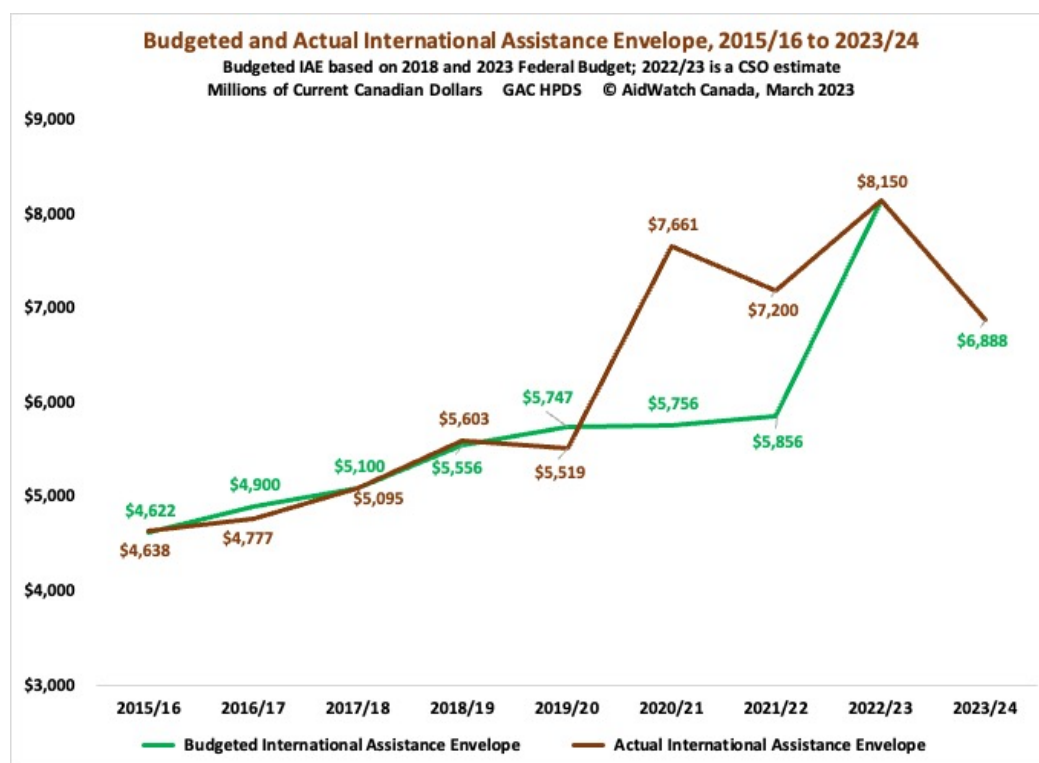
4. Disaggregating the International Assistance Envelope

4.1 Trends in Budgeted and Actual IAE

There have been consistent increases in both the Budgeted and the Actual IAE (disbursements) since 2015/16, with very significant increases in the Actual IAE in 2020/21 and 2021/23. These increases in disbursements for 2020/21 and 2021/22 bear little relationship to the budgetary base set out by the government in its forward planning of Budgeted IAE in Budget 2019. (Chart 1 and Annex One, Table One)

However, for 2023/24, Budget 2023 projects the IAE for this year at \$6,888 million, which is at least 15% lower than the civil society projection of \$8,150 million for the actual IAE in 2022/23.

Chart 1: Budgeted and Actual IAE



Source: Various Federal Budgets; Statistical Reports on International Assistance

The IAE increased gradually from 2015/16 to 2019/20, with the Actual IAE disbursements for 2019/20 19% higher than 2015/16. But for 2020/21 the increase was 65% over 2015/16 and 39% over 2019/20 disbursements. IAE disbursements for 2021/22 decreased by 6% over 2020/21, but were still 30% higher than 2019/20.

Up to 2019/20 the yearly differences between the Budgeted IAE base (announced in Federal Budgets) and the Actual IAE were marginal. However, for the years 2020/21 and 2021/22 the Actual IAE bore no relationship between the IAE base announced in the 2019 Budget and actual disbursements these years within the Envelope.

Disaggregating IAE disbursements for 2020/21 compared to 2019/20 (below) demonstrate the reasons for the large increase (\$2,142 million), not all of which relate to the COVID-19 pandemic, which was an important factor, but less than half of the increase.

2020/21 Expenditures	Increase over 2019/20 (Share of Increase)
Covid Health Control - \$933M	\$933M (44%)
Principal Purpose Climate Finance - \$945M	\$547M (26%)
Humanitarian Assistance - \$1,167M	\$292M (14%)
10 significant new initiatives in Global Issues Branch - \$383M	\$383M (18%)

With 2020/21 the final year for the five-year \$2.65 billion climate finance commitment, there was a major increase in climate finance, which is included in ODA, to meet this five-year commitment.⁹

The IAE is predominantly related to budgets and expenditures for ODA, but the Envelope also includes items that are not eligible to be included as ODA. These mainly relate to peace and security and international assistance undertaken by Global Affairs. These amounts have ranged from 2% to 6% of the Envelope since 2015/16.

4.2 Trends for the IAE in Constant Dollars

How much has inflation affected the value of the IAE over the seven years? Chart 2 provides a parallel trend for the IAE taking into account inflation, using the annual Consumer Price Index to adjust the annual IAE (assuming 3% inflation for 2023).

⁹ The new initiatives beyond 2019/20 for Global Issues Branch include:

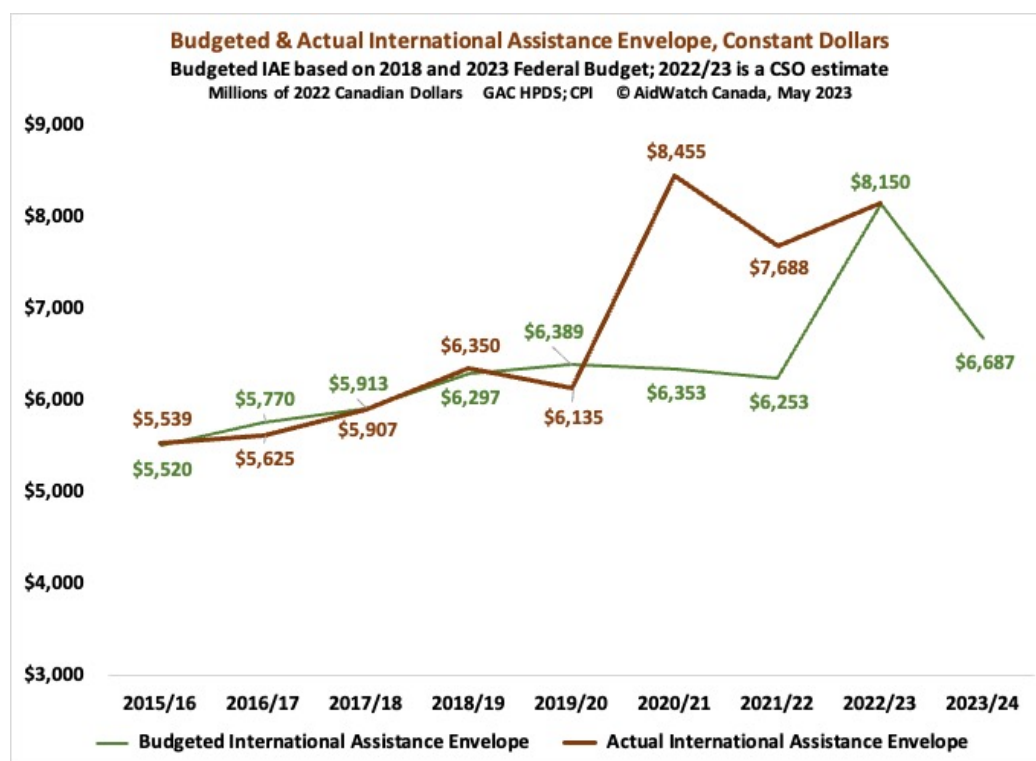
- 2X Canada Inclusive Economic Recovery - \$75.9 M (blended finance through FinDev Canada)
- Institutional Support to Nutrition International Strategic Plan (Micro-nutrient Initiative - \$42.5M)
- African Development Bank Seventh General Capital Increase - \$40.2 million
- Investing in Inclusive Infrastructure (Private Infrastructure Development Group (PIDG) - \$40M)
- PROBLUE - Global Program for the Blue Economy (World Bank Trust Fund) - \$18.7 million
- Enhanced Child Health Days, UNICEF - \$22.5 million
- Other COVID-19 related initiatives, not included under health codes - \$53.4 million

The table below sets out some comparative changes in the Actual IAE.

	Current Dollars	2022 Dollars
2015/16 to 2019/20	19%	11%
2019/20 to 2020/21	39%	38%
2020/21 to 2021/22	-6%	-9%
2021/22 to 2022/23 (Estimate)	13%	6%
2019/20 to 2022/23 (Estimate)	48%	33%

Assuming 3% inflation for 2023,¹⁰ the estimate for the IAE for 2023/24 is 18% lower than the estimated actual for 2022/23 (rather than 15% in nominal dollars). Accounting for inflation, this IAE base for 2023/24 is only 5% higher than the inflation adjusted base for 2019/20 (6% higher than the Actual IAE for 2019/20).

Chart 2: Actual and Budgeted IAE, Constant 2022 Dollars



Source: Various Federal Budgets; Statistical Reports on International Assistance; Consumer Price Index

4.3 Which Ministries Deliver the IAE Resources?

Global Affairs has been the predominant government ministry involved in the delivery of the Envelope, with Finance Canada a distant second. (Chart 3 and Chart 4)

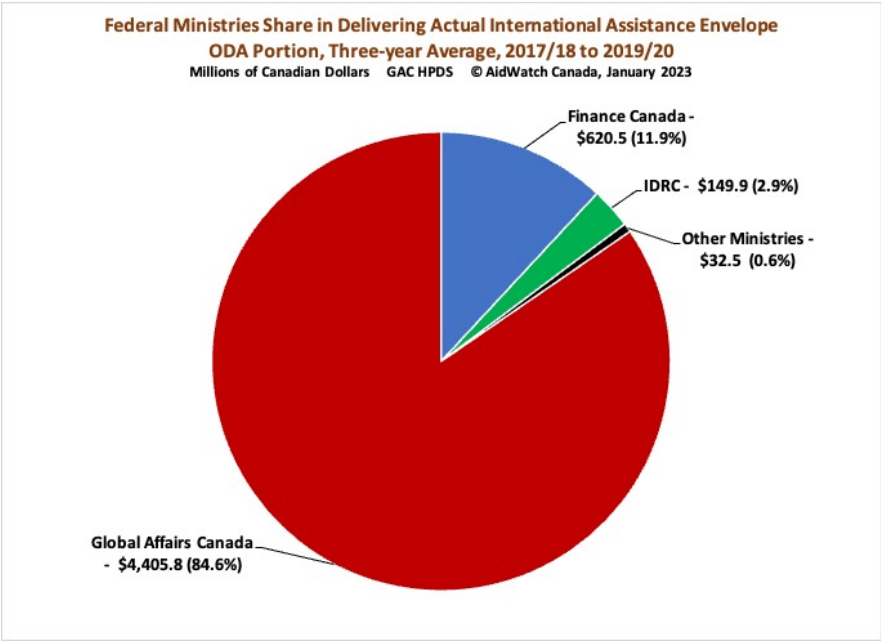
in the three years, 2017/18 to 2019/20 (averaged), Global Affairs implemented 86% of the Envelope, with Finance Canada implementing 12%. Other departments were responsible for less than 1% and IDRC for 3%.

¹⁰ Based on Bank of Canada projections, July 2023.

For two years, 2020/21 and 2021/22 (averaged), Global Affairs increased its share to 86%, largely due to the increases mentioned above, while Finance Canada’s share declined slightly to 11%.

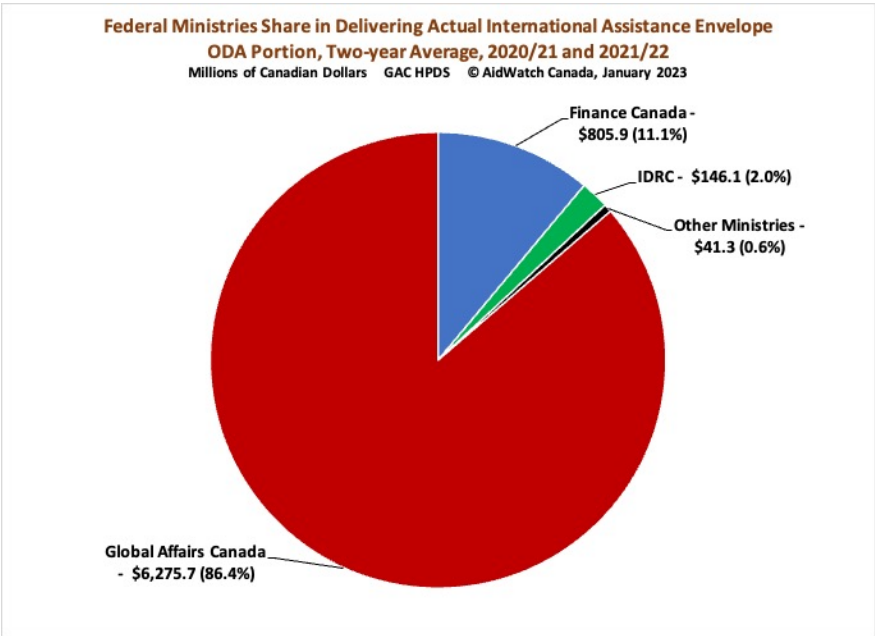
The shares of different federal departments in implementing the Envelope have been relatively constant over these seven years.

Chart 3: Implementing Federal Departments, 2017/18 to 2019/20, Three-Year Average



Source: Statistical Reports on International Assistance & HPDS

Chart 4: Implementing Federal Departments, 2020/21 to 2021/22, Two-Year Average

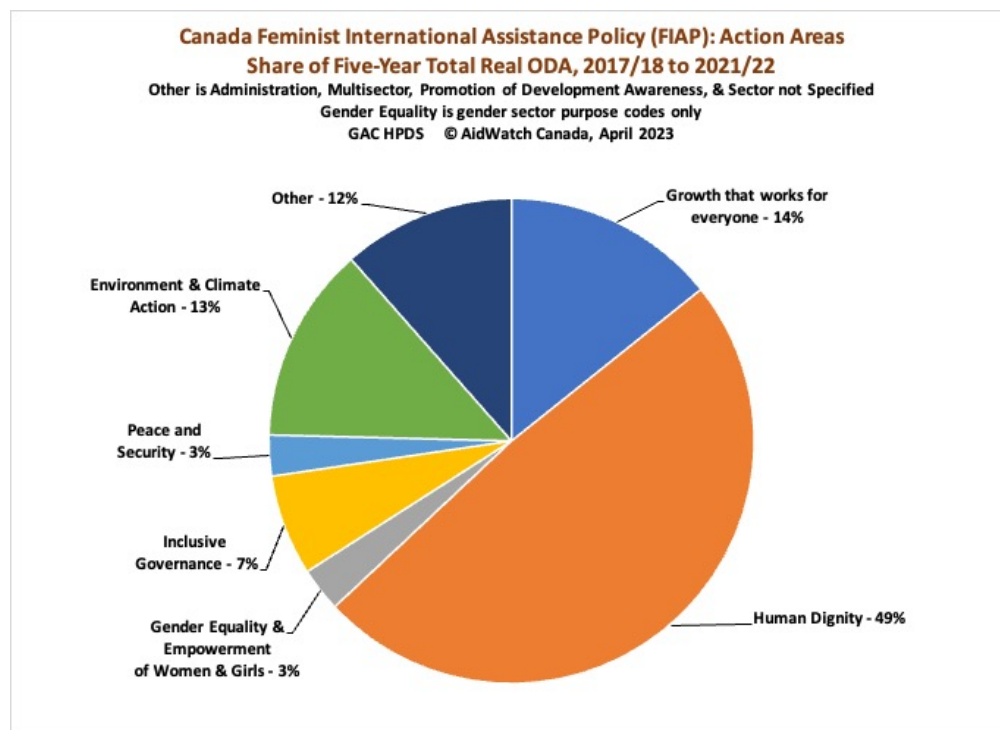


Source: Statistical Reports on International Assistance & HPDS

4.4 Canada's Feminist International Assistance Policy: Allocations to FIAP Action Areas

In 2017, the Government's Feminist International Assistance Policy (FIAP) committed to putting the empowerment of women and girls at the center of Canada's contributions to global efforts to eradicate poverty and address inequalities. The Policy set out five Action Areas, with a sixth, gender equality and the empowerment of women and girls a core Action Area, which is to be integrated across all areas.¹¹ (See Chart 5 for the six Action Areas.)

Chart 5: FIAP Action Area Disbursements, 2017/18 to 2021/22, Cumulative



Source: GAC HPDS

While the FIAP is accompanied by action area policies and indicators for its implementation, there are no specific financial targets for each Area.¹² But the FIAP does commit to dedicating \$150 million over five years in support of local women's organizations and movements and to dedicating 15% of bilateral international assistance to advancing gender equality. (See Section 8 above for more analysis of these gender commitments.)

The HPDS does, however, track disbursements for the six Action Areas. Chart 5 indicates the relative share of each Action Area in support of FIAP. (See Annex Two for a detailed table of these disbursements.) Some highlights include:

¹¹ See https://www.international.gc.ca/world-monde/assets/pdfs/iap2-eng.pdf?_ga=2.130978443.565086197.1681256210-396436767.1657375373.

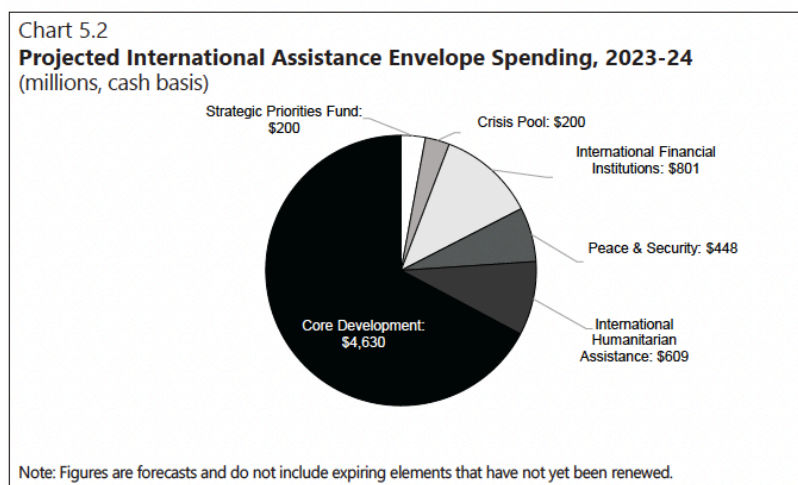
¹² See https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/fiap_action_areas-paif_champs_action.aspx?lang=eng.

- Over these five years (cumulatively), the Government allocated almost half of its disbursements to Human Dignity (49%), with Education at 6%, Health and Sexual and Reproductive Health and Rights at 20%, Humanitarian Assistance at 13%, and Social Services / Food Security at 2%.
- Gender equality and the empowerment of women and girls represents only 3% of total disbursements. But these disbursements -- \$917.4 million over the five years -- are exclusively related to gender sector codes only¹³ (excluding projects where gender equality has been mainstreamed, but is not the main objective).

4.5 An Absence of IAE Transparency and Accountability

CSOs have been advocating with the Government to publish up-to-date information on the budgeted IAE in the annual Federal Budget. For 2023/24, Budget 2023 provided a basic pie chart on the components of the IAE. This is the first information on its components since a similar pie chart was published in Budget 2018. (See Chart 6)

Chart 6: Budgeted IAE for 2023/24 (\$6,888 million)



Source: Budget 2023, page 170.

What is missing is a simple table (see an example, next page) that sets out the Budgeted IAE for the previous year, the Actual projected IAE for this previous year, the current year IAE Budget, and a running projection for the total IAE Budgets for the following five years, ideally to 2030, the period for which the Government has promised annual increases. The breakdown for the current year is helpful in the pie chart, but a more detailed table would be very helpful, with projections forward. All this information is easily available to the Government.

¹³ The sectors included are the following: Data and evidence for gender equality; Ending violence against women and girls; Public sector capacity for gender equality; Women's equality organisations and institutions; Women's rights organizations and movements.

**Transparency for the IAE:
Missing from the Annual Federal Budget?**

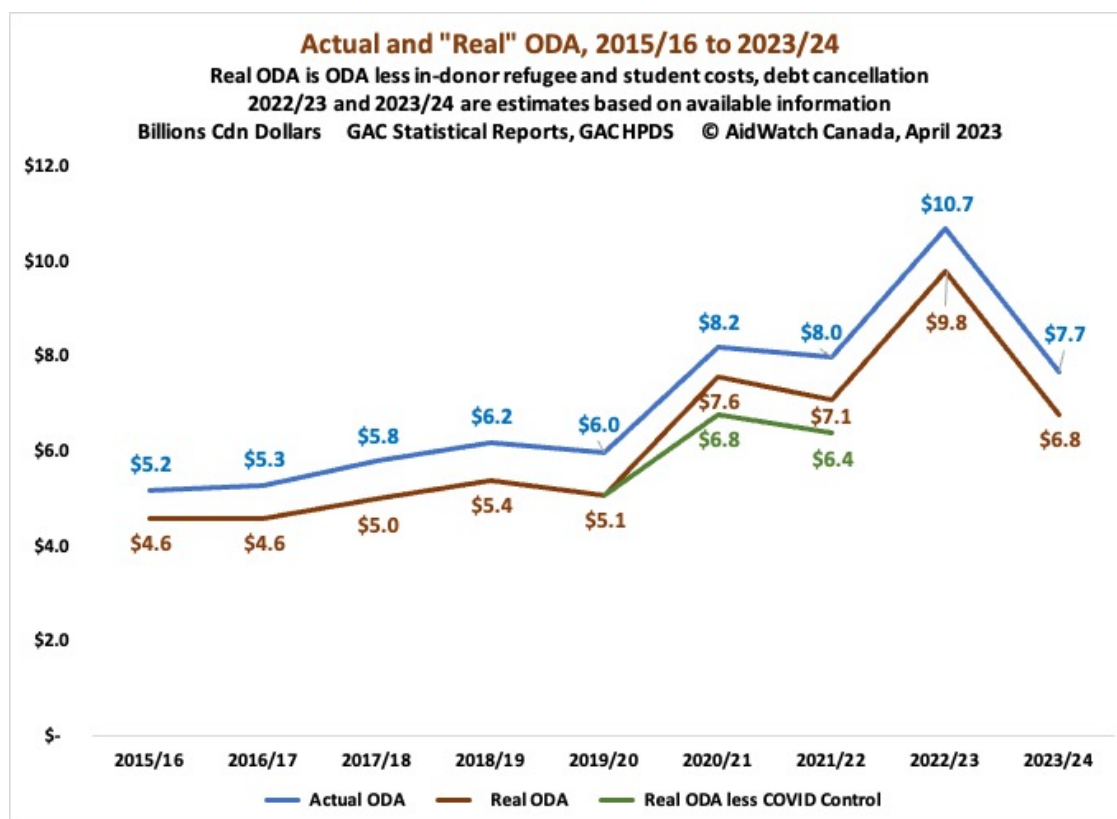
1. Budgeted IAE, Previous Fiscal Year, By Major Program Area and Ministry (Including Supplementary Estimates)	??
2. Estimated Actual Expenditures, Previous Fiscal Year, By Major Program Area and Ministry	??
3. Current Year, IAE By Major Program Area and Ministry (Changes from Previous Year)	??
4. Five Year Projections of IAE or Projections up to 2030, Setting out Government commitment to increase Annual IAE Base	??

PART II: Analyzing Key Trends in Canadian ODA

5 Key Trends in the Scale of Canadian ODA, 2015/16 to 2021/22

5.1 Increasing Canadian ODA Volume

Chart 7: Trends in Actual and Real ODA, 2015/16 to 2023/24, Current Dollars



Source: Statistical Reports on International Assistance, HPDSs, Budgets 2022 and 2023.

2022/23 and 2023/24 are estimates by author based on available information. Real ODA is Actual ODA less In-Donor Refugee Expenditures; COVID-19 Control is DAC purpose code 12264.

Canadian ODA has increased each year since 2015/16, with a major increase in 2020/21, and likely again in 2022/23 (due to loans to Ukraine), but there is real concern that ODA will decline sharply in 2023/24.

(Chart 7 and Annex One, Table Two) Actual ODA increased by 15% between 2015/16 and 2019/20, and by 37% between 2019/20 and 2020/21. It maintained a level over \$8 billion in 2021/22. ODA in the Envelope for 2022/23 is estimated by Canadian CSOs (based on Budget 2022) at about \$8.15 billion, with total ODA substantially higher, likely more than \$10 billion when loans for Ukraine are included.

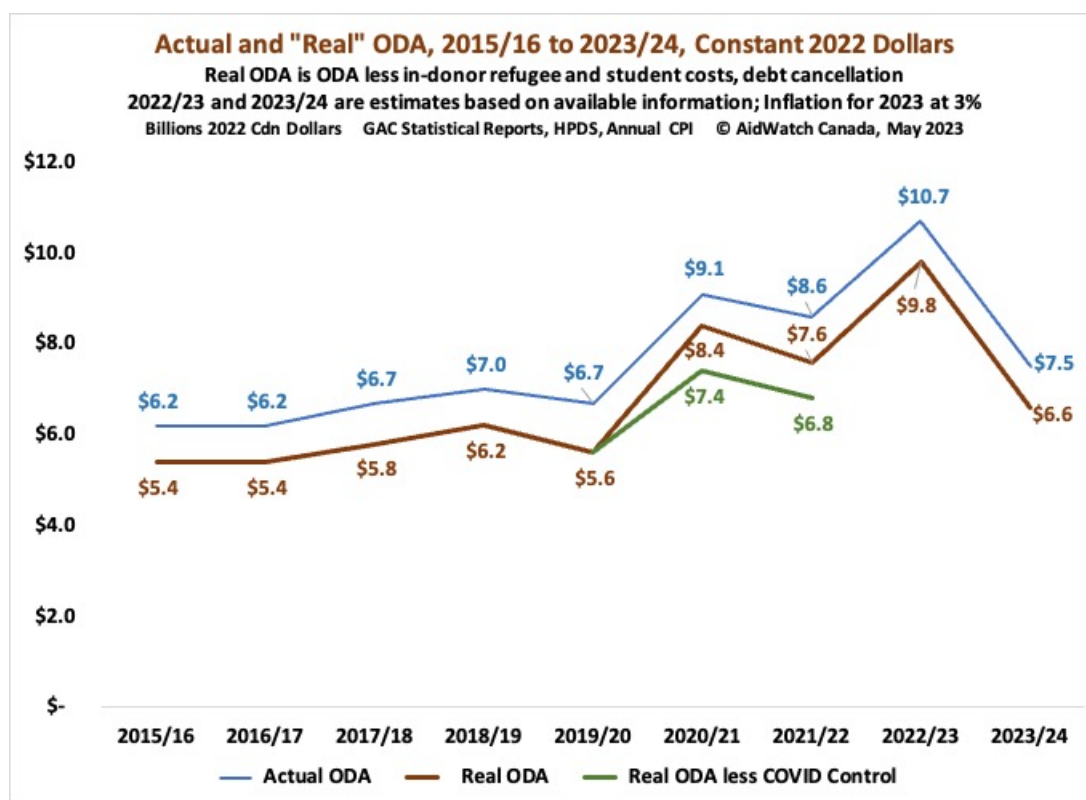
However, Real Canadian ODA¹⁴ (aid available to developing countries) increased less than Actual ODA between 2015/16 and 2019/20, by only 11%, but by a remarkable 50% between 2019/20 and 2020/21 (compared to 37% for Actual ODA). This latter increase (50%) is reduced to 32% when COVID-19 Control is factored out of 2020/21 aid (as a true comparison with 2019/20), but is still a very significant increase.

¹⁴ Real ODA is Actual ODA less in-donor refugee costs and imputed student costs.

OECD DAC preliminary ODA figures for 2022 (calendar year) puts Canadian ODA at US\$7,832 million, which suggests that Canadian ODA for the 2022/23 fiscal year may be as much as Cdn\$10 billion. Much of this increase is driven by aid to Ukraine, which according to the DAC figures amounted to US\$2,448 million in 2022.¹⁵ Canada provided Cdn\$2.45 billion in loans for Ukraine in 2022 through an IMF facility, which have a grant equivalency of 36%.¹⁶ Budget 2023 announced a further Cdn\$2.45 billion, which will also be registered in the 2022/23 fiscal year for ODA. At a grant equivalency of 36%, the loans added \$1.8 billion to Canadian ODA in 2022/23. These loans are not included in the IAE, and do not directly affect other ODA expenditures, as they are not an expenditure, but a credit on the Government of Canada's accounts.

5.2 Trends in Canadian ODA at 2022 Dollar Values

Chart 8: Trends in Actual and Real ODA, 2015/16 to 2023/24, 2022 Constant Dollars



Source: Statistical Reports on International Assistance, HPDSs, Statistics Canada CPI; Budget 2022 and 2023. 2022/23 and 2023/24 are estimates by author based on available information. Real ODA is Actual ODA less In-Donor Refugee Expenditures; COVID-19 Control is DAC purpose code 12264.

When inflation is taken into account, Real ODA increased by only 4% between 2015/16 and 2019/20. (Chart 8) The estimate for Real ODA in 2023/24 is only 14% higher than 2019/20. While large increases were experienced between 2020/21 and 2022/23, the overall increase in Real ODA, accounting for inflation, in the eight years between 2015/16 and 2023/24 was by 19%, or by an average of 2.5% per year.

¹⁵ See DAC, "ODA Levels in 2022, Preliminary Data, Detailed Summary Note," April 12, 2023, accessible at <https://www.oecd.org/dac/financing-sustainable-development/ODA-2022-summary.pdf>.

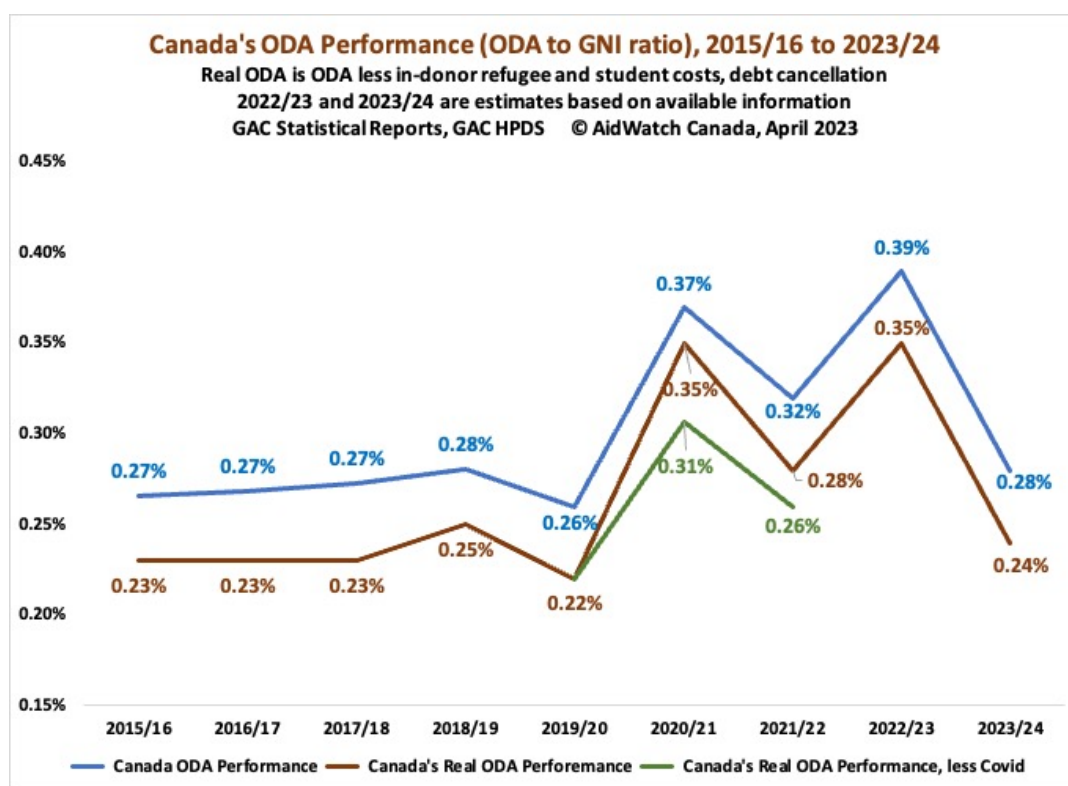
¹⁶ Grant equivalency is the value of the loan that could be considered a grant, compared the interest rate to commercial rates plus an agreed discount for risk factors according to the World Bank income group of countries.

5.3 A Modest Canadian ODA Performance

Despite this increase in ODA, Canada's aid generosity has not kept pace with growth in its overall wealth, resulting in a continued modest performance for Canadian ODA against the UN's 0.7% ODA to Gross National Income target. (Chart 9 and Annex One, Table 3)

Between 2015/16 and 2019/20, Canada's performance ratio hovered around 0.27% and 0.28% of its GNI, about 40% of the UN 0.7% target to which Canada has long committed. The ratio jumps to 0.37% in 2020/21 and then declines to 0.32% in 2021/22. For 2022/23 it is estimated at a record 0.39% due to assistance for Ukraine. But without major new disbursements beyond the indicated IAE in Budget 2023, this ratio is expected to drop back to the pre-2020/21 levels of 0.28%.

Chart 9: Canadian ODA Performance (ODA to GNI Ratio), 2015/16 to 2023/24



Real ODA performance is clearly worse – 0.23% to 0.24% in the 2015/16 to 2019/20 period. When COVID-19 disbursements are discounted, this ratio is only 0.31% in 2020/21 and 0.26% in 2021/22, compared to 0.22% in 2019/20.

Achieving the 0.7% UN target would make a marked difference in realizing Canada's potential for the SDGs and our fair share in development finance. Between 2015/16 and 2021/22, Canada contributed a total of \$39 billion in Real ODA. If this country had achieved the 0.7% target in this period, alongside countries such as Denmark, Sweden or Norway, Canada would have allocated a total of \$108 billion towards the SDGs, making a real difference with close to \$70 billion in additional aid.

5.4 Canada performs poorly in generosity as a donor, relative to DAC donors

Based on the OECD DAC's Creditor Reporting System (CRS), Canada's ranking as a donor with respect to its Real ODA as a share of its wealth (GNI) has not changed over the decade. (Table One) Out of 30 donors Canada ranked 14th to 16th between 2010 and 2020, with 2021 an exception at 12th position. However, Canada is the 7th largest economy among the 30 DAC donors (dropping to 8th in 2020), measured in terms of the size of its GNI. (Table Two)

Table One: Ranking Canada's Real ODA Performance (ODA to GNI), 30 DAC Donors

2010	2015	2016	2017	2018	2019	2020	2021
15 th	14 th	16 th	15 th	14 th	15 th	15 th	12 th

Table Two: Ranking Canada's Total GNI, 30 DAC Donors

2010	2015	2016	2017	2018	2019	2020	2021
7 th	7 th	7 th	7 th	7 th	7 th	8 th	8 th

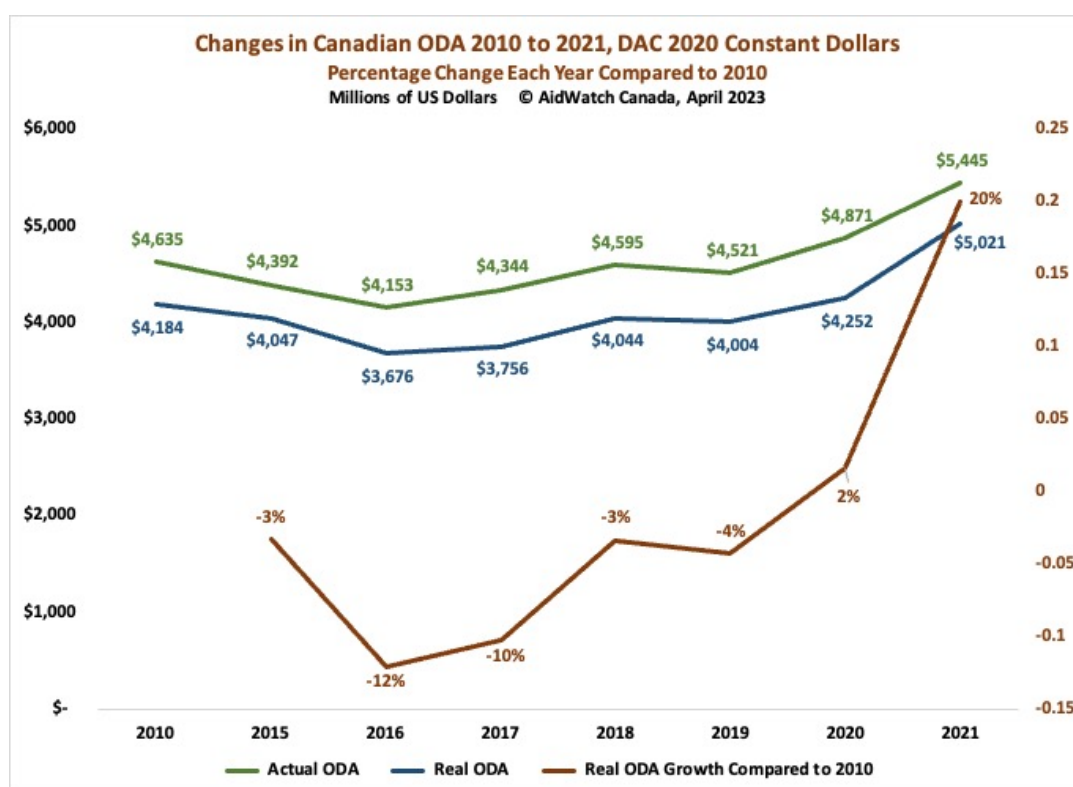
Canada aid performance over the decade since 2010, relative to DAC donors as a whole, has been terrible. While the value of DAC donors as a whole increased their Real ODA in constant terms (2020 dollars) by 16% in 2019 compared to 2010, Canada's Real ODA in 2019 was 4% less than it was in 2010. By 2021 Canadian Real ODA was 20% higher than 2010, but DAC donors' Real ODA had increased by 34% in 2021. (Chart 10, red line for Canada's aid growth)

Donor per capita ODA is another measure of Canada's generosity as a donor. Table Three (next page) provides a snapshot of Canada's relative performance for several select years.

Canada is 16th among 29 donors in 2021, unchanged since 2015. Its per capita ODA at US\$143 per Canadian is 32% below the average for all DAC donors (US\$211) for that year. Even among G7 countries, Canada ranks 4th or 5th among the 7 countries. In 2021, Canada's per capita performance was 25% less than the G7 average performance (US\$190).

The top five performing countries in 2021 (Luxembourg, Norway, Sweden, Denmark, and Switzerland) provided an average of US\$483 per person in these countries, well over 3 times Canada's per capita ODA at US\$143.

Chart 10: Canadian ODA, 2010 to 2021, DAC 2020 Constant Dollars



Source: CRS DAC1a

Note: Amounts are in Constant 2020 US dollars for a calendar year and therefore differ from Chart Five.

**Table Three: Ranking Canada in aid per capita
(Constant 2019 Dollars)**

2015	2019	2020	2021
Norway (\$737)	Luxembourg (\$794)	Norway (\$778)	Luxembourg (\$789)
Sweden (\$728)	Norway (\$721)	Luxembourg (\$718)	Norway (\$683)
Luxembourg (\$693)	Sweden (\$525)	Sweden (\$612)	Sweden (\$513)
Denmark (\$486)	Denmark (\$458)	Denmark (\$453)	Denmark (\$472)
Switzerland (\$431)	Switzerland (\$379)	Switzerland (\$411)	Switzerland (\$430)
Canada (16th - \$122)	Canada (16th - \$125)	Canada (14th - \$133)	Canada (16th - \$143)
DAC Average - \$210	DAC Average - \$203	DAC Average - \$208	DAC Average - \$211
G7 Average - \$150	G7 Average - \$175	G7 Average - \$182	G7 Average - \$190
Canada in G7 - 4 th	Canada in G7 - 5 th	Canada in G7 - 4 th	Canada in G7 - 5 th

Source: DAC CRS for Net ODA and Population data
 Average is the average of individual donor performance

6. Disaggregating Canadian ODA Components, 2019/20 to 2021/22

6.1 Key Components

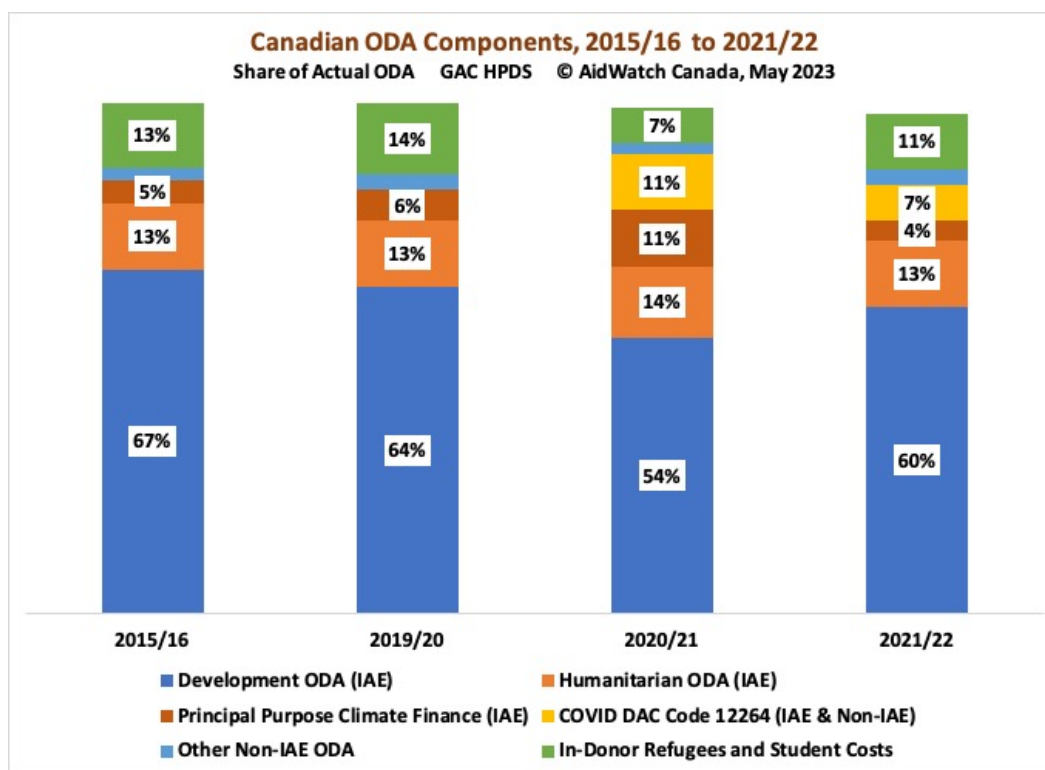
Real Canadian ODA available for other development purposes, beyond humanitarian assistance, COVID-19 and climate finance, declined in 2020/21 over 2019/20, only partly recovering in 2021/22.

The share of components of Canadian ODA have been relatively constant up to 2019/20. Chart 11 demonstrates changes in recent years. While COVID-19 support is likely to diminish, continued increases in climate finance, support for Ukraine’s reconstruction and humanitarian assistance are anticipated in coming years.

Canadian ODA allocated to “other purposes” clearly declined in 2020/21 over 2019/20 with additional ODA directed to Principal Purpose Climate Finance¹⁷ (11% up from 6%), COVID-19 at 11%, and a slight increase in the share of Humanitarian Assistance (14% up from 13%).

For 2021/22, Development ODA directed to Other Purposes recovered from 54% to 60%, with Principal Purpose Climate Finance declined from 11% to 4% and COVID-19 Control from 11% to 7%. The share for Humanitarian Assistance remained relatively constant at 13% or 14%.

Chart 11: Canadian ODA Components, 2015/16 to 2021/22



¹⁷ Principal purpose climate finance is finance for projects whose primary purpose is climate adaptation or mitigation.

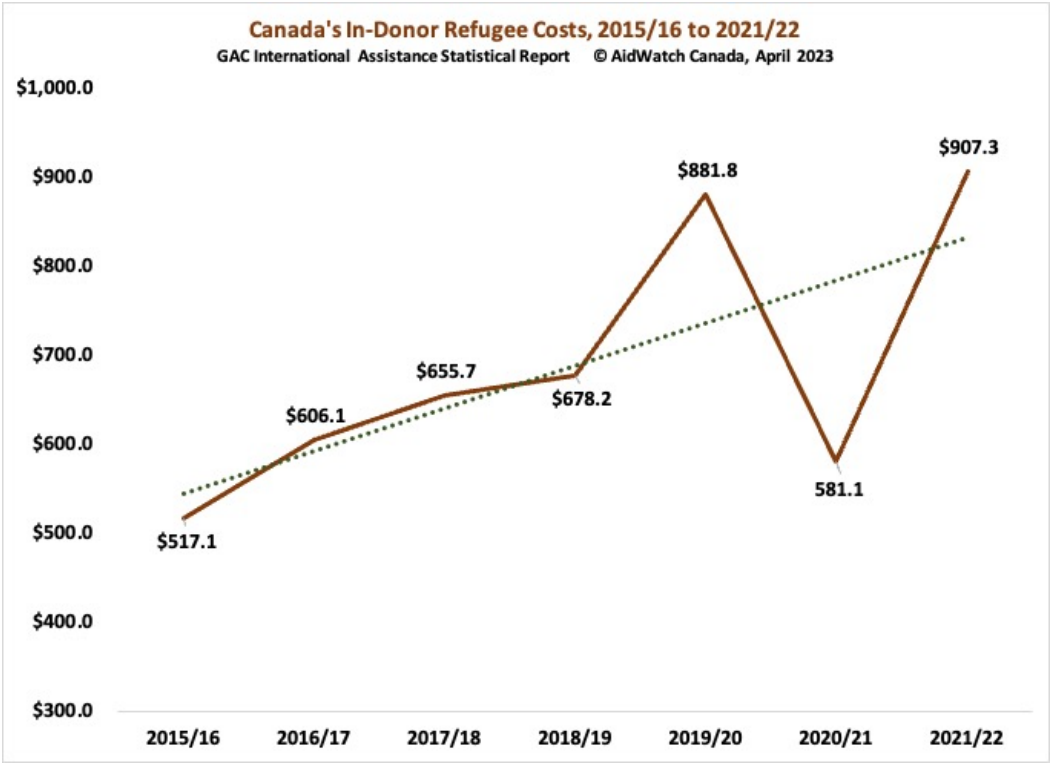
As Canada’s five-year \$5.3 billion climate finance commitment rolls out to 2025/26, this finance purpose will grow as a share of Canada’s ODA. In the context of the ongoing aggression against Ukraine and increasing climate induced extreme weather events, humanitarian assistance is unlikely to diminish in scale.

While the share of Canadian ODA for Other Purposes has diminished since 2019/20, the dollar amount has increased from \$4,133 million in 2019/20 to \$4,834 in 2021/22. But without significant growth in the IAE in coming years, including ensuring that Principal Purpose Climate Finance is additional to increases in ODA for other purposes, this amount is likely to be significantly constrained.

6.2 Trends in In-Donor Refugee Costs, 2015/16 to 2021/22

As noted above, according to many CSOs, the inclusion of costs paid by donor governments for refugees for the first year in the donor country artificially inflates the volume of ODA. The issue is not support for refugees, which is an international human rights obligation, but its inclusion in a metric whose purpose is to measure donor support for development in the global south. While the inclusion of these costs is voluntary, all but a few donors do so. Canada started to include them in 1995.

Chart 12: Canada’s In-Donor Refugee Costs, 2015/16 to 2021/22

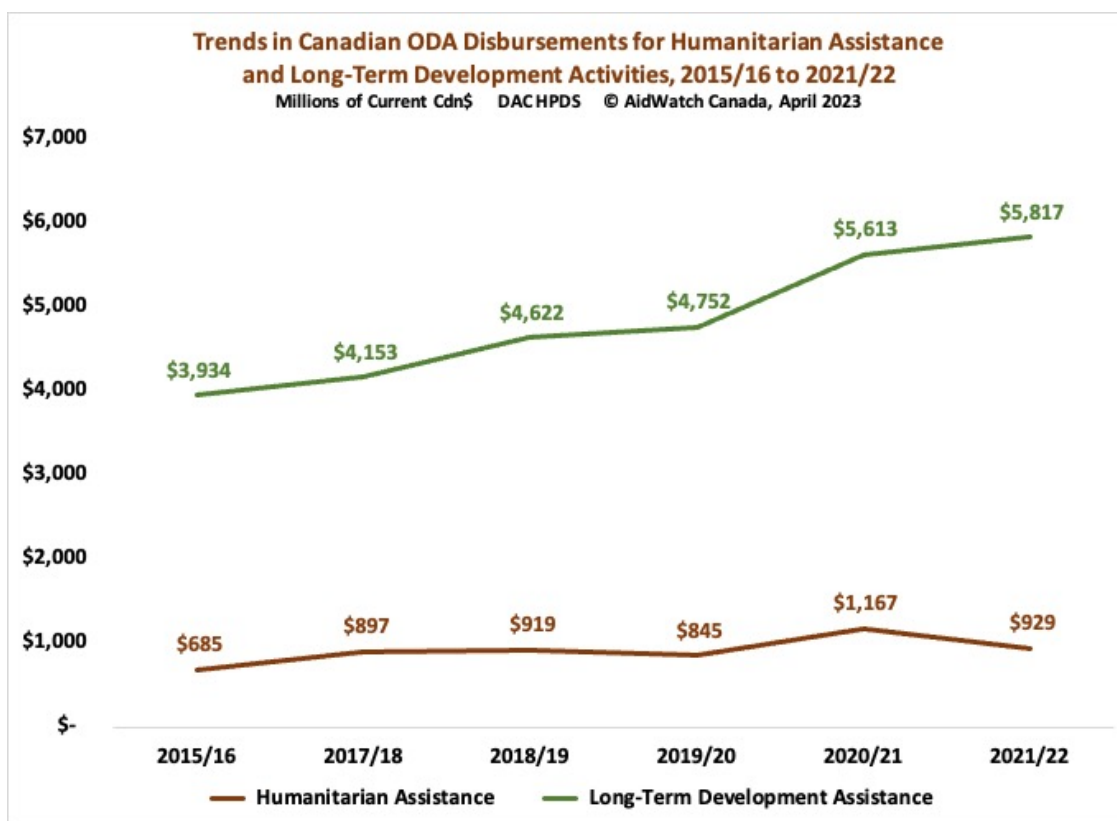


As indicated in Chart 12, these costs vary from year to year for Canada, but have been trending up since 2015/16, making up 11% of Canada’s ODA in 2021/22. It is expected that support for Ukrainian refugees in 2022/23 and beyond, will continue to inflate Canadian aid.

6.3 Trends in Humanitarian Assistance

Humanitarian Assistance makes up about 13% to 14% of Canadian ODA depending on the year. However, allocations for Humanitarian Assistance have been growing modestly since 2015/16, increasing by 36% by 2021/22. In these years, peak allocations were \$1,167 million in 2020/21. (Chart 13)

Chart 13: Trends in ODA for Humanitarian Assistance and Long-Term Development Activities



What is equally notable, however, is the growth of ODA for long-term development initiatives. These ODA resources grew by 48% between 2015/16 and 2021/22. A significant part of this growth are allocations for climate finance and COVID-19 control after 2019/20. But between 2015/16 and 2019/20, Canadian ODA allocated to long-term development initiatives still grew by 21%. Humanitarian assistance grew slightly more, by 23% in this period.

6.4 Trends in Principal Purpose Climate Finance

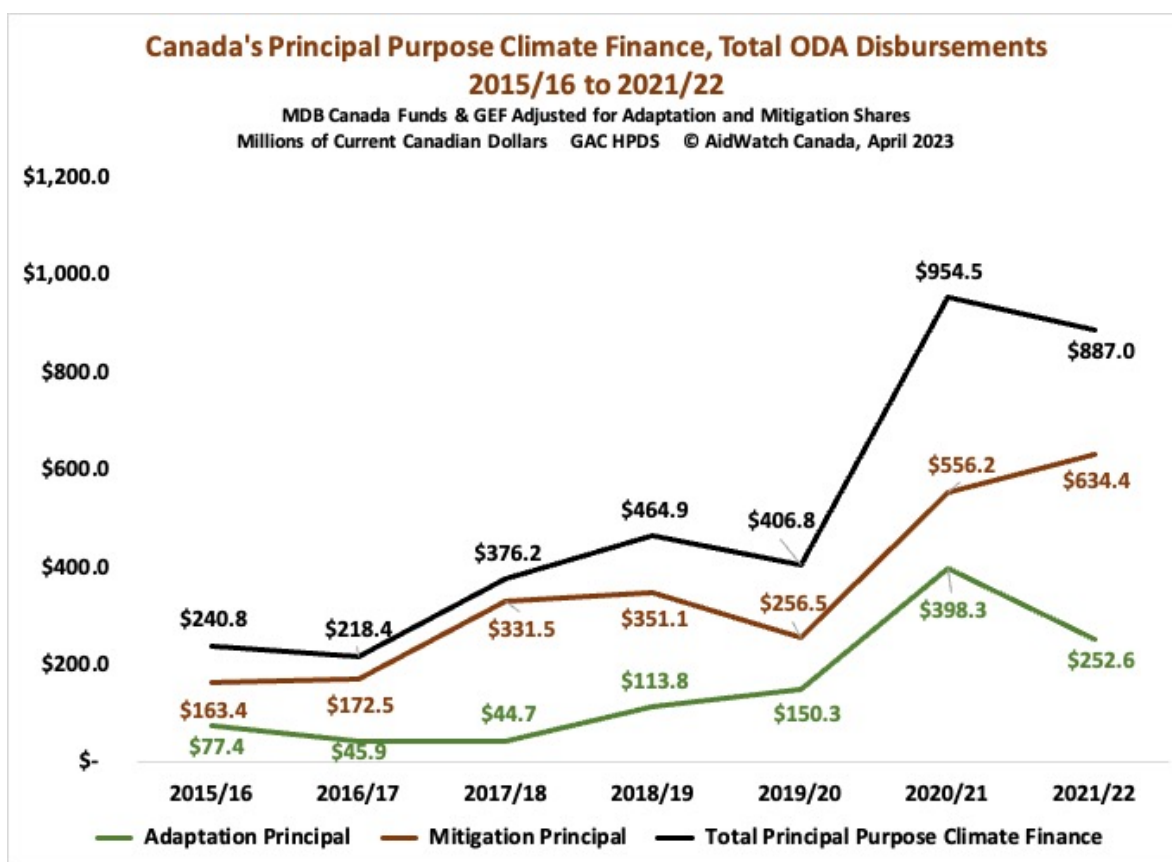
Canada has made two five-year pledges for international climate finance: \$2.65 billion for the period, 2015/16 to 2020/21, doubling to \$5.3 billion for the period, 2021/22 to 2025/26. In fulfilling these pledges Canada commits “principal purpose” climate finance for mitigation and adaptation (where the primary objective of the project is climate mitigation or adaptation).

In addition, Canada reports to the UN Framework Convention on Climate Change {UNFCCC}, in its biennial report, “significant purpose” climate finance where one of the objectives of the project is mitigation or adaptation, but the project’s main objective is other development purposes. Canada also reports to the UNFCCC official flows for climate finance projects that are not included as ODA, and private sector finance mobilized by official flows (e.g., through FinDev Canada).¹⁸

Donors had also committed that their principal purpose climate finance would be “additional,” but have never agreed on the definition of additional. While concessional climate finance is eligible to be included as ODA under DAC rules for ODA, developing countries understand this additionality to mean additional to ODA for other purposes. It is therefore increasingly important to understand the impact of increasing climate finance in the context of a climate emergency for ODA for other purposes.

Annual disbursements for climate finance mainly relate to the \$2.65 billion commitment up to 2020/21 (Chart 14), reaching a peak of \$954.5 million in 2020/21, the last year for meeting this commitment. While these disbursements were somewhat lower in 2021/22 (\$887 million), they are expected to grow significantly in the following years to meet the \$5.3 billion commitment.

Chart 14: Canada’s Principal Purpose Climate Finance



18 See C4D/AidWatch Canada’s annual review of Canada’s climate finance at <http://aidwatchcanada.ca/canadian-climate-finance/>.

What is the impact on Real Canadian ODA?

Chart 15 (Total Real ODA) and Chart 16 (Total Real Bilateral ODA) demonstrate an increasing, albeit still modest, impact of climate finance on Canada’s total Real ODA since 2015/16. The upward trend in this impact, however, is more noticeable with Real Bilateral ODA over which the Government has decision-making control in its allocation to different development purposes, amounting to 13% in 2021/22.

Chart 15: Climate Finance and Real ODA

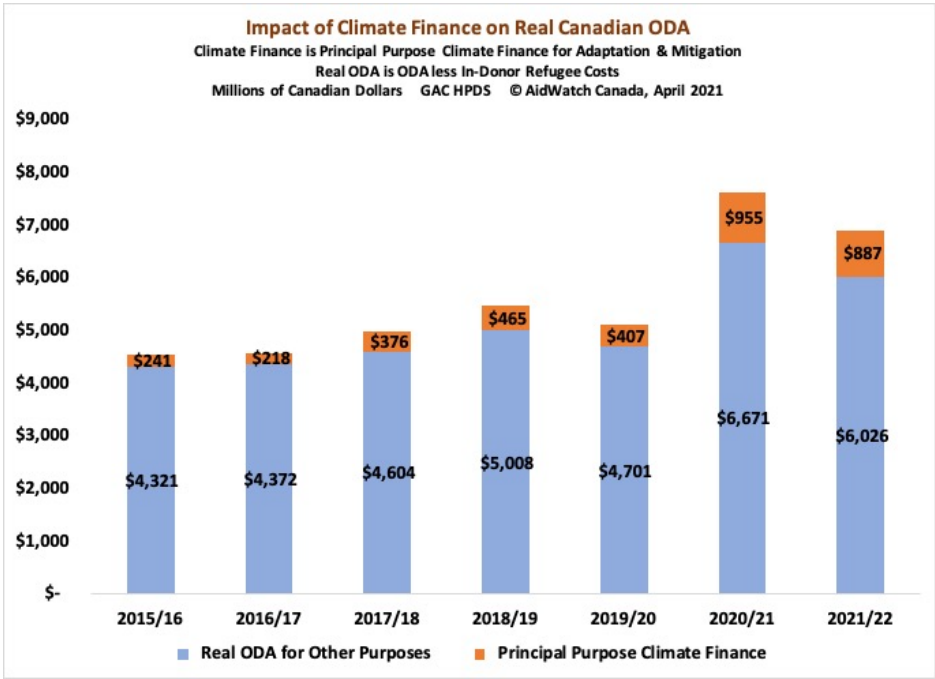
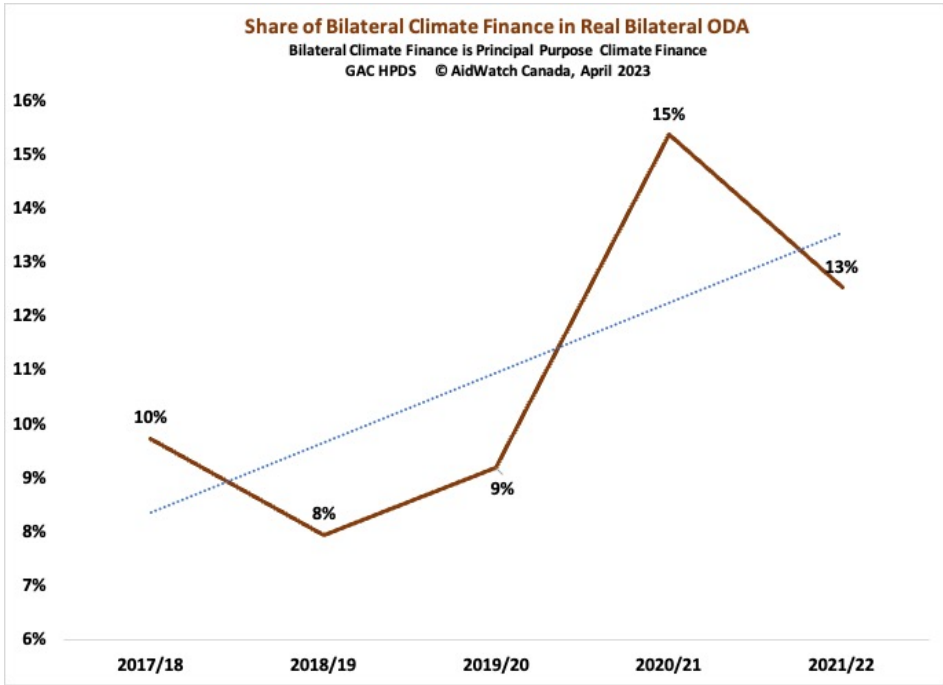


Chart 16: Bilateral Climate Finance Share in Real Bilateral ODA



This bilateral trend is even more pronounced when support for Canadian CSOs is discounted in Real Bilateral ODA (CSOs to date have played a limited role in delivering Canada's climate finance, although this is about to change in 2022/23). Climate finance's share in Real Bilateral Aid, not including CSOs, increases from 15% to 20% in 2020/21 and from 13% to 17% in 2021/22.

6.5 COVID-19 Control as a Share of Real Canadian ODA, 2020/21 and 2021/22

In 2020, the OECD DAC donors agreed to report their support for COVID-19 Control under a new health purpose code, 12264. Cumulatively, in 2020/21 and 2021/22, Canada reported \$1,518.3 million under this code. This amount was 10% of total Real ODA for these years, and 15% of Real Bilateral ODA. Approximately 90% of these funds were delivered through Global Affairs Canada and 9% (\$130 million) through the Public Health Agency of Canada. The latter is Canada's in-kind contributions of vaccines, originally purchase for use in Canada.¹⁹

Table Four: Channels of Delivery for COVID-19 Support

Bilateral - CSOs	\$136.1	9%
Canadian NGO	\$33.3 (24%)	
Foreign NGO	\$102.8 (76%)	
Bilateral - IFI Channels	\$23.5	2%
Bilateral - Multilateral Channels	\$1,170.2	77%
Bilateral - Other Channels	\$181.8	12%
GAC Multilateral - IFIs	\$2.3	0%
Multilateral - Other Channels	\$4.4	0%
Total	\$1,518.3	

Multilateral channels, primarily GAVI, the Vaccine Alliance and UNICEF were the main recipient organizations (57%). See Annex Five for details on multilateral and CSO implementing organizations.

Sub-Saharan Africa received 49% of the two-year total disbursements. (See Annex Five)

6.6 Mobilizing Private Sector Finance: FinDev Canada

FinDev Canada was created in 2018 by the Government as Canada's Development Finance Institution (DFI), focusing on mobilizing private sector resources for sustainable development.²⁰ It is a wholly owned subsidiary of Export Development Canada (EDC). The Government provided initial capital of \$300 million for these purposes, which was augmented by an additional \$300 million in 2021 to support its growth.

A further capitalization of \$300 million was indicated in the 2021/22 budget.

¹⁹ DAC members agreed that these vaccines could be donated at a rate of US\$6.72 per dose. CSOs argued that these vaccines should not be included as ODA as they do not reflect any donor effort because they were purchased for use in Canada, and only belatedly donated. See <https://devinit.org/blog/counting-excess-vaccine-donations-oda-inflated-aid-2021/>.

²⁰ See <https://www.findevcanada.ca/en>. FinDev Canada's project portfolio is available at <https://www.findevcanada.ca/en/what-we-do/our-portfolio>.

Also in November 2022, the Government announced \$750 million, focusing on FinDev Canada's expansion into the Asia Pacific Region for "sustainable infrastructure" and renewable energy.²¹ These capitalizations were drawn from retained earnings of Export Development Canada, and not the IAE (although there is not yet an indication for the source of the \$750 million).

In addition to these capitalizations, in 2021, the Government created 2X Canada: Inclusive Economic Recovery as a blended finance initiative. In this case, GAC provided \$75.9 million in financing to "support investments that drive positive impact on women's economic empowerment as well as a gender-smart economic recovery, including through the mobilization of additional public and private investment."²² This facility is managed by FinDev Canada. The initiative is in response to the 2X Challenge, launched by the G7 development finance institutions (DFIs) in 2018 at the G7 Charlevoix Summit, a commitment by G7 DFIs to mobilize financing to enhance women's economic participation.

Canada reports these amounts as ODA to the OECD DAC under the DAC rules for reporting Private Sector Instruments. Only the capital investments from official sources are reportable, not the mobilized private sector finance. However, in capitalizing FinDev Canada from retained earnings of EDC, FinDev Canada does not fall under the ODA Accountability Act, meaning that it does not have to affirm that each investment is reducing poverty, taking into account the perspectives of those living in poverty, and is consistent with Canada's human rights obligations.

Nevertheless, FinDev Canada has adopted a series of policy guidance documents, including a Code of Conduct, an Environmental and Social Policy, and a Procurement Policy.²³ FinDev is a "gender lens investor", subjecting all of its investments to an assessment of their promotion of women's economic empowerment.²⁴ FinDev Canada has also created an Independent Accountability Mechanism that functions independently of its management, reporting directly to the Board of Governors. It is set to be operational in early 2023 when its policies and procedures will be made public. So far, there has been no independent analysis of FinDev's portfolio against these policy intentions.

To date (January 2023), FinDev has announced US\$653.8 million in investment commitments of which 46% were located in the Americas, 40% in Sub-Saharan Africa, and 14% in multiple regions.

According to a July 2022 analysis by AidWatch Canada for the Canadian Coalition on Climate Change and Development (C4D),²⁵ FinDev financed 11 projects focusing on mainly climate mitigation (79% of climate financing), with an additional 7 projects where climate was an objective among other primary objectives for the project. Of these 18 projects, 45% focused on renewable energy, 20% on small, medium enterprises, 14% on the agriculture sector and 10% on agroforestry.

21 See <https://www.findevcanada.ca/en/news/findev-canada-receives-additional-capitalization-continue-support-sustainable-and-inclusive>.

22 See <https://www.findevcanada.ca/en/what-we-do/2x-canada>.

23 See <https://www.findevcanada.ca/en/what-guides-us/policies-and-guidelines>.

24 See <https://www.findevcanada.ca/en/what-we-do/gender-lens-investing>.

25 See <http://aidwatchcanada.ca/wp-content/uploads/2023/02/Briefing-Note-4-FinDev-Canada-Climate-Related-Projects-copy.pdf>.

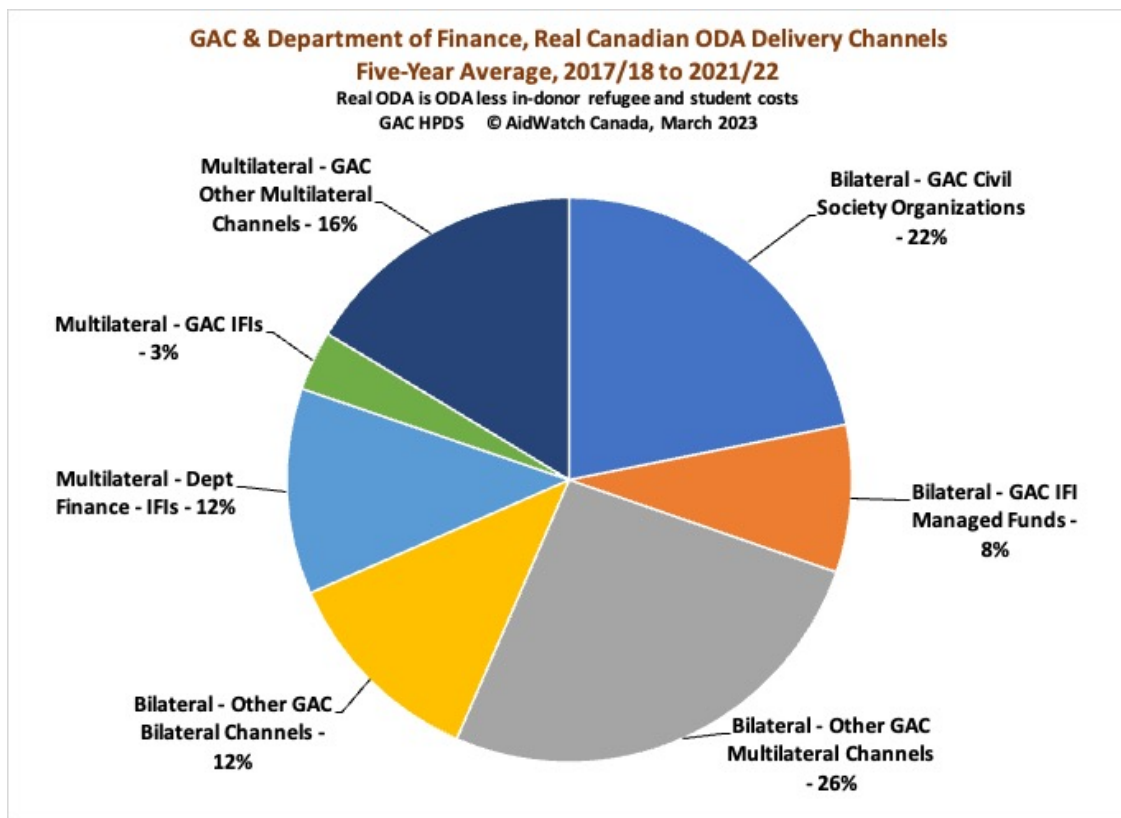
Part III: Delivery Channels for Canadian ODA

7. Delivery Channels for Canadian ODA

7.1 Overview of Delivery Channels

Chart 17 disaggregates the main delivery channels for Real ODA through Global Affairs Canada and the Department of Finance, as average shares between 2017/18 and 2021/22.

Chart 17: Real ODA Delivery Channels for Bilateral and Multilateral Aid (GAC and Finance Canada)



Several highlights:

- While 19% of Real ODA was core multilateral aid by GAC through multilateral organizations (including IFIs), an additional 34% of bilateral aid was delivered through multilateral channels (8% in IFI-managed dedicated funds and 26% in other multilateral organizations). These are termed Multi/Bi funds.
- 22% of Real ODA was delivered through CSOs as bilateral ODA.
- The Department of Finance manages Canada's contribution to IDA, the concessional World Bank window for low-income countries (12% of Real ODA). In the latest IDA 20 replenishment (2022 to 2025) Canada contributed 3.45% of the replenishment, down from 3.89% for IDA 17 (2015 to 2018). Canada ranks 7th in its contribution, next to China. (See Annex Three for details)

7.2 Multilateral Organizations and Multi/Bi Funds

Canada delivers more than 50% of its ODA through multilateral organizations and International Finance Institutions, such as the World Bank, either as core funding for these institutions or dedicated funds created by Canada or other bilateral donors within these organizations. Projects supported by these dedicated funds are managed by the multilateral organization, but policies directing the allocation of these funds are governed by Canada and other donors who contribute. While they reduce administrative burdens for GAC and other bilateral donors, they increase program fragmentation within many key multilateral organizations, undermining coherent multilateral strategies related to their mandate. These Multi/Bi funds are more difficult to track and hold donors accountable for their bilateral allocations.

According to the DAC's biennial report on Multilateral Development Finance, there has been an increasing tendency for bilateral donors to earmark their contributions to these organizations (support dedicated purpose funds):

“The share of DAC members’ non-core (earmarked) contributions in their total ODA grew from 13% to 16% between 2015 and 2020, while the share of their core contributions increased only slightly, from 26% to 27%. With a growing portion of development finance channeled through the multilateral development system earmarked for specific objectives, core functions are receiving less funding proportionally. In the long run, this could lead to a gradual erosion of the critical functions of the multilateral system, such as providing strategic and long-term oversight of key reforms, and adapting to the evolving and expanding nature of global development challenges.”²⁶

In 2018, Canada earmarked US\$1.4 billion in contributions to multilateral organizations, compared to US\$1.2 billion in core contributions. Programmatic earmarking made up 37% of Canada's total multilateral contributions, while project-type earmarking made up an additional 18%.²⁷ Canada ranks 2nd among 22 donors (after Norway) in the scale of earmarking its ODA in multilateral contributions. (See Annex Four for more details.)

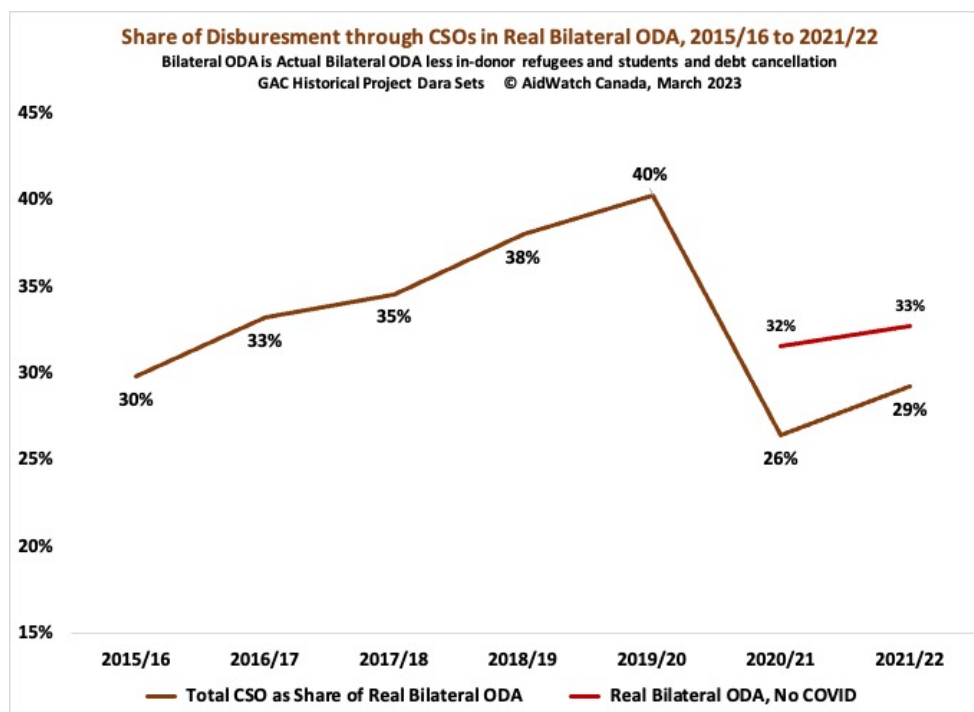
7.3 Trends in Canadian ODA for CSOs

Canada also channels significant bilateral aid with CSOs. From the perspective of Canada's Real Bilateral ODA, the share of CSOs in Real Bilateral ODA has been growing from 30% in 2015/16, reaching a peak of 40% in 2019/20. (Chart 18) This share declined in 2020/21 and 2021/22 (but still hovered around 33% when COVID-19 disbursements were discounted).

26 OECD DAC, Multilateral Development Finance, 2022, page 22, Paris, <https://doi.org/10.1787/9fea4cf2-en>.

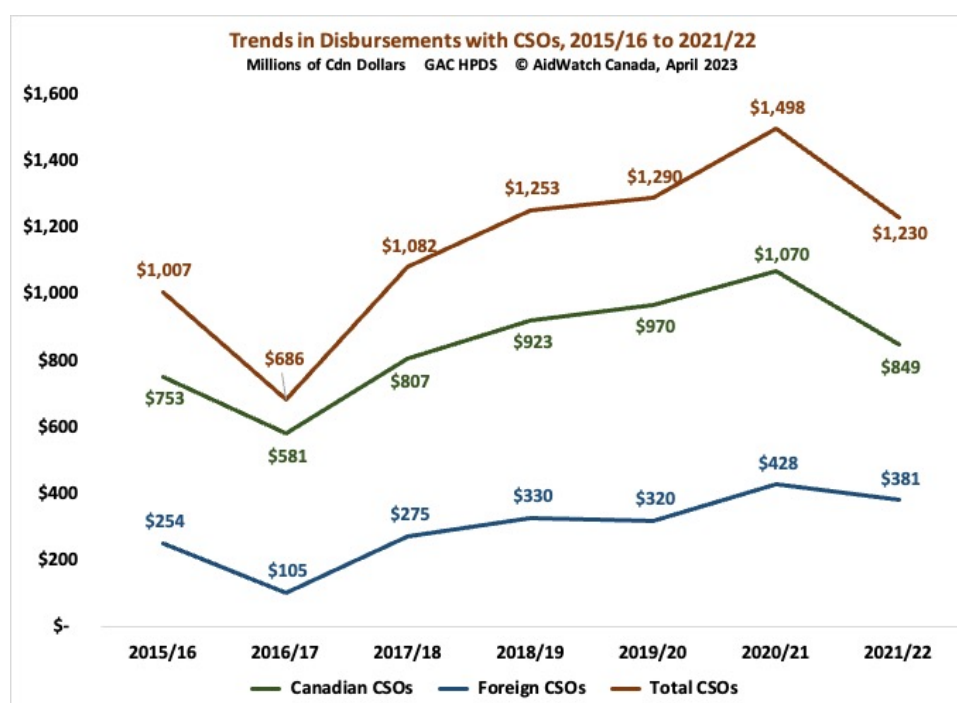
27 Data derived from Ibid, page 128. See definitions of earmarking in Annex Four.

Chart 18: Share of Real Bilateral ODA Disbursements with CSOs, 2015/16 to 2021/22



In terms of actual disbursements, the total through CSOs reached a peak at \$1,498 million in 2020/21, rising 49% from \$1,007 million in 2015/16. These disbursements declined to \$1,230 million in 2021/22, not far off the level reached in 2019/20 of \$1,290 million. (Chart 19, red line)

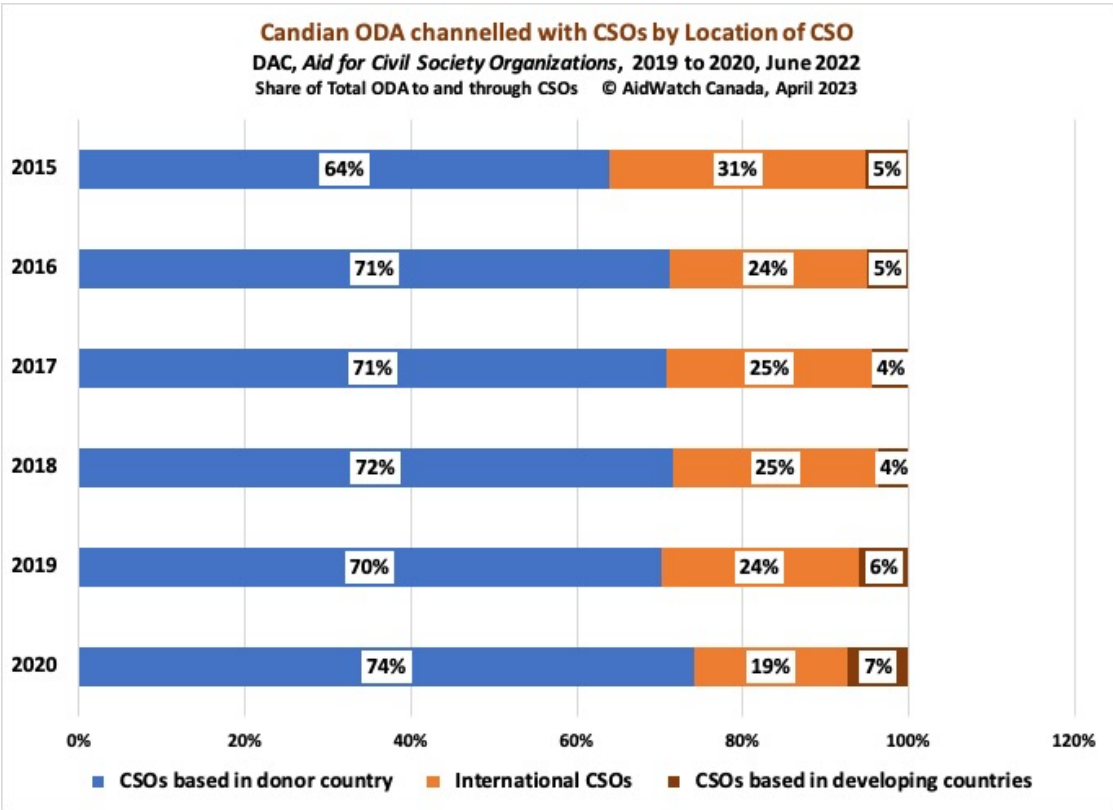
Chart 19: Canadian ODA Disbursements to and through CSOs



Canadian ODA is channelled through both Canadian and Foreign CSOs. (Chart 19, green and blue lines.) Disbursements through Foreign CSOs increased by 50% between 2015/16 and 2021/22 and were 31% of total CSO disbursements in 2021/22. Disbursements through Canadian CSOs increased up to 2020/21, but were only 13% higher in 2021/22 than 2015/16. Their share of total CSO disbursements declined from 75% in 2015/16 to 69% in 2021/22. GAC has increased its focus on Foreign CSOs in the allocation of its CSO disbursements over these seven years.

While Foreign CSOs are growing recipients of GAC funding, this funding is almost exclusively with northern-based international NGOs. According to the DAC, CSOs based in partner countries received only 7% of Canadian ODA channelled to and through CSOs in 2020, up from 5% in 2015.²⁸ (Chart 20)

Chart 20: DAC Canadian ODA to CSOs by Location of Organizations



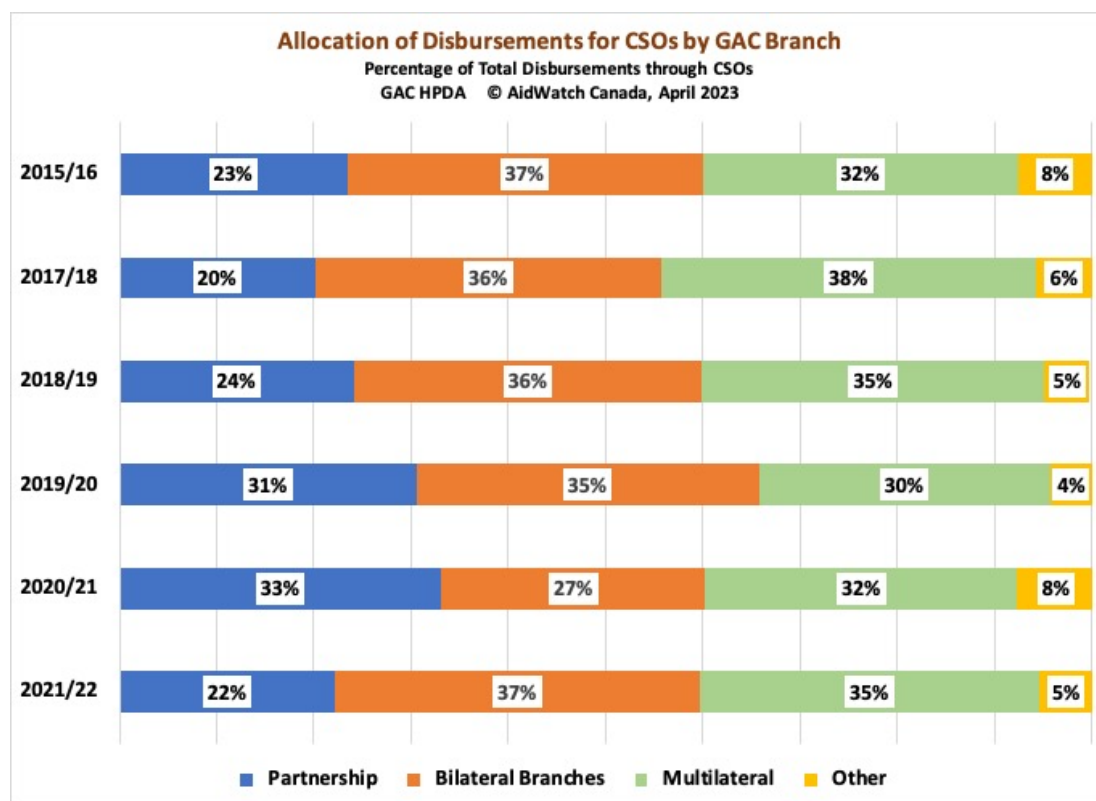
According to the OECD DAC,²⁹ at 27% in 2019 and 28% in 2020, Canada ranks 7th in the share of its total Bilateral ODA (including in-donor expenditures on refugees etc.) channelled with CSOs. Only Denmark, Ireland, Luxembourg, Spain, Sweden and Switzerland had higher shares, among 30 DAC donors.

28 While not explored in this paper, the distinction between “to” and “through” CSOs is important. The latter implies instrumentalization of CSOs for donor purposes and “to” indicates finance for CSOs as actors in their own right.
29 See OECD DAC, Aid for Civil Society Organizations, 2019-2020, Paris, June 2022, accessed at <https://www.oecd.org/dac/financing-sustainable-development/development-finance-topics/Aid-for-CSOs-2022.pdf>.

Role of GAC Branches in Disbursements through CSOs

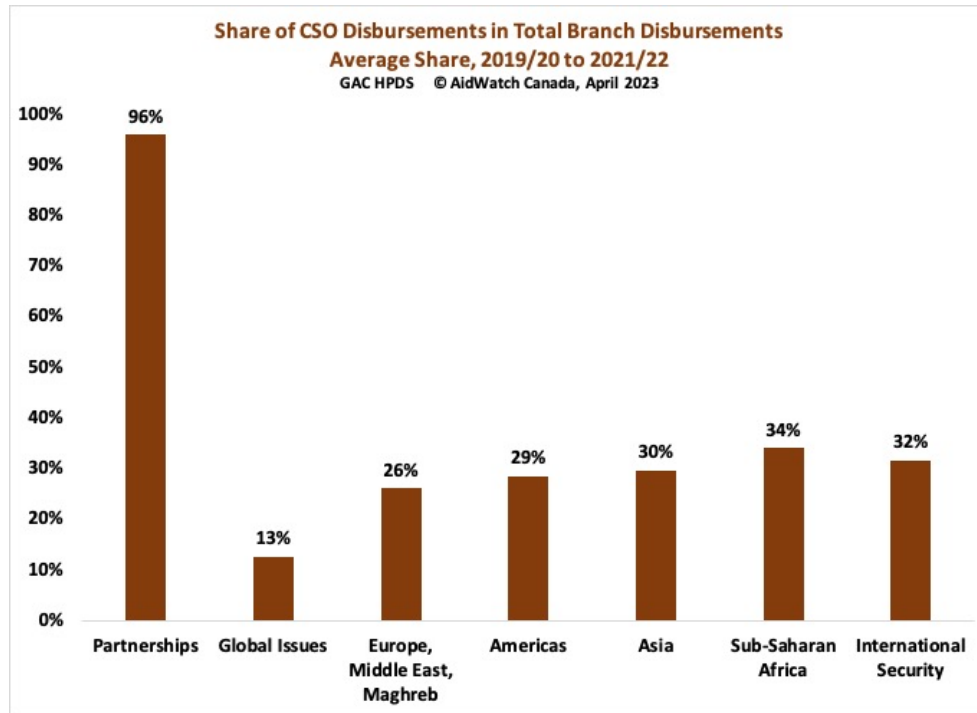
The share of Partnerships Branch in GAC disbursements to and through CSOs has varied over the seven years from a low of 20% in 2017/18 to a high of 33% in 2020/21, returning to 22% in 2021/22. The bilateral branches are a significant channel for disbursements through CSOs, usually accounting for about 37% of these disbursements. Global Issues Branch is also a key channel, but these disbursements are closely related to humanitarian assistance. (Chart 21)

Chart 21: Allocation of GAC Disbursements through CSOs by Branch



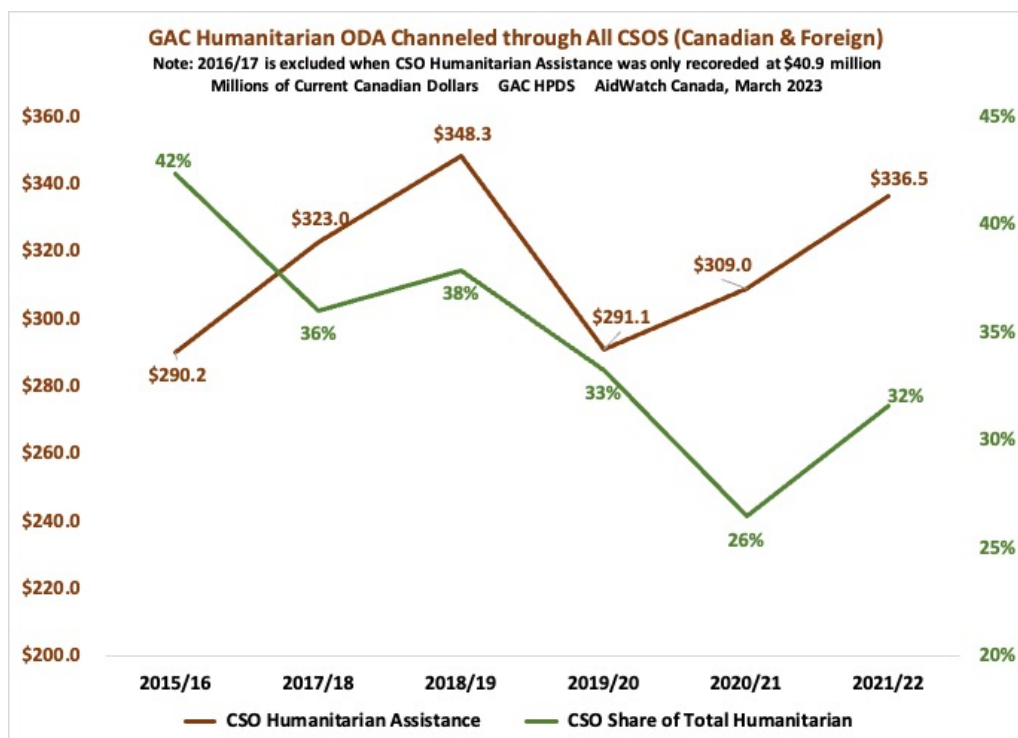
Within the Branches, disbursements with CSOs have differing shares of the Branch's total disbursements. (Chart 22) CSO disbursements in the regional branches are strongest in Sub-Saharan Africa Branches at 34%, but in Asia (30%) and Americas (29%) Branches, CSOs are also strongly represented in their disbursements.

Chart 22: Share of CSO Disbursements in Total Branch Disbursements



CSOs and Humanitarian Assistance

Chart 23: CSO Share of Humanitarian Assistance



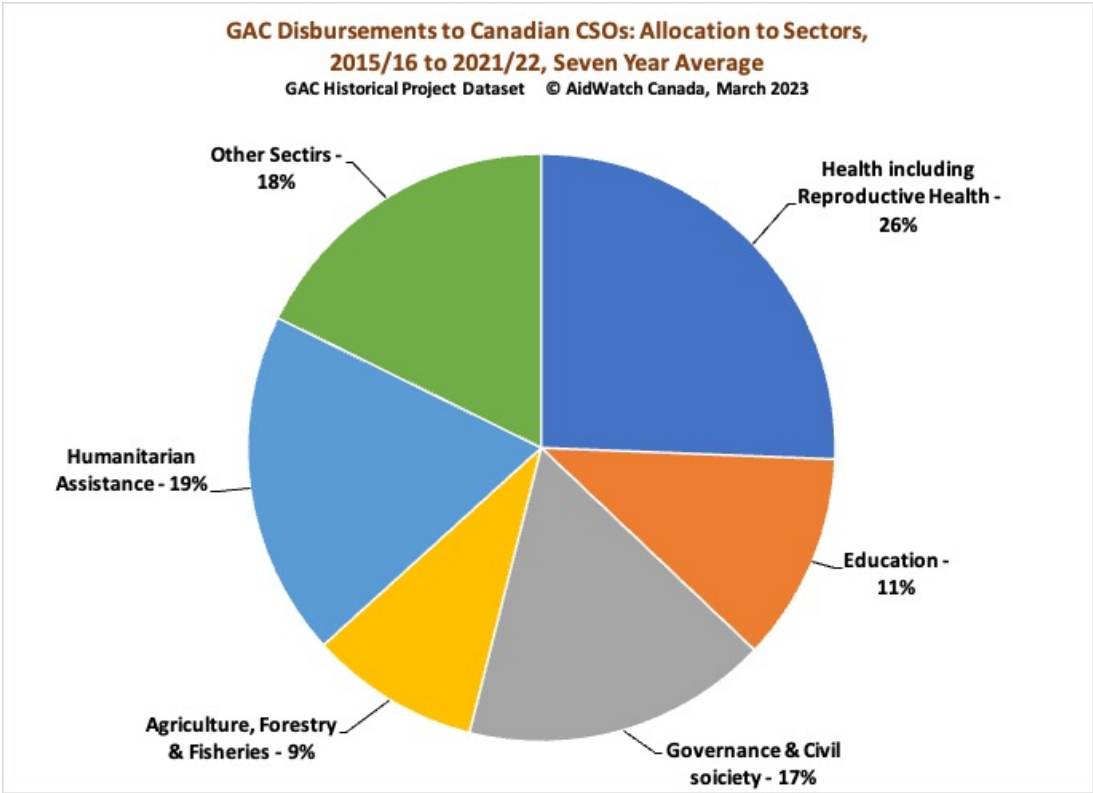
While their share has declined over the seven years since 2015/16, CSOs are significant actors in Canada’s humanitarian assistance. (Chart 23) This share has declined from a high of 42% in 2015/16 to 32% in 2021/22. Over these years, Foreign CSOs have become more important in this CSO humanitarian assistance, increasing from 33% to 46% by 2021/22 of all CSO humanitarian assistance.

Humanitarian assistance has also become slightly less a focus for CSOs. The former as a share in total CSO disbursements has declined from a high of 30% of total CSO disbursements in 2017/18 to 27% in 2021/22. However, humanitarian assistance is a much greater focus for Foreign CSOs (39% of their disbursements since 2015/16) than Canadian CSOs (24% of their disbursements in these seven years).

Sector Allocation of CSO Disbursements

Chart 24 gives a snapshot of the main sectors in CSO disbursements, averaged between 2015/16 and 2021/22. Health and Reproductive Health are key sectors at 24% of these disbursements, with Education at 10% and Agriculture at 8%. Annual disbursements were relatively consistent from year to year. For more details and comparisons with GAC sector allocations, see Section 10 below.

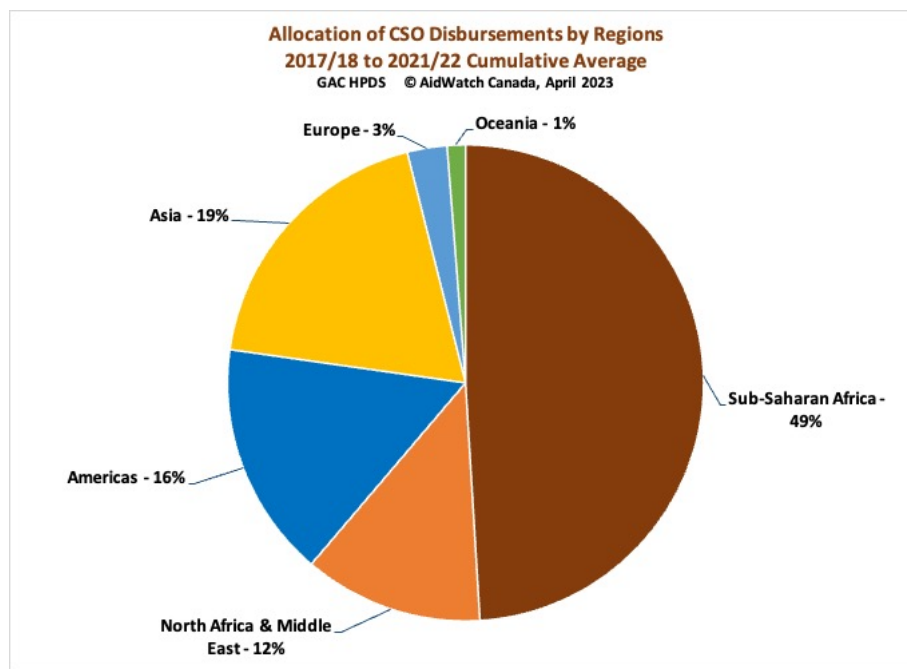
Chart 24: Sector Allocations in CSO Disbursements



Geographic Allocation of CSO Disbursements

The geographic breakdown of GAC disbursements with CSOs are relatively constant over the past five years. At 49%, GAC disbursements with CSOs for Sub-Saharan Africa are a major priority for CSOs in their programming. Asia (19%) and the Americas (16%) are important, but much less their focus. (Chart 25)

Chart 25: Allocation of CSO Disbursements by Region

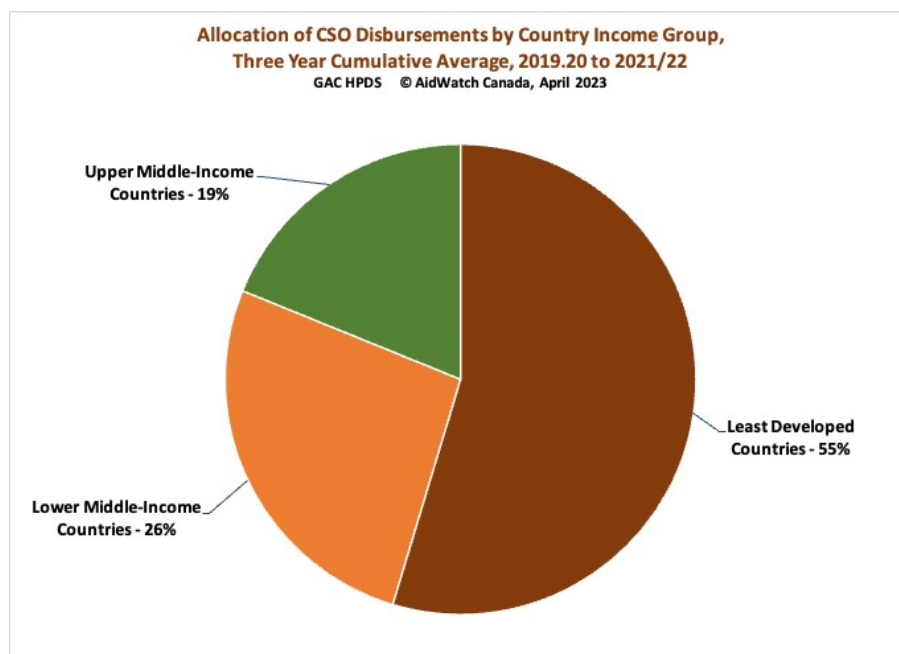


CSOs are heavily invested in the Least Developed Countries, which are the recipients of 55% of GAC disbursements with CSOs. (Chart 26) These allocations compare favourably with GAC Bilateral disbursements as a whole at 54% to Least Developed Countries. (See Section 9 below.)

Concentration of Disbursements among Canadian CSOs

GAC allocations to Canadian CSOs have become somewhat more concentrated since 2015/16. The top 20 Canadian CSOs in 2021/22 received 64% of GAC disbursements to and through Canadian CSOs, up from 58% in 2015/16. On the other hand, the number of Canadian CSO recipients receiving less than \$500,000 in disbursements declined from 74 organizations in 2015/16 to 65 in 2021/22 (and from 186 organizations in 2010/11). (See Annex Six for a list of the top 20 Canadian and Foreign CSO recipients.)

Chart 26: CSO Disbursements to Country Income Groups



Part IV: Assessing the Quality of Canadian ODA

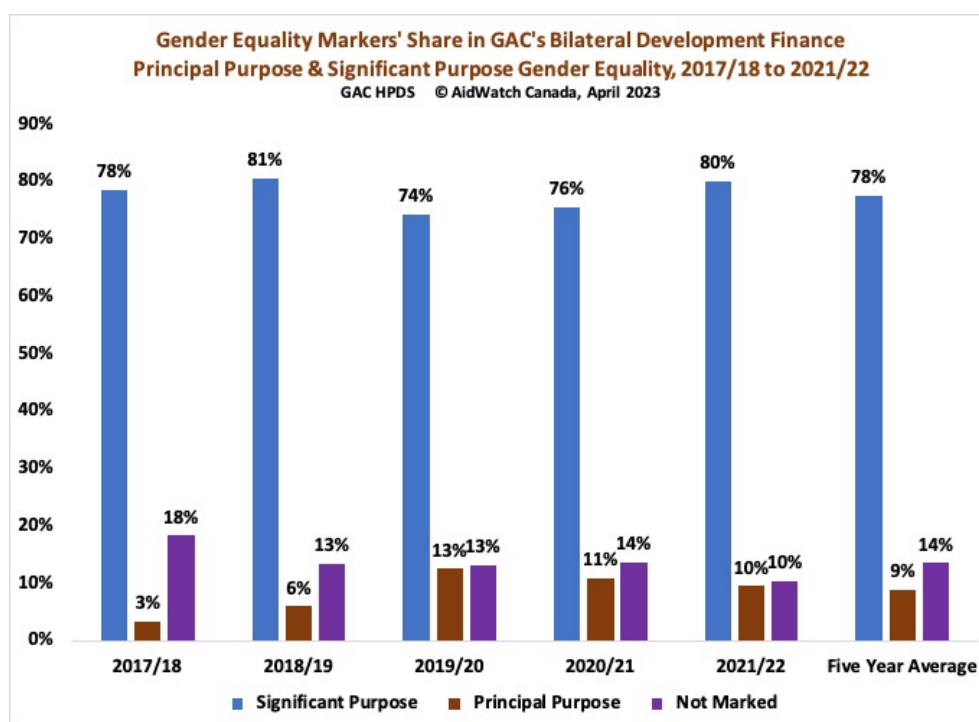
8. Gender Equality and Women's Empowerment

As reflected in Canada's Feminist International Assistance Policy (FIAP), addressing gender equality and women's empowerment is essential for Canada's objective to reduce poverty and inequalities through its ODA. The FIAP committed to

- Spend at least 80% of bilateral finance on gender-integrated projects;
- Spend at least 15% of bilateral finance on gender-specific projects;
- Spend at least \$150 million over five years (up to 2022/21) on women's rights organizations and movements.

The measure of these commitments is the OECD DAC gender marker, which identifies project disbursements that are principal purpose gender equality (gender-specific projects) and significant purpose gender equality (gender integrated projects). The DAC has set out criteria for determining significant purpose gender equality.³⁰

Chart 27: Gender Equality Marker for GAC Bilateral ODA

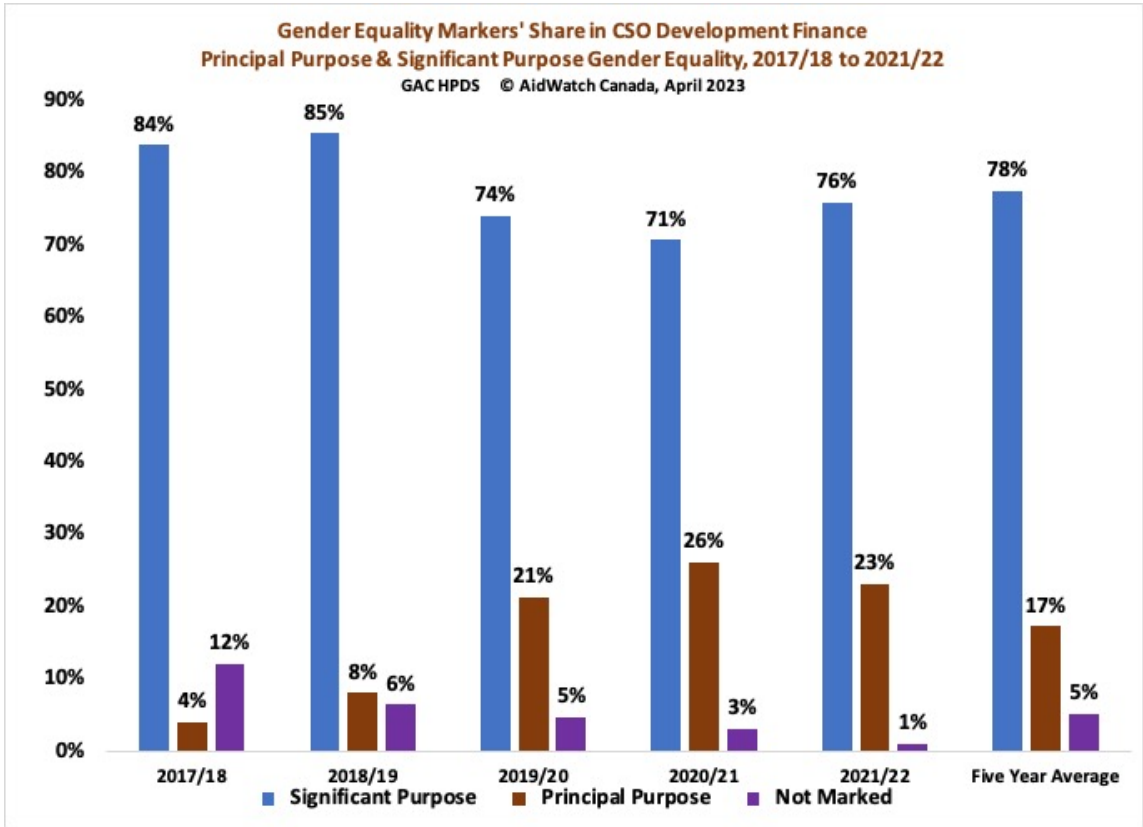


30 OECD DAC, Handbook on the Gender Equality Policy Marker, December 2016, accessible at <https://www.oecd.org/dac/gender-development/Handbook-OECD-DAC-Gender-Equality-Policy-Marker.pdf> and Coding Definitions for Gender Equality Markers, December 2018, accessed at <https://unsceb.org/sites/default/files/2022-02/Guidance%20Note%20on%20Coding%20Definitions%20for%20GEMs%20-%20for%20dissemination.pdf>. The DAC also publishes a performance assessment for DAC donors in relation to this marker, from which we can compare Canada with other DAC donors. See https://stats.oecd.org/Index.aspx?DataSetCode=DV_DCD_GENDER.

According to data in the HPDS, gender integrated projects for GAC bilateral aid approached or achieved the 80% target for the years between 2017/18 and 2021/22. The five-year average has been 78%. (Chart 27) GAC has not reached the 15% target for gender specific projects, with a five-year average of 9%. But the trend since 2018/17 has been positive, growing from 3% in 2017/18 to 10% in 2021/22. GAC's performance has also been criticized by the Auditor General for a lack of evidence that FIAP has had an impact on gender equality and women's rights.

CSOs' have performed better with respect to the Gender Marker than GAC bilateral ODA as a whole. While averaging 78% for gender integrated projects, CSOs have been essential in the delivery of gender specific projects in these five years. The latter has grown from 4% of their disbursements in 2017/18 to a high of 26% in 2020/21 and 23% in 2021/22. (Chart 28 and Chart 29)

Chart 28: Gender Equality Marker and Bilateral ODA through CSOs



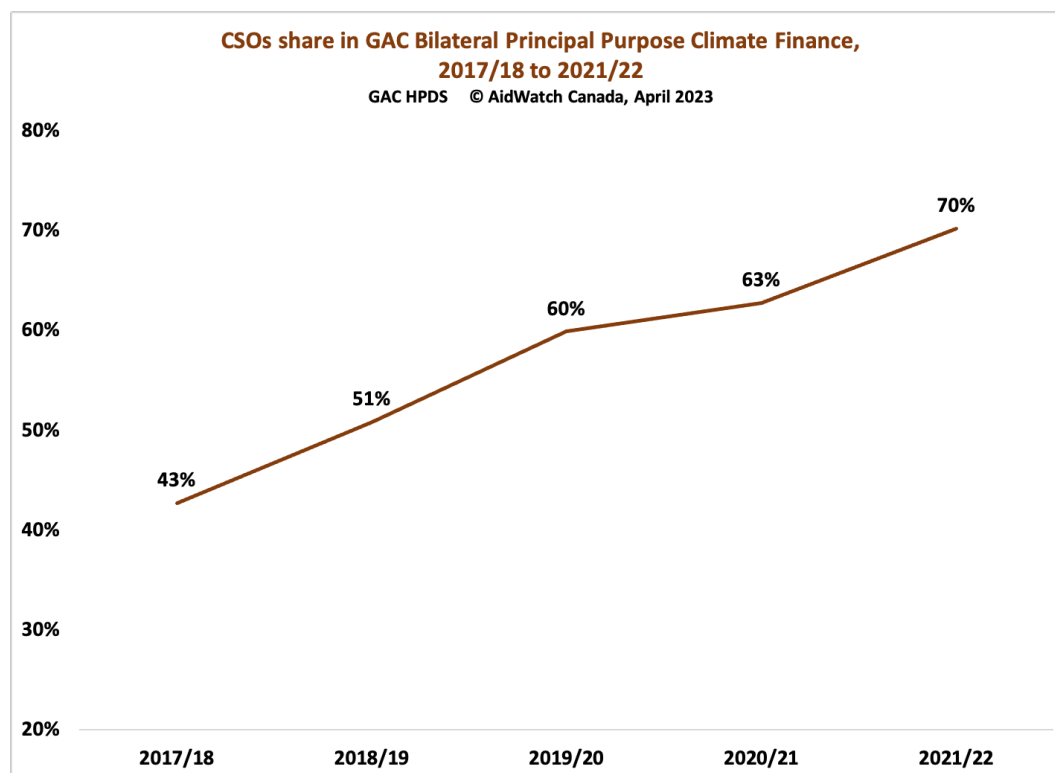
An important aspect of CSO engagement in gender specific projects has been through GAC's Women's Voice and Leadership Program, which has allocated \$182 million to 32 projects in responding to the needs of women's rights organizations.³¹ The Government also endowed the Equality Fund with \$300 million to create a predictable source of funding for women's rights organizations.³² The Women's Voice and Leadership Program was renewed and expanded in April 2023.³³

31 See https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/gender_equality-egalite_des_genres/wvl_projects-projets_vlf.aspx?lang=eng.

32 See <https://www.canada.ca/en/global-affairs/news/2019/06/global-affairs-canada---the-equality-fund-transforming-the-way-we-support-womens-organizations-and-movements-working-to-advance-womens-rights-and-g.html>.

33 See <https://www.canada.ca/en/global-affairs/news/2023/04/canada-announces-expansion-and-renewal-of-womens-voice-and-leadership-program.html>.

Chart 29: CSOs share in GAC Bilateral Principal Purpose Gender Equality Projects



8.1 Ranking Canada's Allocations for Gender Equality among DAC Donors

For 2021, Canada ranked first among DAC donors with 90% of its bilateral ODA marked either significant purpose or principal purpose gender equality.

However, for principal purpose gender equality, at 9% in 2021, Canada ranked 7th, behind the Netherlands at 24%, Spain at 17%, and Sweden at 14%.

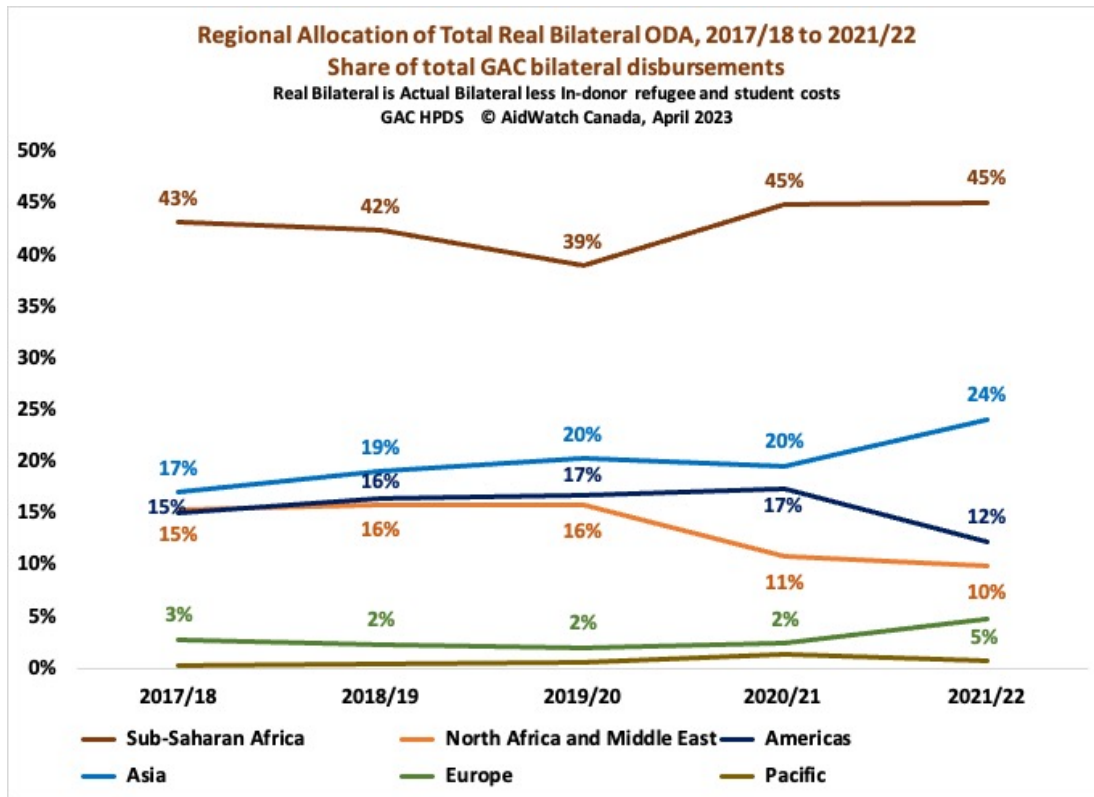
9. A Focus on Sub-Saharan Africa and Least Developed Countries

Sub – Saharan Africa

The FIAP committed “that no less than 50 percent of its bilateral international development assistance is directed to sub-Saharan African countries by 2021-22.” It also proposes to “increase its support for least-developed countries.” While it is not clear whether these commitments apply to only bilateral assistance delivered through GAC or to bilateral assistance by all Government Departments, on each measurement, there has been little progress, using 2017/18 as the benchmark year.

For Sub-Saharan Africa, the Government's performance increased marginally for Total Real Bilateral Aid, from 43% in 2017/18 to 45% in 2020/21. (Chart 30) This performance would be even less if in-donor refugee costs were included in all Bilateral Aid, 36% in 2017/18 to 38% in 2021/22.

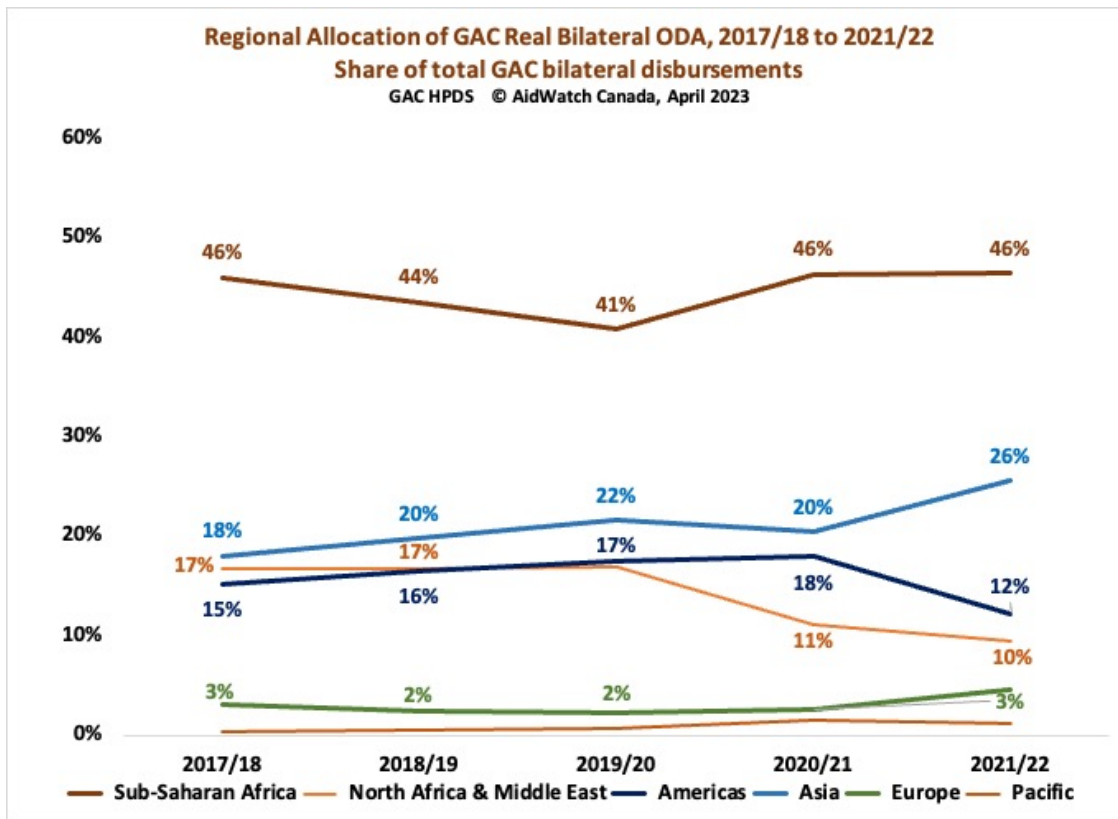
Chart 30: Regional Allocation of All Real Bilateral ODA



When considering only GAC Real Bilateral Aid, there is a slight improvement but no change between 2017/18 and 2021/22, with 46% in each year. (Chart 31) The dip in the years 2018/19 and 2019/20 suggests that there was no strategy implemented to support this commitment. (See also Annex Seven for regional details.)

In 2021, Canada ranked 11th among 30 DAC donors in the share of gross bilateral disbursements for Sub-Saharan Africa in total gross bilateral disbursements.

Chart 31: Regional Allocation of GAC Real Bilateral ODA



Least Developed Countries

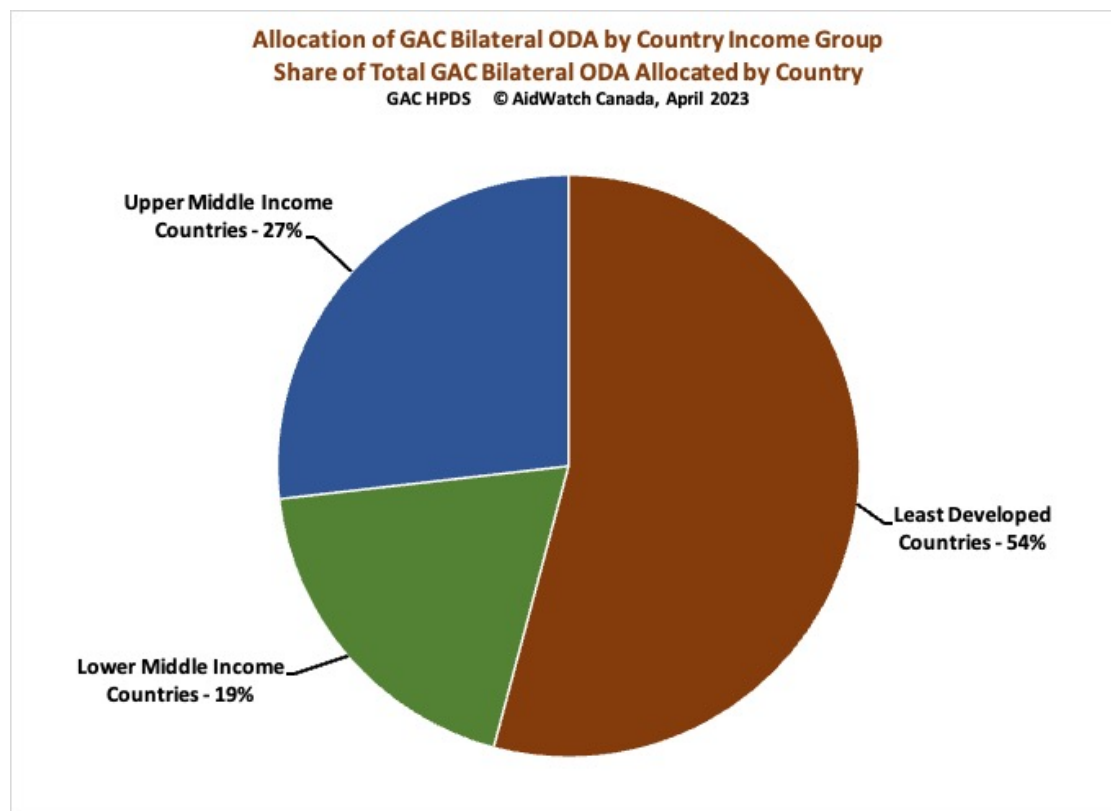
With respect to support for Least Developed Countries (LDCs), GAC bilateral ODA, over which the Government has the most control of its allocation, allocated 54% of its country-specific disbursements for the period 2017/18 to 2021/22. (Chart 32) There were no significant differences in individual years in the five-year period. When humanitarian assistance is removed from GAC bilateral aid, the share for LDCs increases to 59%. A large share of GAC's disbursements for long-term development purposes are targeting LDCs.

Lower Middle-Income countries received 19% of these disbursements and Upper Middle-Income Countries received 27%.

The internationally acknowledged goal for aid to LDCs is measured as a share of the donor's Gross National Income: 0.15% to 0.20% target. In 2021/22, Canada provided a total of \$2.6 billion in aid to LDCs or 0.09% of its GNI. It is a performance that is both far short of the minimum 0.15% target and also affected by Canada's overall poor performance of its ODA relative to its GNI wealth.

In 2021, Canada ranked 11th among 30 DAC donors in the share of its Gross Bilateral Disbursements directed to LDCs.

Chart 32: Allocations of GAC Bilateral ODA by Country Income Group, 2017/18 to 2021/22



9.1 Country Concentration of Canadian ODA

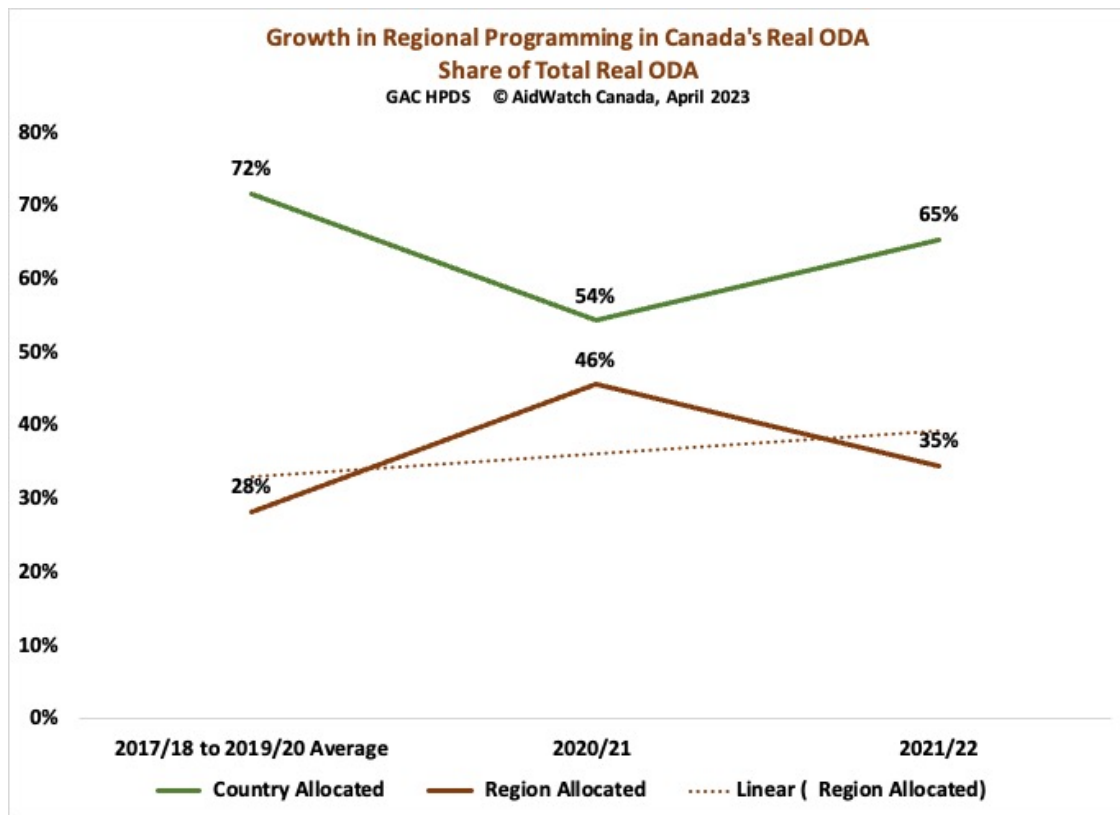
Regional programming has increased in Canada's Real ODA, from 28% in the period, 2017/18 to 2019/20, to 35% in 2021/22. There has been less concentration in country specific programming. (Chart 33)

Canadian ODA (both bilateral and multilateral) is concentrated in the top 20 country recipients, receiving approximately 60% of country allocable ODA. When humanitarian assistance is discounted, the top 20 country recipients received a declining share of this ODA, from 64% in the 2017/18 to 2019/20 period, to 58% in 2021/22. (See the list of the top 20 countries in Annex Eight.)

LDCs are strongly represented among the top 20 country recipients, moving from 64% of the total for these 20 countries in the 2017/18 to 2019/20 period, to 76% in 2021/22.

As might be expected, humanitarian assistance is highly concentrated with the top 20 recipients representing more than 80% of total humanitarian assistance over the five years. (See Annex Eight)

Chart 33: Growth of Regional Programming in Canadian ODA



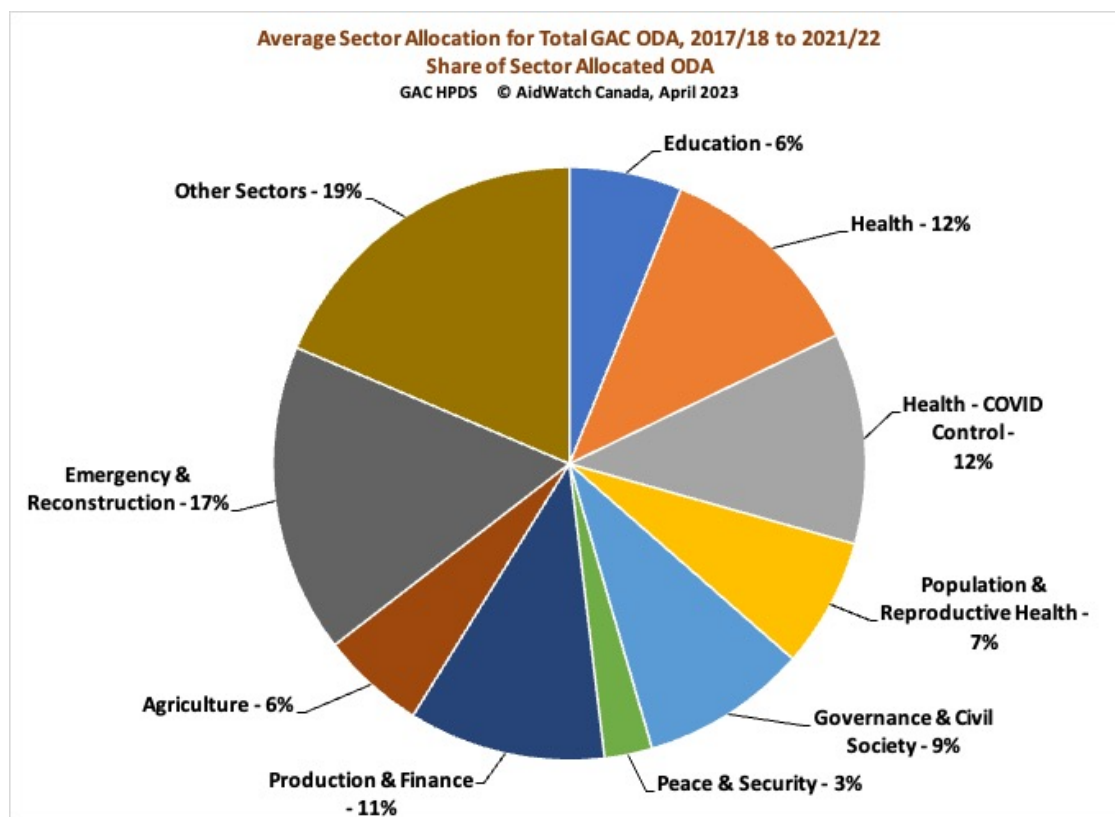
Source: GAC HPDS

10. Sector Allocation of Canadian Aid: Focusing on Conditions of Poverty?

10.1 GAC ODA Sector Allocations

Chart 34 sets out the main sectors for GAC ODA, averaged over the period 2017/18 to 2021/22. Health related investments (Health, COVID-19 Control, and Population and Reproductive Health) together are a key priority for GAC, representing 31% of GAC ODA disbursements during this period. Humanitarian emergencies and reconstruction support took up 17% of disbursements. Education and Agriculture, key sectors for poverty reduction, at 6% of disbursements are a weaker priority, while support for sectors supporting finance, production and infrastructure took up 11% of disbursements.

Chart 34: Average Sector Allocations, GAC ODA, 2017/18 to 2021/22



While these sector allocation shares in GAC ODA have been relatively stable over these five years, Table One and Table Two in Annex Nine, show some small shifts in priority:

- Disbursements for **health sectors** grew from 25% of total GAC ODA in the 2017/18 to 2019/20 period to 30% in 2021/22 (from 32% to 36%, when only development focused ODA is considered).
- However, when COVID-Control support is considered separately from these disbursements, in 2020/21 and 2021/22, the **health sectors** declined from 25% of GAC ODA in 2019/20 to 19% and 21%, respectively.
- The dollar value of GAC support for **Health** sectors increased significantly by 79%, comparing the 2017/18 to 2019/20 period and the 2002/21 to 2021/22 period. When COVID-19 Control support is discounted, this increase is nevertheless still 13%.
- The share for **Agriculture** increased slightly in GAC ODA from 6.0% in the 2017/18 to 2019/20 period to 6.7% in 2020/21, mainly due to large loans to the International Fund for Agricultural Development (IFAD) that year as part of Canada's climate finance commitments. However, the dollar value of GAC's support for agriculture at \$340 million was 38% higher in 2021/22 than in the earlier period.
- The share of **Education** has been in decline from 8.9% in the 2017/18 to 2019/20 period to 6.1% in 2021/22. The dollar value of GAC's support for education was 10% lower in 2021/22 than the earlier period.
- While its share remains relatively constant, the dollar value of GAC support for the **productive sectors** increased by 33% from the 2017/18 to 2019/20 period to 2021/22. Support for climate mitigation energy infrastructure played a large role in these increases. (See Annex Nine for the DAC codes used to define these sectors.)

10.2 CSO Sector Allocations

CSO disbursements in the health sectors over the five years was 27% of their disbursements, compared to 31% for all GAC ODA, mainly due to reduced share for COVID-19 Control for CSOs (5% compared to 12%). (Chart 35) For CSOs, emergencies and reconstruction sectors represent almost a quarter of their disbursements, 24%, compared to 17% for GAC as a whole. Not surprisingly, disbursements for government and civil society sectors were 17% for CSOs compared to 9% for GAC ODA. CSO disbursements for finance, production and infrastructure were 7% compared to 11% for GAC ODA.

Disbursements for **Education** increased by 30% between the 2017/18 to 2019/20 period and 2021/22, whereas disbursements for **Health** separate from COVID-19 Control decreased by 12% for CSOs by 2021/22. Disbursements for **Agriculture** by CSOs also decreased by 22% over these five years. In 2021, support for **Government and Civil Society** sectors by CSOs was 48% higher than the 2017/18 to 2019/20 period. (Annex Nine, Table Three)

Chart 35: Average Sector Allocations for CSO ODA

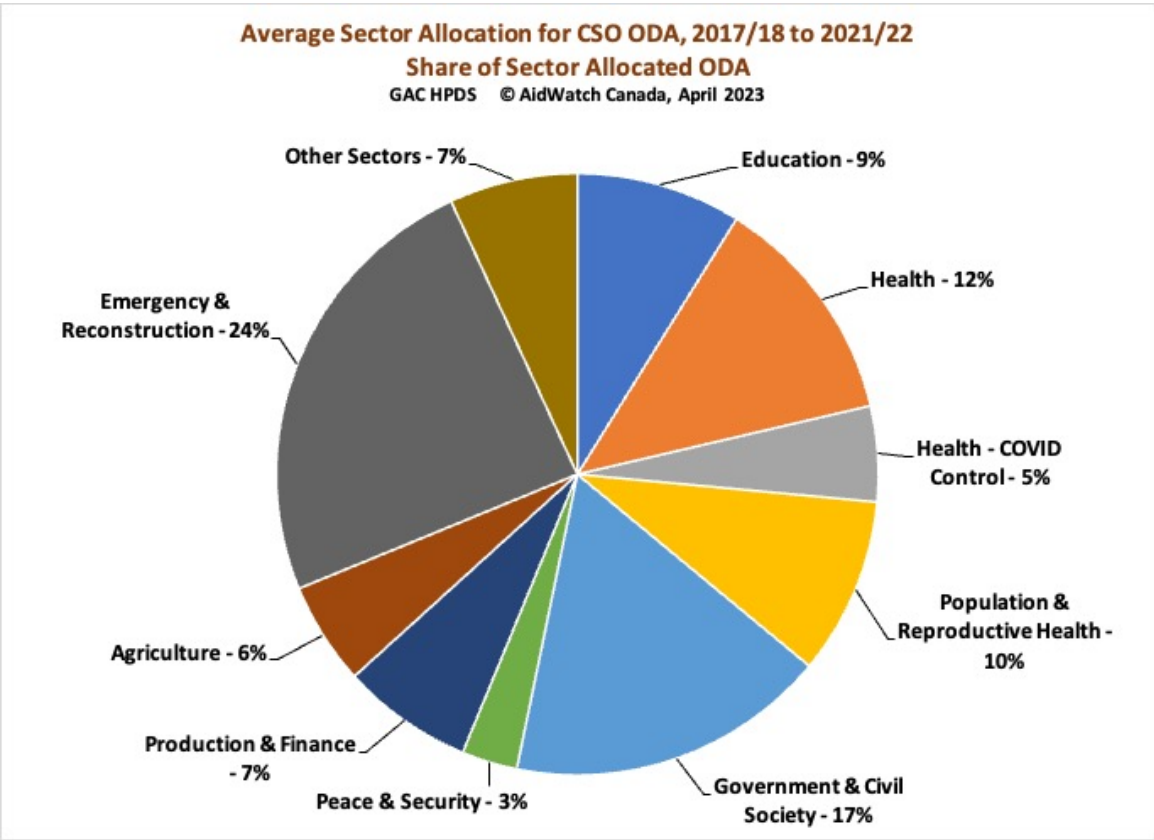


Chart 36: CSOs Share in GAC Bilateral Sector Allocations

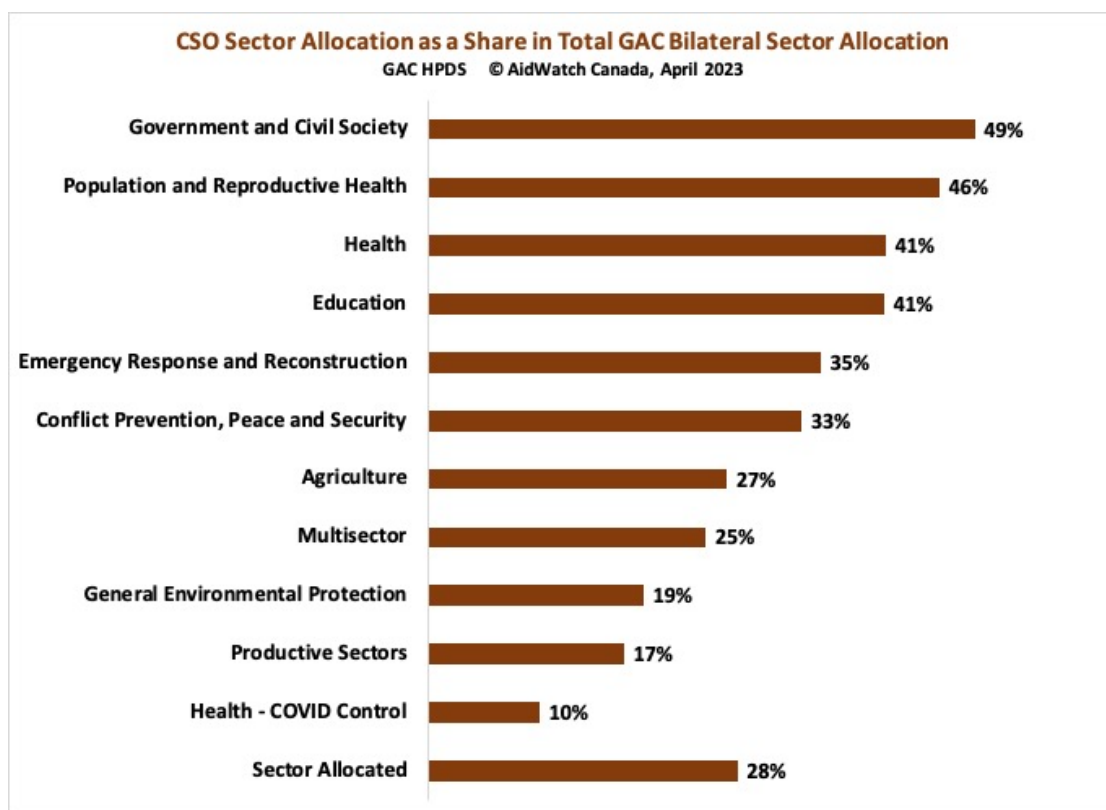


Chart 36 demonstrates the relative share of CSO disbursement in each sector's total disbursements. Not surprisingly CSOs disbursed almost half (49%) of disbursements for **Government and Civil Society** sectors. They were also significant actors in the **Population and Reproductive Health** (46%), **Health** (41%), and **Education** (41%) sectors. For **Agriculture** (27%), **General Environmental Protection** (19%) and the **finance and production, and infrastructure sectors**, CSOs played a much lesser role in overall disbursements for these sectors. For **COVID-19 Control**, CSOs were responsible for only 10% of disbursements.

10.3 How focused are GAC sector disbursements on poverty reduction?

There is no precise measurement of disbursements oriented to the reduction of poverty and inequalities in GAC sector disbursements. AidWatch Canada is using a proxy set of sectors to provide an indication of these orientations, particularly in relation to other donors.³⁴ But they only indicate a trend and should not be treated as an absolute measurement. Other sectors may have poverty oriented direct impacts.

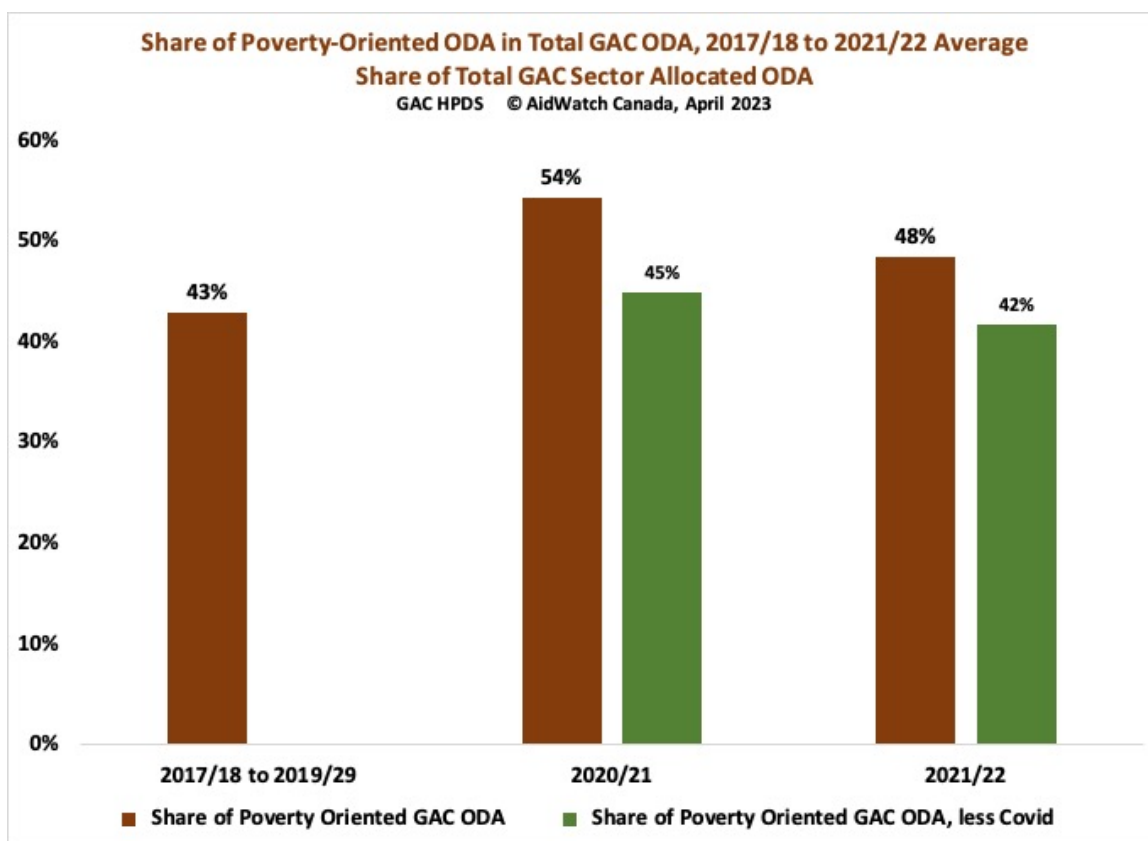
³⁴ These DAC sectors include Basic Education (11200), Half Education General (11100), Basic Health (12200), Half Health General (12100), Population and Reproductive Health (13020), Basic Water and Sanitation (14030, 14031, 14032), Democratic Participation and Civil Society (15150), Human Rights (15160), Women's Rights Organizations (15170), Ending Violence Against Women (15180), Civilian Peace-Building (15220), Agriculture (31100), Informal Finance (24040), Small and Medium Enterprises (32130), and Cottage Industries (32140).

Chart 37 demonstrates that poverty orientation as measured by this proxy set of sectors is relatively high for GAC ODA sector disbursements (this measure is against only sector allocated ODA).

In comparison with all DAC donors, in 2021 Canada ranked 4th, just below Spain, the United States and Ireland, and substantially above the average DAC share for these proxy sectors.

CSO disbursements for these priority sectors in 2021 were at 48% (excluding COVID-19 Control), similar to the 2017/18 to 2019/20 period, but higher than GAC as a whole at 42% for that year.

Chart 37: Proxy Measure of Poverty Orientation in GAC's Sector Allocated ODA



10.4 How does Canada rank in key sectors, compared to DAC donors?

Canada's total development-oriented ODA (gross disbursements net in-donor refugee costs and humanitarian assistance) ranks 6th in terms of volume among 30 donors for 2020 and 2021 combined. Measuring its performance for key sectors, Canada does very well in the health sectors, and average in other sectors:

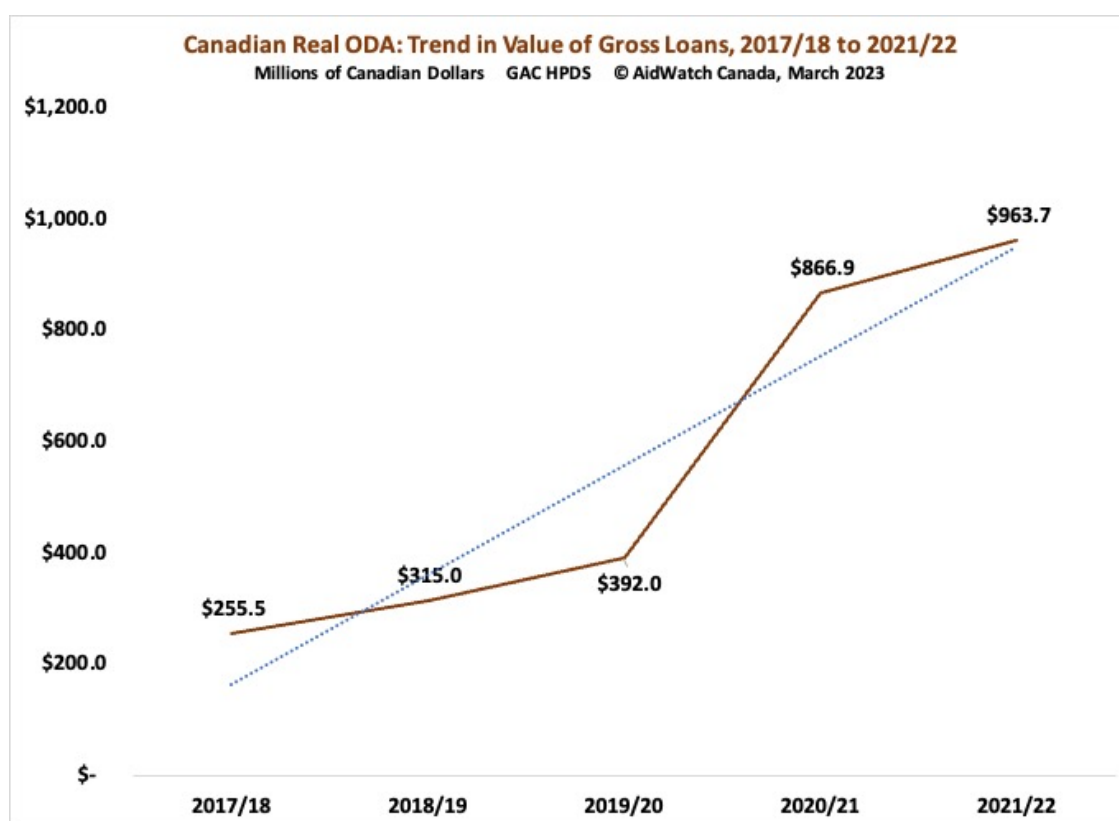
- For **Health** and **Population & Reproductive Health** sectors, Canada ranked 5th and 4th respectively in terms of total volume of ODA for those sectors in 2020 and 2021 combined.
- As a share of total development-oriented gross disbursements (i.e., not including in-donor refugee costs and humanitarian assistance), for these **health sectors combined**, Canada ranked 2nd, a ranking it held also for 2018 and 2019.
- As a share of total development-oriented ODA, Canada's support for **COVID-19 Control** for the years 2020 and 2021 combined, ranked 3rd, behind Switzerland and Ireland.

- Canada ranked 6th in the share of **Humanitarian Assistance** in total ODA net in-donor refugee costs.
- For **Agriculture**, Canada ranks 6th among the 22 donors, an improvement from 10th spot for 2018 and 2019 combined.
- For **Education**, Canada ranked poorly at 13th, a position it held for both 2018/2019 and 2020/2021 years.

11. Loans and Grants in Canada's ODA

Up until 2014, all of Canada's ODA had been delivered as grants. Since 2015/16 loans in Canadian ODA grew from \$255.5 million in that year to \$963.7 million in 2021/22, a growth of almost 300%. (Chart 38)

Chart 38: Expanding Use of Loans in Canada's ODA



Between 2017/18 and 2021/22, \$2.8 billion in loans were provided in Canada's ODA in that period, representing 9% of total Real ODA in these five years. For 2021/22, loans were close to 14% of Real ODA.

Two thirds (67%) of loans in this period were dedicated to climate mitigation or adaptation, mainly through Multilateral Development Banks (MDBs), IFAD and the Green Climate Fund (GCF). There were \$206 million in reflows back to Canada as a result of previous loans, but only \$7 million of these reflows related to climate finance allocations.

More than half (56%) the loans were through the World Bank dedicated Trust Funds and the International Finance Corporation. Regional MDBs received 17% of loans, IFAD 12%, and the GCF, 8%. (Annex Ten, Table One)

Just under a third of loans (32%) were directed to Sub-Saharan Africa where the majority are Least Developed Countries, several of whom are in increasing debt distress. The Americas received 22% of loans and Asia, 27%, with 17% not allocated by region. (Annex Ten, Table Two)

In 2022/23, Canada provided \$4.9 billion in loans in support of economic stability and reconstruction in Ukraine through a facility established at the IMF for this purpose. These loans have been included in Canada's ODA for that year at a grant equivalency of 36% or \$1.8 billion towards ODA.

Grant equivalency is a DAC method for accounting for loans that removes the requirement to discount future loan repayments from future ODA. Grant equivalency is the standard methodology for accounting for loans in ODA after 2018. Other Canadian loans are termed "repayable grants," where the country recipient is not able to be determined (loans through multilateral institutions). The country recipient is required to determine grant equivalency. These loans are treated on a cash basis, with repayments ultimately subtracted from Canadian aid in the year that they are received.

12 Canadian Aid Tying

Canada adheres to the DAC Recommendation on Aid Untying ODA.³⁵ The DAC prepares an annual report on donor progress in implementing this Recommendation. This Recommendation covers 100% of aid to Least Developed Countries, Highly Indebted Countries and other Low-Income Countries.

In the DAC's latest report on the Recommendation, Canada reported that 100% of its US\$290 million aid to these countries covered by the Recommendation in 2020 was untied to Canadian goods and services. Canada reported that 95.4% of its total ODA was untied in 2020. However, there continues to be a degree of informal untying – of US\$48 million in contracts reported to the DAC, US\$40 million (83%) were awarded to entities in Canada, and US\$8 million to those in developing countries (for the period 2019 and 2020).³⁶

³⁵ <https://legalinstruments.oecd.org/public/doc/140/140.en.pdf>.

³⁶ OECD DAC, "2022 Report on the Implications of the DAC Recommendation on Untying ODA," Table A9, September 2022, accessed at [https://one.oecd.org/document/DCD/DAC\(2022\)34/FINAL/en/pdf](https://one.oecd.org/document/DCD/DAC(2022)34/FINAL/en/pdf).

Annex One

The International Assistance Envelope (IAE), ODA and Real ODA, 2015/16 to 2023/24

Table One: International Assistance Envelope, 2015/16 to 2021/22

	2015/ 16	2016/ 17	2017/ 18	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24
Millions of Current Cdn \$									
1. BUDGETARY IAE	\$4,622	\$4,900	\$5,100	\$5,556	\$5,747	\$5,756	\$5,856	\$8,150	\$6,888
Increase / Decrease		6.0%	4.1%	8.9%	3.4%	0.2%	1.7%	39.2%	-15.5%
2. ACTUAL IAE	\$4,638	\$4,777	\$5,095	\$5,603	\$5,519	\$7,661	\$7,200		
Difference with Budgetary IAE	\$16	\$(123)	\$(5)	\$47	\$(229)	\$1,905	\$1,805		
Annual Increase / Decrease		3.0%	6.7%	10.0%	-1.5%	38.8%	-6.0%		
COVID-19 ' Disbursements						\$933	\$585		
3. IAE less COVID-19	\$4,638	\$4,777	\$5,095	\$5,603	\$5,519	\$6,728	\$6,662		
Annual Increase / Decrease		3.0%	6.7%	10.0%	-1.5%	21.9%	-1.6%		

Sources: Actual IAE: GAC Historical Projects Data Sets and Statistical Reports, various years

Budgeted IAE: Budgeted IAE for 2016/17 and 2017/18 are based on the chart in Budget 2016 on page 197. 2018/19 to 2022/23 based on Budget 2018's (page 161) commitment to increase the baseline IAE by \$100 million each year. Budget 2019 extended this increase to 2023/24. It also stated that the IAE for 2019/20 was \$5,747 million (page 189). It is assumed that the Government's commitment to increase International Assistance each year to 2030 is a commitment to increase this 2018/19 budgetary IAE base. Budget 2023 (page 170) adjusted the IAE base for 2023/24 to \$6,888 and indicated that several "renewing elements" could be added to this amount during the year.

Table Two: Canadian Official Development Assistance

Millions of Current Canadian Dollars	2015/ 16	2016/ 17	2017/ 18	2018/ 19	2019/ 20	2020/ 21	2021/ 22
1. ODA IN IAE	\$4,489	\$ 4,508	\$ 4,827	\$ 5,427	\$ 5,373	\$7,525	\$7,013
Share of IAE	97%	94%	95%	97%	97%	98%	97%
2. NON-ODA ACTIVITIES IN IAE	\$149	\$269	\$268	\$176	\$146	\$136	\$195
3. NON-IAE ODA ACTIVITIES	\$771	\$805	\$976	\$765	\$1,083	\$752	\$1,172
4. REPAYMENT ON LOANS	\$30	\$43	\$42	\$41	\$466	\$71	\$171
5. TOTAL NET ODA (1 + 3 - 4)	\$5,230	\$5,269	\$5,761	\$6,151	\$5,990	\$8,206	\$8,014
Increase / Decrease		0.7%	9.3%	6.8%	-2.6%	37.0%	-2.4%
In-Donor and Refugee costs	\$517	\$606	\$656	\$678	\$882	\$581	\$907
Increase / Decrease		17.2%	8.2%	3.4%	30.0%	-34.1%	56.1%
In-Donor Student Costs	\$152	\$73	\$125	\$47	\$36	--	--
COVID-19 DAC Health Purpose Code 12264						\$933	\$715
6. REAL ODA (Less in-donor refugee and student cost)	\$4,561	\$4,591	\$4,980	\$5,426	\$5,072	\$7,625	\$7,107
Increase / Decrease		0.6%	8.5%	8.9%	-6.5%	50.3%	-6.8%
7. REAL ODA (Less in-donor refugee cost and Covid-19)	\$4,561	\$4,591	\$4,980	\$5,426	\$5,072	\$6,692	\$6,392
Increase / Decrease		0.6%	8.5%	8.9%	-6.5%	31.9%	-4.5%

Sources: GAC Historical Projects Data Sets, various years and annual Statistical Reports

Note:

1. Covid-19 disbursements are those recorded for DAC sector purpose code 12264. In 2021/22, \$130 million in COVID-19 Control expenditures were outside the IAE related to the in-kind donation of vaccines, which were originally purchased for use in Canada.

2. Real ODA is a measure of ODA that excludes in-donor refugee and student costs in order to provide an ODA metric for ODA focused on development and humanitarian purposes in partner countries and the multilateral system. For 2020/21 and 2021/22 Real ODA includes COVID-19 disbursements. The latter are identified to allow comparisons with years prior to 2020/21. The Government reported no imputed student costs after 2019/20.

Table Three: Canada's ODA Performance: ODA as a Percentage of Canada's Gross National Income (UN Target of 0.7%)

	2015/ 16	2016/ 17	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24
Canada's ODA Performance	0.27%	0.27%	0.28%	0.26%	0.37%	0.32%	0.39%	0.28%
Canada's Real ODA Performance	0.23%	0.23%	0.25%	0.22%	0.35%	0.28%	0.35%	0.24%
Canada's Real ODA Performance, less Covid-19 Control				0.22%	0.31%	0.26%		

Source: Annual Statistical Reports and Federal Budgets for calculation of Gross National Income

Note:

1. Real ODA is ODA less in-donor refugee and student costs. (see Table Two)
2. 2017/18 is removed to accommodate formatting. 2017/18 is identical to 2016/17.
3. 2022/23 and 2023/24 are author's estimates based on available information.

Bilateral ODA

Table Four: All Bilateral ODA (All Departments and Provinces)

Millions of Current Canadian Dollars

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Total Gross Bilateral ODA	\$3,402	\$3,141	\$4,288	\$4,265	\$4,879	\$6,670	\$5,559
Reflows	\$30	\$43	\$42	\$41	\$466	\$71	\$171
Net Bilateral ODA	\$3,372	\$3,098	\$4,246	\$4,224	\$4,413	\$6,598	\$5,388
In-Donor Refugee & Student Costs	\$669	\$679	\$781	\$678	\$882	\$581	\$907
Real Bilateral ODA	\$2,703	\$2,419	\$3,466	\$3,545	\$3,531	\$6,017	\$4,481

Source: GAC HPDS (Bil/Multi)

Table Five: Global Affairs Canada Bilateral ODA

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Total GAC Gross Bilateral ODA	\$3,402	\$2,108	\$3,151	\$3,331	\$3,658	\$5,738	\$4,249
Reflows	\$30	\$21	\$22	\$28	\$53	\$53	\$79
Net GAC Bilateral ODA	\$3,372	\$2,087	\$3,129	\$3,303	\$3,605	\$5,685	\$4,170

Source: GAC HPDS (Bil/Multi)

Annex Two

FIAP Action Area Disbursements

Millions of Cdn Dollars, Share of Five-Year Total

	2017/18	2018/19	2019/20	2020/21	2021/22	Five-Year Total	Share
Gender equality and the empowerment of women and girls	\$32	\$89	\$239	\$376	\$182	\$917	3%
Growth that works for everyone	\$768	\$993	\$820	\$875	\$993	\$4,449	14%
Environment and Climate Action	\$636	\$632	\$712	\$1,081	\$1,023	\$4,084	13%
Human Dignity	\$2,478	\$2,671	\$2,525	\$4,035	\$3,498	\$15,206	49%
Education		\$433	\$449	\$452	\$392	\$1,726	6%
Health & SRHR		\$1,172	\$1,057	\$2,207	\$1,824	\$6,259	20%
Humanitarian Assistance		\$910	\$872	\$1,166	\$1,063	\$4,011	13%
Social Services/ Food Security		\$157	\$147	\$210	\$219	\$733	2%
Inclusive Governance	\$355	\$442	\$387	\$443	\$473	\$2,098	7%
Peace & Security	\$151	\$161	\$183	\$168	\$189	\$851	3%
Other	\$631	\$553	\$731	\$737	\$939	\$3,592	12%
Total	\$5,049	\$5,541	\$5,597	\$7,713	\$7,296	\$31,196	100%

Source: GAC HPDS

1. Other is Administration, Multisector, Promotion of Development Awareness, & Sector not Specified
2. Gender equality is gender sector codes only (Data and evidence for gender equality; Ending violence against women and girls; Public sector capacity for gender equality; Women's equality organisations and institutions; Women's rights organizations and movements)

Annex Three

World Bank's International Development Association (IDA) Three-Year Replenishments Canada's Contribution, Department of Finance

	Amount (Millions of US Dollars)	Share of Replenishment	Ranking
IDA 20 2022 to 2025	US\$1,185 million (\$395M per year)	3.45%	7 th
IDA 19 2021 to 2024	US\$1,112 million (\$370M per year)	3.45%	7 th
IDA 18 2018 to 2021	US\$1,039 million (\$346M per year)	3.30%	6 th
IDA 17 2015 to 2018	US\$1,120 million (\$373M per year)	3.89%	6 th
IDA 16 2012 to 2015	US\$1,233 million (\$411M per year)	3.89%	6 th
IDA 15 2009 to 2012	US\$1,082 million (\$361M per year)	3.98%	6 th

Notes:

1. Ranked ahead of Canada IDA 20: China, France, Germany, Japan, the United Kingdom, the United States.
2. "To mitigate the pressures faced by IDA countries, IDA Deputies and Borrower Representatives ("Participants") agreed in February 2021 to significantly increase financial support to IDA countries in FY22 and FY23 by frontloading resources from the nineteenth replenishment of IDA (IDA19) from FY23 to FY22 and truncating the IDA19 implementation period from three to two years. The decision meant that the IDA20 replenishment was advanced by one year to cover the period from July 1, 2022 to June 30, 2025. This shortening of the IDA19 cycle by one year further allowed a carry-over of \$11 billion to IDA20."³⁷

³⁷ "Additions to IDA Resources, the Twentieth Replenishment", February 2022, accessed at <https://documents1.worldbank.org/curated/en/163861645554924417/pdf/IDA20-Building-Back-Better-from-the-Crisis-Toward-a-Green-Resilient-and-Inclusive-Future.pdf>.

Annex Four

Canada: Multilateral Earmarking

Source: OECD DAC, Multilateral Development Finance, 2022, accessed at <https://doi.org/10.1787/9fea4cf2-en>

Evolution of core and earmarked multilateral contributions

USD million, 2020 constant prices

Type	2011	2013	2015	2016	2017	2018	2019	2020
Core	\$1,130	\$1,200	\$1,340	\$1,341	\$1,189	\$1,135	\$1,490	\$1,157
Programmatic earmarking	\$1,060	\$1,000	\$1,020	\$815	\$658	\$630	\$670	\$962
Project-type earmarking	\$243	\$91	\$40	\$57	\$346	\$639	\$424	\$462
Core (% total ODA)	25%	29%	30%	32%	27%	24%	32%	23%
Programmatic earmarking (% total ODA)	23%	24%	23%	19%	15%	14%	14%	19%
Project-type earmarking (% total ODA)	5%	2%	1%	1%	8%	14%	9%	9%

Multilateral contributions by organisation types, 2018

USD million, 2020 Constant Dollars

Channel type	Core	Programmatic earmarking	Project-type earmarking	Total	Earmarked
Regional development banks	\$171	\$94	\$7	\$272	37%
Other multilateral	\$333	\$152	\$9	\$494	33%
UN funds and programmes	\$73	\$321	\$169	\$563	87%
World Bank Group	\$365	\$66	\$190	\$621	41%
Other UN	\$215	\$329	\$88	\$632	66%

Multilateral contributions by organisation types, 2018

USD million, 2020 Constant Dollars

Multilateral contributions to UN programmes, funds and agencies, 2018
USD million, 2020 Constant Dollars

USD million, 2020 Constant Dollars

Organisation	Core	Programmatic earmarking	Project-type earmarking	Total	Earmarked
UNODC		\$0.75	\$0.01	\$0.76	100%
UNOCHA	\$1.49	\$19.57	\$11.93	\$32.99	95%
UNICEF	\$12.08	\$103.51	\$31.68	\$147.27	92%
WFP	\$18.64	\$166.38	\$20.88	\$205.90	91%
UNFPA	\$11.63	\$19.76	\$66.88	\$98.27	88%
UNHCR	\$9.39	\$58.08	\$0.21	\$67.69	86%
IFAD	\$18.64	\$108.11		\$126.75	85%
UN WOMEN	\$4.85	\$6.98	\$11.00	\$22.83	79%
UNDP	\$29.82	\$30.60	\$49.01	\$109.44	73%
WHO	\$10.22	\$4.55	\$13.25	\$28.02	64%
OHCHR	\$3.28	\$0.52	\$5.15	\$8.95	63%
Other UN	\$57.29	\$57.31	\$25.22	\$139.82	59%
UNEP	\$1.15	\$0.78	\$0.31	\$2.24	49%
FAO	\$10.82	\$2.61	\$7.21	\$20.64	48%
UNESCO	\$10.66	\$2.91	\$5.28	\$18.85	43%
ILO	\$6.94	\$2.80	\$0.95	\$10.69	35%
UNDPO	\$24.00	\$1.34	\$6.18	\$31.52	24%
UNRWA	\$18.64	\$4.85		\$23.49	21%
UN	\$35.02		\$0.76	\$35.79	2%
UNAIDS	\$3.73			\$3.73	0%

OECD DAC Definitions of Core and Multi/Bi Contributions

Core contributions/multilateral ODA: Core contributions to multilateral organizations are resources transferred to multilateral organizations and that the governing boards of these organizations have the unqualified right to allocate as they see fit within the limits prescribed by the organization's mandate.

Earmarked/non-core/multi-bi contributions: Earmarked contributions are resources channeled through multilateral organizations over which the donor retains some degree of control on decisions regarding disposal of the funds. Such flows may be earmarked for a specific country, project, region, sector or theme, and they technically qualify as bilateral ODA.

Project-type earmarking: Project-type earmarked contributions are resources strictly earmarked for a specific use, at the project level, leaving no, or limited flexibility to the recipient organization on their allocation. These resources include contributions to project-type interventions (aid type C01 in the DAC CRS list of codes), as well as contributions in terms of donor country personnel (aid type D01) and other technical assistance (aid type D02).

Programmatic earmarking: Programmatically earmarked contributions are resources that are earmarked with a greater degree of flexibility. These resources include contributions to specific-purpose programs and funds managed by implementing partners (aid type B03 in the DAC CRS list of codes), as well as contributions to basket funds/pooled funding (aid type B04).

Annex Five

Canada's COVID-19 Control Support, Main Recipient Organizations DAC Data on COVID-19 Related Support

1. Canadian Data on ODA for COVID-19 Control Support (2020/21 and 2021/22 cumulative)

A. Multilateral Organizations (\$1,200.4 million) – GAC HPDS

Share of Multilateral Total (millions of Cdn \$)

Gavi, The Vaccine Alliance	\$ 590.3	49%
UNICEF - United Nations Children's Fund	\$ 274.9	23%
WHO - World Health Organization	\$ 134.6	11%
Public Health Agency of Canada	\$ 125.9	10%
Global Fund to Fight AIDS, Tuberculosis & Malaria	\$ 125.0	10%
Coalition for Epidemic Preparedness	\$ 65.2	5%
Classified	\$ 25.0	2%
IBRD Trust Funds - World Bank	\$ 23.5	2%
Foundation for Innovative New Diagnosis	\$ 17.5	2%
Clinton Health Access Initiative	\$ 9.6	1%

B. Canadian Civil Society Organizations (\$33.3 million) – GAC HPDS

Share of Canadian Civil Society Total (millions of Cdn \$)

Primate's World Relief and Development Fund	\$ 4.8	14%
World Vision Canada	\$ 4.4	13%
Plan International Canada	\$ 4.4	13%
Amref Health Africa in Canada	\$ 4.1	12%
ADRA - Adventist Development and Relief Agency Canada	\$ 3.4	10%
Canadian Red Cross	\$ 1.8	5%
CARE Canada	\$ 1.6	5%
Farm Radio International	\$ 1.3	4%
L'Oeuvre Leger	\$ 1.1	3%
Tula Foundation	\$ 1.0	3%

C. Foreign Civil Society Organizations (\$102.8 million) – GAC HPDS

Share of Foreign Civil Society Total (millions of Cdn \$)

Coalition for Epidemic Preparedness	\$ 65.2	63%
Foundation for Innovative New Diagnosis	\$ 17.5	17%
Clinton Health Access Initiative	\$ 9.5	9%
BRAC	\$ 6.0	6%
International Centre for Diarrhoeal Disease Research, Bangladesh	\$ 2.7	3%
Association h2n (Mozambique)	\$ 1.0	1%
BBC Media Action	\$ 0.7	1%

D. Regional Allocations – GAC HPDS

(millions of Cdn \$)

Sub-Saharan Africa	\$ 736.7	49%
North Africa and Middle East	\$ 48.4	3%
Americas	\$ 230.8	15%
Asia	\$ 399.9	26%
Europe	\$ 61.0	4%
South Pacific	\$ 41.4	3%

2. DAC Data for COVID-19 Related ODA Support

Millions of US Dollars	2020	2021	2022	Three-Year Total
COVID-Related Support	\$1,497.0	\$1,025.0	\$743.0	\$3,265.0
Of which COVID Control	\$ 114.5	\$ 807.9	\$ 696.0	\$1,618.4

Share of DAC COVID Support	8%	2%	7%	8%
Ranking for COVID Support	4 th	11 th	4 th	
Share of DAC COVID Control	3%	12%	10%	8%
Ranking for COVID Control	7 th	2 ^{cd}	4 th	

Share of Net Canadian Real ODA				
COVID-Related Support	35%	20%	11%	19%
COVID Control	3%	16%	10%	9%

Notes and Sources:

- 1) ODA Levels in 2021 – Preliminary Data, Table 3b, April 2022, for COVID-Related Support, <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/ODA-2021-summary.pdf>. COVID support includes projects that have been adapted to provide support for the impacts of the pandemic. COVID Support includes disbursements for the DAC purpose code for COVID-19 Control.
- 2) DAC CRS for DAC Purpose Code 12264, COVID-19 Control, March 2023 for years 2020 and 2021. The DAC CRS does not provide data for the United States for 2020 and 2021. In the Preliminary Data for 2021 ODA above, the US reported \$5.1 billion for COVID Control in 2020 and \$0.4 billion in 2021. The DAC CRS does not report final figures for “COVID Support”.
- 3) The DAC CRS for 2021 reports \$807.9 million for the DAC purpose code for COVID Control. The April 2022 Preliminary data reported only \$114 million for COVID Control and \$331 million for COVID-Related Support. This amount of \$331 million has been adjusted to accommodate the COVID Control Data by adding the difference between \$331M and \$114M (\$217M) to \$808M to arrive at the amount of \$1,025M for COVID Support for that year.
- 4) Data for 2022 is derived from ODA Levels in 2022 – Preliminary Data, Table 5, April 2023. Canada’s Real ODA is estimated at US\$6,888 million, derived from Table 1 and Table 3.

Annex Six

Top CSO Recipients of Canadian ODA to and through CSOs

A. Top 20 Canadian CSO Recipients

Millions of Cdn Dollars, Disbursements

2021/22	
Micronutrient Initiative	\$58.8
Grand Challenges Canada	\$47.5
Save the Children Canada	\$40.9
Plan International Canada	\$38.4
CARE Canada	\$37.8
Canadian Foodgrains Bank	\$35.0
Canadian Red Cross	\$33.4
World Vision Canada	\$29.3
WUSC - World University Service of Canada	\$29.2
Action Against Hunger	\$26.7
Classified	\$24.3
MEDA - Mennonite Economic Development Associates	\$21.6
Oxfam-Quebec	\$19.5
CECI - Centre for International Studies and Cooperation	\$17.5
Oxfam Canada	\$16.6
SOCODEVI - Canadian Cooperation Society for International Development	\$15.9
Doctors Without Borders	\$15.0
Colleges and Institutes Canada (previously named ACCC)	\$14.8
Cuso International	\$14.1
Right to Play	\$12.4

Source: GAC HPDS

Top 20 Canadian CSO Recipients (continued)

Millions of Cdn Dollars, Disbursements

2020/21	
Equality Fund	\$195.9
Micronutrient Initiative	\$92.5
Plan International Canada	\$43.0
Canadian Red Cross	\$40.0
Canadian Foodgrains Bank	\$37.3
CARE Canada	\$36.1
Grand Challenges Canada	\$33.0
WUSC - World University Service of Canada	\$30.4
Doctors Without Borders	\$30.1
World Vision Canada	\$25.0
Aga Khan Foundation Canada	\$24.2
Action Against Hunger	\$23.3
Save the Children Canada	\$22.9
Oxfam-Quebec	\$22.6
CECI - Centre for International Studies and Cooperation	\$17.5
MEDA - Mennonite Economic Development Associates	\$17.3
Classified	\$16.8
Cuso International	\$14.1
SOCODEVI - Canadian Cooperation Society for International Development	\$13.6
Oxfam Canada	\$13.4

Source: GAC HPDS

A. Top 20 Foreign CSO Recipients

Millions of Cdn Dollars, Disbursements

2021/22	
ICRC - International Committee of the Red Cross	\$123.6
BRAC	\$19.2
Classified	\$16.3
MARIE STOPES INTERNATIONAL LTD.	\$15.3
Foundation for Innovative New Diagnosis	\$15.0
Nesta	\$10.2
icddr,b	\$9.5
Search for Common Ground	\$6.4
Transparency International	\$6.0
Mercy Corps	\$5.3
GI Hub - Global Infrastructure Hub	\$5.0
International Rescue Committee	\$4.5
Clinton Health Access Initiative	\$4.2
Global Innovation Fund	\$4.0
The HALO Trust	\$3.5
Concern Worldwide	\$3.5
Mines Advisory Group	\$3.5
BBC Media Action	\$3.4
International Medical Corps UK	\$3.2
DT Institute	\$3.1

Source: GAC HPDS

Top 20 Foreign CSO Recipients (Continued)

Millions of Cdn Dollars, Disbursements

2020/21	
ICRC - International Committee of the Red Cross	\$71.7
Coalition for Epidemic Preparedness	\$65.2
Foundation for Innovative New Diagnosis	\$20.0
International Rescue Committee	\$17.2
MARIE STOPES INTERNATIONAL LTD.	\$16.8
icddr,b	\$14.3
Classified	\$13.3
Clinton Health Access Initiative	\$11.1
BRAC	\$9.6
Rocky Mountain Institute	\$9.5
International Medical Corps UK	\$6.5
Mercy Corps	\$5.1
GI Hub - Global Infrastructure Hub	\$5.0
Global Alliance for Improved Nutrition	\$5.0
HD Centre - Centre for Humanitarian Dialogue	\$4.5
Ipas	\$4.0
IPPF - International Planned Parenthood Federation	\$4.0
TradeMark East Africa	\$4.0
Swisscontact	\$3.6
Search for Common Ground	\$3.5

Source: GAC HPDS

Annex Seven

Geographic Allocations of Bilateral ODA by Region

Table One: Regional Allocation of Total Real Bilateral ODA (All Departments and Provinces)

Millions of Current Canadian Dollars

	2017/18	2018/19	2019/20	2020/21	2021/22
Sub-Saharan Africa	\$1,514.4	\$1,520.2	\$1,557.5	\$2,734.5	\$1,836.6
North Africa and Middle East	\$539.8	\$571.0	\$633.4	\$660.7	\$404.8
Americas	\$527.9	\$590.6	\$673.3	\$1,062.0	\$502.1
Asia	\$597.6	\$684.6	\$813.2	\$1,193.1	\$983.5
Europe	\$100.5	\$84.6	\$82.2	\$148.8	\$194.0
Pacific	\$10.8	\$17.7	\$23.6	\$86.5	\$34.1
Unallocated	\$216.3	\$117.7	\$209.3	\$202.9	\$114.7
Total	\$3,507.4	\$3,586.4	\$3,997.5	\$6,088.5	\$4,069.8

Source: GAC HPDS (Bil/Multi)

Table Two: Regional Share in Total Real Bilateral ODA (All Departments and Provinces)

	2017/18	2018/19	2019/20	2020/21	2021/22
Sub-Saharan Africa	43%	42%	39%	45%	45%
North Africa and Middle East	15%	16%	16%	11%	10%
Americas	15%	16%	17%	17%	12%
Asia	17%	19%	20%	20%	24%
Europe	3%	2%	2%	2%	5%
Pacific	0%	0%	1%	1%	1%
Unallocated	6%	3%	5%	3%	3%
Total	100%	100%	100%	100%	100%

Source: GAC HPDS (Bil/Multi)

Table Three: Regional Allocation of Global Affairs Canada Real Bilateral ODA

Millions of Canadian Dollars

	2017/18	2018/19	2019/20	2020/21	2021/22
Sub-Saharan Africa	\$1,447.8	\$1,449.5	\$1,490.7	\$2,656.2	\$1,970.0
North Africa and Middle East	\$524.3	\$554.3	\$616.9	\$638.1	\$404.3
Americas	\$477.6	\$548.5	\$639.5	\$1,026.4	\$515.3
Asia	\$567.6	\$656.9	\$788.5	\$1,170.2	\$1,084.7
Europe	\$97.1	\$80.9	\$81.7	\$145.3	\$193.8
Pacific	\$10.8	\$17.7	\$23.6	\$86.4	\$50.6
Unallocated	\$25.9	\$23.2	\$16.8	\$15.5	\$30.6
Total	\$3,151.1	\$3,331.0	\$3,657.7	\$5,738.1	\$4,249.3

Source: GAC HPDS (Bil/Multi)

Table Four: Regional Share in GAC Real Bilateral ODA

	2017/18	2018/19	2019/20	2020/21	2021/22
Sub-Saharan Africa	46%	44%	41%	46%	46%
North Africa & Middle East	17%	17%	17%	11%	10%
Americas	15%	16%	17%	18%	12%
Asia	18%	20%	22%	20%	26%
Europe	3%	2%	2%	3%	5%
Pacific	0.3%	1%	1%	2%	1%
Unallocated	1%	1%	0%	0%	1%
Total	100%	100%	100%	100%	100%

Source: GAC HPDS (Bil/Multi)

Annex Eight

Top 20 Country Recipients of Canadian ODA (Bilateral and Multilateral – GAC HPDS)

2021/22

Millions of Cdn Dollars, GAC HPDS

Ethiopia	\$258.5
Afghanistan	\$211.3
Bangladesh	\$200.8
Democratic Republic of Congo	\$167.4
Ukraine	\$153.8
Nigeria	\$142.6
Mozambique	\$139.1
Tanzania	\$137.3
South Sudan	\$131.1
Kenya	\$123.8
Pakistan	\$122.6
Mali	\$119.4
Ghana	\$106.2
Burkina Faso	\$101.9
Uganda	\$97.7
Senegal	\$96.3
Somalia	\$89.8
Haiti	\$86.8
Yemen	\$85.4
Sudan	\$82.3
Total	\$2,654.1
Share of Country Allocated	59%
LDCs in Top Twenty	76%

2020/21

Millions of Cdn Dollars, GAC HPDS

Ethiopia	\$215.6
Afghanistan	\$198.4
Bangladesh	\$191.4
Tanzania	\$133.7
Mali	\$132.5
Mozambique	\$132.5
South Sudan	\$129.2
Lebanon	\$127.4
Nigeria	\$125.5
Democratic Republic of Congo	\$121.0
Iraq	\$109.1
Syria	\$102.9
Jordan	\$100.8
Pakistan	\$100.2
Kenya	\$98.8
Haiti	\$98.0
Senegal	\$95.9
Ghana	\$93.8
Burkina Faso	\$84.2
Somalia	\$78.0
Total	\$2,469.0
Share of Country Allocated	61%
LDCs in Top Twenty	65%

2017/18 to 2019/20 Period Average

Millions of Cdn Dollars, GAC HPDS

Ethiopia	\$192.4
Bangladesh	\$165.4
Afghanistan	\$149.2
Mali	\$132.9
Democratic Republic of Congo	\$132.2
Tanzania	\$131.4
Syria	\$124.8
Nigeria	\$121.8
Jordan	\$109.7
Haiti	\$104.9
Iraq	\$99.2
South Sudan	\$97.4
Kenya	\$94.9
Mozambique	\$91.5
Ghana	\$88.9
Lebanon	\$85.8
Yemen	\$79.9
Senegal	\$78.0
India	\$72.3
Burkina-Faso	\$66.9
Total	\$2,219.6
Share of Country Allocated	60%
LDCs in Top Twenty (12)	64%

Top Twenty Humanitarian Recipients, 2021/22

Millions of Cdn Dollars, GAC HPDS

Afghanistan	\$153.3
Ukraine	\$82.5
Yemen	\$70.0
Democratic Republic of Congo	\$63.3
Ethiopia	\$62.6
South Sudan	\$50.5
Sudan	\$47.0
Somalia	\$38.9
West Bank and Gaza	\$34.8
Nigeria	\$32.3
Syria	\$29.7
Central African Republic	\$15.9
Lebanon	\$13.7
India	\$12.6
Venezuela	\$12.3
Burkina Faso	\$12.1
Pakistan	\$10.7
Haiti	\$10.6
Zimbabwe	\$10.2
Mali	\$9.8
Top 20	\$772.0
Share in Total Humanitarian	85%

Top 20 Humanitarian Recipients, 2020/21

Millions of Cdn Dollars, GAC HPDS

Syria	\$93.5
Lebanon	\$93.3
Yemen	\$52.2
Iraq	\$47.5
Ethiopia	\$46.4
Somalia	\$39.1
Jordan	\$37.0
Afghanistan	\$36.3
Nigeria	\$35.3
South Sudan	\$34.2
Bangladesh	\$32.2
Sudan	\$27.6
Democratic Republic of Congo	\$27.5
Niger	\$24.2
Chad	\$21.8
Central African Republic	\$20.0
Mali	\$17.9
West Bank and Gaza	\$17.8
Colombia	\$15.0
Burkina Faso	\$14.7
Top 20	\$733.5
Share in Total Humanitarian	80%

Top 20 Humanitarian Recipients, 2017/18 to 2019/20 Average

Millions of Cdn Dollars, GAC HPDS

Syria	\$113.4
Iraq	\$64.9
Lebanon	\$60.6
Yemen	\$56.6
Democratic Republic of Congo	\$50.5
Jordan	\$37.5
Bangladesh	\$35.6
South Sudan	\$33.9
Somalia	\$28.7
Ethiopia	\$27.5
Nigeria	\$22.0
West Bank Gaza	\$18.6
Sudan	\$17.3
Uganda	\$16.7
Niger	\$15.9
Central Africa Republic	\$15.1
Chad	\$14.3
Afghanistan	\$14.3
Myanmar	\$9.8
Cameroon	\$8.6
Top 20	\$662.3
Share in Total Humanitarian	87%

Annex Nine

Sector Allocations of GAC ODA

Table One: Sector Allocation of GAC ODA

	2017/18 to 2019/20 Average	2017/18 to 2019/20 Development ODA*	2020/21	2020/21 Development ODA	2021/22	2021/22 Development ODA	Five- Year Average
Education	8.9%	11.3%	6.4%	7.8%	6.1%	7.5%	6.1%
Health	16.7%	21.3%	11.7%	14.2%	12.4%	15.3%	11.7%
Health - COVID-19 Control			14.3%	17.4%	8.4%	10.4%	11.5%
Population and Reproductive Health	8.6%	11.0%	6.9%	8.3%	8.8%	10.9%	7.1%
Water and Sanitation	1.5%	1.9%	1.2%	1.4%	1.7%	2.1%	1.2%
Government and Civil Society	10.4%	13.3%	11.1%	13.4%	9.1%	11.3%	9.1%
Conflict Prevention, Peace and Security	3.5%	4.5%	2.3%	2.8%	3.2%	4.0%	2.6%
Productive Sectors	12.9%	16.3%	10.9%	13.2%	13.1%	16.2%	10.7%
Agriculture	6.0%	7.6%	6.7%	8.2%	6.4%	7.9%	5.7%
General Environmental Protection	2.9%	3.7%	2.0%	2.4%	2.1%	2.6%	2.0%
Multisector	1.2%	1.5%	4.7%	5.7%	5.6%	6.9%	3.6%
Emergency Response and Reconstruction	21.3%		17.7%		19.0%		16.9%
Other Sectors	6.1%	7.8%	18.4%	22.4%	12.4%	15.3%	11.7%
Sector Allocated	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: GAC HPDS

Note: Development ODA is GAC ODA less ODA for humanitarian emergency and reconstruction support

Table Two: Allocation of GAC ODA by Sectors

(Millions of Current Canadian Dollars)

	2017/18 to 2019/20 Average	2020/21	2021/22	Five-year Average
Education	\$361.0	\$413.5	\$325.4	\$366.6
Health	\$682.0	\$755.4	\$661.7	\$699.7
Health - COVID Control		\$924.1	\$449.8	\$687.0
Population and Reproductive Health	\$352.0	\$443.2	\$470.9	\$422.0
Water and Sanitation	\$59.8	\$74.7	\$88.9	\$74.5
Government and Civil Society	\$425.2	\$713.8	\$486.8	\$541.9
Conflict Prevention, Peace and Security	\$144.2	\$149.7	\$172.7	\$155.5
Productive Sectors	\$524.4	\$702.7	\$698.6	\$641.9
Agriculture	\$244.9	\$434.2	\$339.9	\$339.7
General Environmental Protection	\$117.5	\$128.3	\$112.1	\$119.3
Multisector	\$48.7	\$304.8	\$299.1	\$217.5
Emergency Response and Reconstruction	\$866.7	\$1,141.7	\$1,012.5	\$1,007.0
Other Sectors	\$248.7	\$1,188.5	\$660.9	\$699.4
Sector Allocated	\$4,075.0	\$6,450.5	\$5,329.5	\$5,972.0

Unallocated + Admin	\$369.4	\$395.6	\$436.9
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Source: GAC HPDS

Productive Sectors are DAC Sector Codes: 2100, 2200, 2300, 23230, 23630, 23640, 24000, 25000, 32100, 32200, 32300, 33100

Table Three: Allocations of CSO ODA by Sectors

(Millions of Current Canadian Dollars)

	2017/18 to 2019/20 Average	2020/21	2021/22	Five-Year Average
Education	\$94.1	\$135.2	\$122.6	\$117.3
Health	\$178.9	\$194.3	\$121.8	\$165.0
Health - COVID Control		\$108.8	\$26.9	\$67.9
Population and Reproductive Health	\$114.9	\$127.0	\$136.0	\$126.0
Water and Sanitation	\$17.2	\$12.4	\$24.3	\$18.0
Government and Civil Society	\$134.0	\$351.3	\$198.7	\$228.0
Conflict Prevention, Peace and Security	\$40.7	\$36.2	\$41.8	\$39.6
Productive Sectors	\$115.3	\$82.8	\$82.0	\$93.4
Agriculture	\$84.6	\$68.7	\$65.6	\$73.0
General Environmental Protection	\$3.0	\$15.4	\$9.9	\$9.4
Multisector	\$21.3	\$22.7	\$31.7	\$25.2
Emergency Response and Reconstruction	\$321.1	\$308.1	\$336.5	\$321.9
Other Sectors	\$73.7	\$21.9	\$18.9	\$38.2
Sector Allocated	\$1,198.8	\$1,484.8	\$1,216.7	\$1,322.7

Source: GAC HPDS

Annex Ten

Loans in Canadian ODA

Table One: Recipient Organizations for Canada's ODA Loans, 2017/18 to 2021/22 Cumulative (Millions Cdn \$, GAC HPDS)

Recipient Organization	Cumulative Amount Received	Share of Total Loans
IBRD Trust Funds - World Bank	\$800.0	29%
IFC - International Finance Corporation	\$400.0	14%
World Bank - IDA-CPL	\$360.7	13%
IFAD - International Fund for Agricultural Development	\$340.0	12%
IDB - Inter-American Development Bank	\$223.5	8%
Green Climate Fund	\$220.0	8%
African Development Bank Group	\$202.9	7%
Classified	\$81.1	3%
FinDev Canada	\$75.9	3%
Asian Development Bank	\$51.5	2%
GuarantCo Management Company Ltd.	\$40.0	1%
Grand Total	\$2,795.5	100%

Table Two: Allocation of Canada's ODA Loans by Region, 2017/18 to 2021/22 (Millions Cdn \$, GAC HPDS)

Region	Cumulative Amount Received	Share of Total Loans
Sub-Saharan Africa	\$893.8	32%
Americas	\$627.9	22%
Asia	\$764.6	27%
Europe	\$36.0	1%
Uncoded / Blank	\$470.7	17%
Total	\$2,795.5	100%

Annex Eleven

Sources for Analyzing Canadian ODA

Canadian Government

Historical Projects Data Set: https://www.international.gc.ca/departement-ministere/open_data-donnees_ouvertes/dev/historical_project-historiques_projets.aspx?lang=eng

GAC Projects Browser: <https://w05.international.gc.ca/projectbrowser-banqueprojets/filter-filtre>

Statistical Report on International Assistance: <https://www.international.gc.ca/transparency-transparence/international-assistance-report-stat-rapport-aide-internationale/index.aspx?lang=eng>

ODAAA Annual Report to Parliament: <https://www.international.gc.ca/transparency-transparence/international-assistance-report-rapport-aide-internationale/index.aspx?lang=eng>

Climate Finance Announcements: <https://www.canada.ca/en/services/environment/weather/climat-echange/canada-international-action/climate-finance/announcements.html>

Support for Ukraine Announcements: https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/response_conflict-reponse_conflits/crisis-crisis/ukraine-dev.aspx?lang=eng

FinDev Canada Portfolio: <https://www.findevcanada.ca/en/what-we-do/our-portfolio>

Feminist International Assistance Policy: https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/fiap-paif.aspx?lang=eng

OECD Development Assistance Committee

Development Cooperation Directorate: <https://www.oecd.org/dac/>

Creditor Reporting System: <https://stats.oecd.org/Index.aspx?ThemeTreeId=3>

DAC Aid at a Glance Charts: <https://www.oecd.org/development/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm>

Development Cooperation Report Donor Profiles: https://www.oecd.org/dac/development-cooperation-report/?utm_source=Adestra&utm_medium=email&utm_content=Profiles&utm_campaign=Development%20Co-operation%20Profiles%202019&utm_term=demo#profiles

OECD DAC Climate Finance Data: <https://www.oecd.org/dac/financing-sustainable-development/development-finance-topics/climate-change.htm>

Multilateral Development Finance 2022: <https://doi.org/10.1787/9fea4cf2-en>

States of Fragility Report: <http://www3.compareyourcountry.org/states-of-fragility/overview/0/>

2022 Report on the Implementation of the DAC Recommendation on Untying Official Development Assistance: [https://one.oecd.org/document/DCD/DAC\(2022\)34/FINAL/en/pdf](https://one.oecd.org/document/DCD/DAC(2022)34/FINAL/en/pdf)

OECD DAC Recommendation on Untying Aid: <https://legalinstruments.oecd.org/public/doc/140/140.en.pdf>

OECD DAC Recommendation on the Humanitarian, Development and Peace Nexus: <https://legalinstruments.oecd.org/public/doc/643/643.en.pdf>

OECD DAC Recommendation on Enabling Civil Society in Development Cooperation and Humanitarian Assistance: <file:///Users/Brian/Downloads/OECD-LEGAL-5021-en-6.pdf>

(DAC CSO Reference Group, Working Group on the DAC Recommendation: <https://www.dac-csoreferencegroup.com/dac-recommendation-on-enabling-civil-society>)

Total Official Support for Sustainable Development

Overview: <https://tossd.org/task-force/>

TOSSD Reporting Instructions: <https://tossd.org/docs/reporting-instructions.pdf>

TOSSD Data Dashboard: <https://tossd.online/>

ActionAid Italy, Oxfam International and AidWatch Canada Reports on TOSSD: <http://aidwatchcanada.ca/>

Global Partnership for Effective Development Cooperation

Overview: <https://effectivecooperation.org/landing-page/about-partnership>

Monitoring Dashboard: <https://effectivecooperation.org/GlobalEDCDashboard>

United Nations

Financing for Sustainable Development Report, 2023: <https://developmentfinance.un.org/fsdr2023>

Other CSO Documentation

Cooperation Canada: <https://cooperation.ca/>

AidWatch Canada: <http://aidwatchcanada.ca/>

Time to Act: Implementing the ODA Accountability Act: <http://aidwatchcanada.ca/wp-content/uploads/2021/06/A-Time-to-Act.pdf> and Cooperation Canada, <https://cooperation.ca/odaaa-guide/>

Development Initiatives, The Global Humanitarian Assistance Report: <https://devinit.org/resources/global-humanitarian-assistance-report-2022/>

CONCORD, AidWatch Europe, AidWatch 2022: <https://aidwatch.concordeurope.org/2022-report/>

Reality of Aid, Reality of Aid Global Report 2020/2021: <https://realityofaid.org/roa-report-2020-2021/>

DAC CSO Reference Group: <https://www.dac-csoreferencegroup.com>

About Cooperation Canada

Cooperation Canada brings together Canada's international development and humanitarian organizations and advocates for them by convening sector leaders, influencing policy and building capacity. Together, we work with partners both inside and outside Canada to build a world that's fair, safe and sustainable for all.

Land Acknowledgement

Cooperation Canada acknowledges the historical and ongoing oppression and colonization of all Indigenous Peoples, cultures, and lands in what we now know as Canada. The land on which Cooperation Canada's office is located is the traditional unceded territory of the Algonquin Anishnaabe People. We believe that social justice in Canada and globally depends on reconciliation with all Indigenous peoples, including the First Nations, Métis, and Inuit peoples, who are the original guardians of the land we are grateful to be sharing.

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