Trends in Canadian Aid

Briefing Note Two

What issues are driving the changing priorities in Canadian ODA?

Section Five: Canadian aid to Ukraine

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Prepared for Cooperation Canada

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Preface and Acknowledgements

In January 2025, Cooperation Canada and AidWatch Canada published a series of Briefing Notes,[1] which provided an overview of main trends in Canadian ODA since 2015/16. The scope and allocations for Canadian aid have shifted over this past decade, responding to urgent global challenges (the pandemic and a deepening climate crisis) as well as Canadian foreign policy preoccupations (Ukraine), trade and investment challenges. Documenting changes in the Canadian aid context can serve as a foundation for understanding the current unravelling of international cooperation and to inform advocacy directions for feminist aid priorities that focus on reducing poverty and inequalities.

In May 2026, Cooperation Canada commissioned AidWatch Canada to update these four Briefing Notes, taking into account recent transformations in Canadian development cooperation with the most recent aid data for 2024/25. These Briefing Notes are organized around four thematic areas:

1) Overall Trends in Canadian ODA: What are the key dimensions of its volume and allocations?

2) What issues and approaches are driving the changing priorities in Canadian ODA?

3) Tracking ODA for Reducing Poverty and Inequalities: The Core Poverty Accountability Standard (CPAS), a new accountability metric, and

4) What are the main channels for delivering Canadian ODA, including multilateral organizations and CSOs?

They will continue to be updated periodically, taking into account the changing dynamics of development cooperation in the coming years.

I am very appreciative of the leadership and support by Paul Farran, Director of Policy and Advocacy, and Darron Seller-Peritz, Policy Analyst and Program Officer, with Cooperation Canada. Darron has encouraged and facilitated the research in every iteration and has generously arranged Cooperation Canada's financial support for the work needed to bring together these updated Briefing Notes. Paul and Darron provided thoughtful input into the development of the four Notes along with careful copy editing of the text and suggestions for its improvement.

The author alone is responsible for the content, calculations, and any errors or omissions in the analysis. The resulting Briefing Notes do not imply agreement by Cooperation Canada's Board of Directors or the Board of Directors of AidWatch Canada.

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[1] See https://aidwatchcanada.ca/canadian-aid-trends/ for the 2025 Briefing Notes and a summary article by Brian Tomlinson and Darron Seller-Peritz.

Section Five[2]
Canadian Aid to Ukraine

Highlights

1. Massive aid allocations for Ukraine Between 2022/23 and 2024/25, Canada disbursed a total of $10,682 million in non-military assistance to Ukraine, of which $3,669 million was ODA, or 15% of total ODA for those years (excluding in-donor refugee costs). Ukraine was the single largest recipient of Canadian aid in history.

2. Department of Finance plays major role in delivering aid for Ukraine A very large share of total support for Ukraine (91%) has been loans (ODA and non-ODA), managed by the Department, mainly delivered through various IMF programs for general balance of payments and budget support. Of ODA-eligible support for Ukraine, 76% were loans managed by the Department of Finance.

3. Large additions to future Canadian aid inevitable The latest estimate (February 2026) for post-war reconstruction by the Government of Ukraine, the World Bank, the European Commission and the UN is US$588 billion over the next ten years.

4. New Canadian support for Ukraine In December 2025, Prime Minister Carney announced $2.5 billion in additional support, with a loan guarantee of up to $1.3 billion in 2026 to the World Bank's support of Ukraine's reconstruction and $322 million in 2026 to the European Bank for Reconstruction and Development to support Ukraine's gas imports and reinforce its energy security. It is not clear how much of these loan initiatives will be included in future Canadian ODA.

5. Global Affairs accounts for a small share of aid to Ukraine Global Affairs accounted for 19% of ODA directed to Ukraine (2022/23 to 2024/25 cumulative), of which 37% was humanitarian assistance, mainly in 2022/23, the first year of the war. Multilateral organizations delivered 66% of GAC's aid for Ukraine, CSOs delivered 21% (Canadian CSOs – 8%; Foreign CSOs – 13%), direct government support was 5%, private sector was 4% and other channels were responsible for 4%.

6. Canada is a leading bilateral provider of aid for Ukraine In 2025, Canada's aid to Ukraine ranked 1st among DAC bilateral providers in terms of its volume of aid to Ukraine and 1st as a share of Canada's ODA. The European Union Institutions are the primary source, providing 77% of ODA finance for Ukraine, as the United States has reduced its presence.

[2] **Briefing Note Two** is divided into seven sections, each examining different themes related to priorities in Canadian ODA. The sections are published separately but can be read individually or as a complete series.

1. How has Ukraine as a major Canadian foreign policy priority shaped recent Canadian ODA?

Between 2022/23 and 2024/25, Canada disbursed a total of $10,682 million in non-military assistance to Ukraine, of which $3,669 million was ODA, or 15% of total ODA for those years (not including in-donor refugee costs). These disbursements were the single largest allocation of Canadian ODA to a recipient country in its history. The next largest country recipient over these three years was Ethiopia at $711 million. It is expected that these large disbursements for Ukraine will continue in 2025/26 and beyond. The reconstruction of Ukraine will be a major foreign policy priority for Canada and therefore be a significant influence on ODA levels, likely affecting growth in other areas of the aid budget.[3]

Chart 5: Three-year (2022/23 to 2024/25) Total (non-military) Disbursements for Ukraine

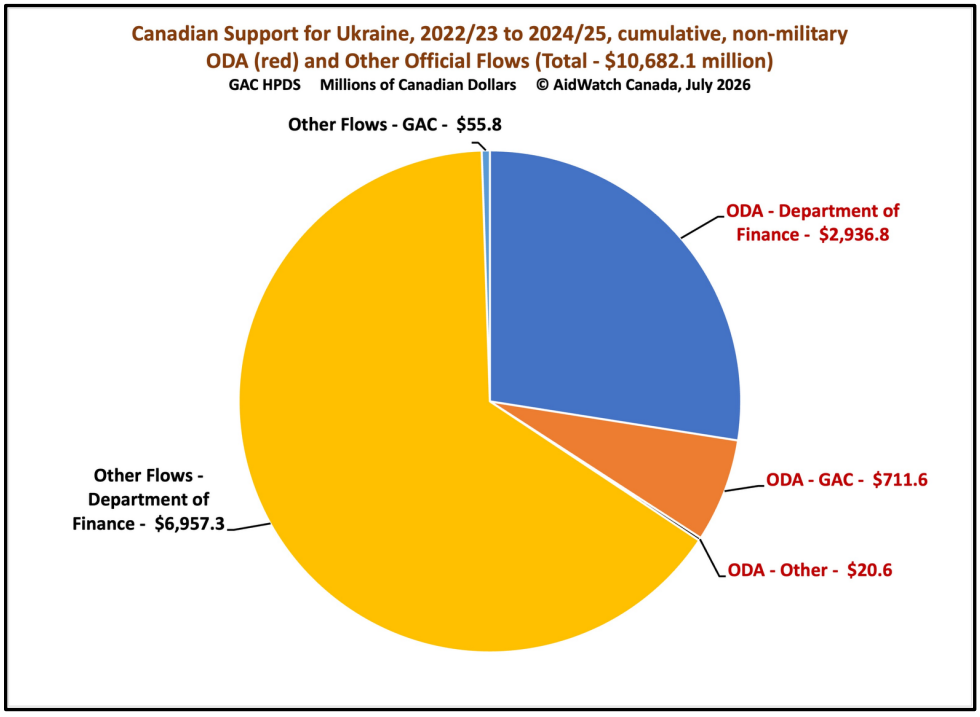

Chart 5 provides a breakdown of the three-year total allocations for Ukraine (both ODA and non-ODA, excluding military support).[4] In addition, as noted above, a large share of Canada's in-donor support for refugees in the three-year period ($7,009 million) was directed towards Ukrainian refugees (this refugee support is not disaggregated by country of origin). This support for Ukrainian refugees is therefore not included in Chart 5.

[3] The destruction of Ukraine's infrastructure continues to accelerate. The latest estimate (February 2026) for post-war reconstruction by the Government of Ukraine, the World Bank, the European Commission and the UN is US$588 billion over the next ten years. See https://news.un.org/en/story/2026/02/1167016.

[4] For an overview of Canada's response to the Russian invasion of Ukraine, see https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/response_conflict-reponse_conflits/crisis-crises/ukraine.aspx?lang=eng.

Department of Finance

The Department of Finance plays a major role in this Canadian assistance. A major proportion (91%) of total support for Ukraine has been loans (ODA and non-ODA), managed by the Department, mainly delivered through various IMF programs for general balance of payments and budget support. Of ODA-eligible support for Ukraine, 76% were loans managed by the Department of Finance.

Loans for Ukraine have continued to be disbursed. In June 2024, the G7 agreed to create the Extraordinary Revenue Acceleration Loan mechanism, which uses immobilized Russian sovereign assets for loans to Ukraine. Canada disbursed $5 billion under this mechanism in September 2025 for general budget support.[5] In December 2025, Prime Minister Carney announced $2.5 billion in additional support, with a loan guarantee of up to $1.3 billion in 2026 to the World Bank's support of Ukraine's reconstruction and $322 million in 2026 to the European Bank for Reconstruction and Development to support Ukraine's gas imports and reinforce its energy security.[6] It is not clear how much of these loan initiatives will be included in future Canadian ODA.

Loans to Ukraine under "Other Flows" are those that are provided at commercial rates. All ODA loans have a grant equivalency through a below-market rate and lengthy repayment periods. Canada has worked alongside other providers, the IMF and the World Bank to coordinate a pause in debt service with timelines through to March 2027 as the war continues.

Global Affairs Canada

Global Affairs accounted for 19% of ODA directed to Ukraine (2022/23 to 2024/25 cumulative), of which 37% was humanitarian assistance, mainly in 2022/23, the first year of the war. Given large-scale IMF and other loans through the Department of Finance, GAC makes up only 7% of total aid for Ukraine (both ODA and Other Flows).

Within Global Affairs, multilateral organizations delivered 66% of GAC's aid for Ukraine, CSOs delivered 21% (Canadian CSOs – 8%; Foreign CSOs – 13%), direct government support was 5%, private sector was 4% and other channels were responsible for 4%. Among the multilateral organizations involved, the largest disbursements were through the World Food Program (23%), the Energy Community Secretariat (13%), FAO (12%), OCHA (12%), and the European Bank for Reconstruction and Development (4%).

Among Canadian CSOs, the largest disbursements were through the Canadian Red Cross (15% of Canadian CSO disbursements), SOCODEVI (14%), Save the Children Canada (14%), Adventist Development and Relief Agency Canada (12%) and CARE Canada (9%). Among Foreign CSOs, the largest disbursements were

[5] See https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/response_conflict-reponse_conflits/crisis-crises/ukraine-dev.aspx?lang=eng.

[6] See https://www.pm.gc.ca/en/news/news-releases/2025/12/27/prime-minister-carney-announces-new-support-just-and-lasting-peace

through the Mines Advisory Group (12%), Agency for Technical Cooperation and Development (11%), European Endowment for Democracy (9%), International Committee of the Red Cross (8%) and PACT Inc. Assheton L. Stewart Carter (7%).

Canada's Ranking with DAC Providers

Ukraine is a major foreign policy priority for Canada, and Canada is a high-profile provider for Ukraine. In the context of 33 DAC providers, Canada's aid to Ukraine ranked 1st in terms of its volume of aid to Ukraine and 1st as a share of Canada's ODA in 2025.[7] The European Union Institutions are the primary source, providing 77% of finance for Ukraine, as the United States has reduced its presence. See **Table 3**.

Table 3: Top DAC Providers' Aid for Ukraine, 2025

	DAC Provider	Bilateral ODA to Ukraine (Millions, US Dollars)	Share of Total Aid for Ukraine	Share of Provider Bilateral ODA
1	**Canada**	**$3,615**	**8.0%**	**42.1%**
2	Norway	$1,103	2.5%	27.4%
3	United States	$873	1.9%	3.4%
4	Germany	$850	1.9%	4.1%
5	Japan	$655	1.5%	6.3%
6	Sweden	$615	1.4%	18.1%
7	United Kingdom	$413	0.9%	1.7%
	24 Other DAC Providers	$2,209	4.9%	
	Total DAC Members	**$10,333**	**23%**	**8.4%**
	European Union Institutions	**$34,559**	**77%**	
	Total Aid to Ukraine	**$44,892**		

Source: DAC Preliminary ODA Statistics, April 2026.

[7] Note that DAC statistics are for a calendar year and US dollars, 2025, and will differ from the Canadian amounts in this Briefing Note. Canada's aid statistics are for fiscal years (2024/25 is the latest year).