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Memorandum of Canada

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Memorandum submitted by the Canadian authorities to the OECD Development Assistance Committee in view of the Peer Review of Canada scheduled for 2018.
EXECUTIVE SUMMARY

Canada is pursuing an ambitious and coherent agenda for sustainable social, economic and environmental change at home and abroad. Working in close partnership with other states, civil society, and international and private sector organizations, Canada contributes actively to global efforts to eradicate poverty and build a more inclusive, prosperous and peaceful world. In response to increasingly dynamic and complex sustainable development challenges, Canada demonstrates, in words and deeds, its commitment to joint action and leadership, offering innovative and results-driven solutions.

Canada saw the development of the new global agenda on sustainable development as a critical opportunity to reassess existing approaches and pursue new partnerships. Through its many contributions to shaping the 2030 Agenda, the Paris Agreement, the Addis Ababa Action Agenda on financing for development, the Sendai Framework for Action on Disaster Risk Reduction, and the World Humanitarian Summit’s Grand Bargain, Canada worked hard to shape a new and positive framework so that the remarkable development gains that have been achieved by some can be shared by all. Canada is of the view that the international community can do better to meet the needs and improve the resilience of hundreds of millions of people, especially women and girls, who continue to live in situations of poverty and vulnerability, and face discrimination and insecurity.

In June 2017, Canada adopted a new Feminist International Assistance Policy that seeks to reduce extreme poverty and build a more peaceful, inclusive, and prosperous world. The Policy recognizes that promoting gender equality and empowering women and girls is the most effective approach to achieving this goal. It positions Canada to respond to a dynamic global landscape and effectively implement the new sustainable development framework. The policy marks a significant recalibration of Canada’s approach to international assistance, outlining clear priorities and targets for action and a commitment to multi-stakeholder partnership and innovation. The policy renews Canada’s commitment to country ownership and to pursuing coherent and coordinated efforts to support equality, justice, prosperity, sustainability, peace and security.

Canada pursues a whole-of-government—and often whole-of-Canada—approach to its international efforts to advance sustainable development. It has a sound track record of horizontal policy coherence on key sustainable development issues, and it has put in place the necessary institutional structures to plan, support, coordinate, implement, evaluate and report on its efforts. The 2013 amalgamation of the Department of Foreign Affairs and International Trade (DFAIT) with the Canadian International Development Agency (CIDA) has been critical in this regard, enabling a structure that is fit-for-purpose to implement Agenda 2030 by, among other things, more deeply integrating its foreign policy, international assistance and progressive trade efforts.

Policy vision and framework. Since its last Peer Review, Canada has continued to enhance its policy vision and framework. Canada’s broader global engagement aims to strengthen the rules-based international order (including by promoting the benefits of multilateralism and progressive trade), advance Canadian values (notably those related to diversity, inclusion, feminism and gender equality) and foster peace and security around the world. Its Feminist International Assistance Policy supports these objectives by providing an integrated framework for Canada’s humanitarian, development, and peace and security efforts that will apply across all program channels, including country-to-country assistance, multilateral and partnership efforts, and humanitarian action. The policy reflects Canada’s accumulated experience and comparative advantages and builds on global best practice.

Canada’s international assistance is concentrated in six interrelated action areas:

- Gender Equality and the Empowerment of Women and Girls (the core action area);
- Human Dignity;
- Growth that Works for Everyone;
- Environment and Climate Action;
- Inclusive Governance; and
- Peace and Security.

Seeing its investments in the empowerment of women and girls and gender equality (Sustainable Development Goal [SDG] 5) as a vital entry point, Canada aims to catalyze achievement of all of the SDGs more broadly. In doing so, it has also committed to adopting a human-rights-based approach in delivery, improving effectiveness and adapting its tools, approaches and resources to needs, opportunities and locally defined priorities, including by pursing innovative financing, adopting risk-tolerant approaches, and investing in multi-stakeholder partnerships.

Financing for development. Canada recognizes the critical role of international public finance in advancing sustainable development and realizing the 2030 Agenda. Canada’s Official Development Assistance (ODA) has
been 100% untied since 2012 and accounts for most of its international assistance funding—with $5 billion allocated in 2016. Over the last five years, Canada has made substantial investments to respond to diverse but vital global development priorities such as efforts to improve reproductive, maternal, newborn, child and adolescent health and rights; address climate change; and respond to rapid onset and protracted humanitarian crises, including through support for Syrian refugees in Canada and abroad. In parallel, Canada has been a thought leader in identifying ways to leverage additional funding sources to complement ODA, which it understands will be insufficient in and of itself to meet global commitments to eliminate extreme poverty. Canada is supporting the design of innovative and flexible financing tools for development and investing in initiatives that can attract new partners and capital so that its ODA can be directed to the most acute areas of poverty and fragility.

**Structure and systems.** Canada had continued to strengthen its institutional structures and systems so its international assistance is tailored to address country needs and align with partner-country priorities, and designed to yield the greatest impact. The Feminist International Assistance Policy calls for ambitious efforts to transform processes, systems and structures and to improve program mechanisms so they are more streamlined, efficient and transparent. Global Affairs Canada has strengthened its internal coherence and risk management approaches and is reinforcing a culture of innovation. Canada recognizes that fostering an environment where employees can thrive, including by enabling on-going learning, collaboration and excellence in international assistance, is critical to the successful delivery of its ODA. Important steps have therefore been taken to maintain and strengthen its development expertise and enhance human resource management and training opportunities.

**Partnerships and delivery.** Consistent with the emphasis in SDG 17, Canada has diversified its partnerships and is exploring new forms of collaboration that will enable it to engage and tap into the resources, capacity and networks of those who can help advance sustainable development priorities. Canada is committed to coordinated and harmonized approaches at the international level to foster and optimize ODA spending and at the country level to maximize donor efforts in support of country priorities. In line with its new policy, consistent with its commitment to aid effectiveness, Canada is pursuing country-level engagement that is more flexible and responsive to local needs, opportunities and sustainable development priorities. Alongside multilateral and regional entities, Canada puts a high value on the essential role of civil society organizations as development actors in their own right and engages with them accordingly on policy dialogue, best practices, innovative solutions and program implementation. Canada also recognizes the importance of working with the private sector, including in fragile contexts and as key actors to drive economic growth, and is deploying new tools and modalities to expand its partnerships in this regard.

**Results, management, evaluations and learning.** The Government of Canada has a strong track record of managing for results, and is implementing a Results and Delivery Agenda that seeks to clarify objectives and outcomes, ensure sustained attention to priorities, and is purposeful in measuring and tracking results progress. Global Affairs Canada uses results information to inform evidence-based decision making with a view to maximizing the achievement of ultimate outcomes—namely, improvements in people’s lives. The department is developing a new measurement framework to assess progress on the Feminist International Assistance Policy. Insights gained from evaluations are used to inform policy and programming decisions, and greater emphasis is being placed on impact evaluation and on ways to disseminate and internalize lessons learned.

**Humanitarian assistance.** Canada’s humanitarian action has adapted to the changed global context. In response to more frequent and costly natural disasters and persistent political and societal instability resulting in protracted crises, Canada has pursued vocal advocacy and diplomacy in support of crisis-affected populations and ensured that its partners support a gender-responsive approach to principled, timely and needs-based humanitarian action. Canada has strengthened its internal coordination mechanisms and whole-of-government approach to crisis prevention, management and recovery. It has been at the forefront of supporting innovative funding, partnership and programming mechanisms to address the multi-year needs of protracted crises, including ensuring a whole-of-government effort to enhance security and stability, provide humanitarian assistance, deliver social services, rebuild infrastructure and foster good governance.

This Memorandum outlines comprehensively the steps Canada is taking, through the effective delivery of its international assistance, to contribute to global efforts to eradicate poverty around the world. Canada recognizes that gender equality and the empowerment of all women and girls is the most effective approach to achieving this goal and to building a more inclusive, prosperous, and peaceful world. The Government of Canada welcomes this chance to continue a dialogue with the OECD’s Development Assistance Committee (DAC) about the impact and results of Canada’s international assistance.
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1. GLOBAL EFFORTS FOR SUSTAINABLE DEVELOPMENT

1.1 Efforts for sustainable development

The Government of Canada is pursuing an ambitious and coherent agenda for sustainable social, economic and environmental change at home and abroad. Pursued in close partnership with other states, civil society, and international and private sector organizations, Canadian efforts are driven by a shared commitment to eradicate poverty, address inequality and build a more inclusive, prosperous and peaceful world. Canada views such collaboration as vital in a global landscape that is intensely interconnected and where collective action is the key to achieving stability, shared prosperity, gender equality, human rights and protection of the environment.

In response to increasingly dynamic and complex sustainable development challenges, Canada has demonstrated, in words and deeds, its commitment to joint action. Over the last several years, Canada has engaged with a broad spectrum of partners and offered strategic global leadership in the design and roll-out of innovative and results-driven solutions.

The Government of Canada helped to shape the outcomes of the 2030 Agenda for Sustainable Development and advocated strongly that the voices of civil society organizations and the private sector be heard during 2030 Agenda deliberations. As a result of this active participation, other member states have recognized the instrumental role Canada played in securing key elements in the final document:

- gender equality as both a stand-alone goal and mainstreamed across the goals and targets;
- the prominence given to maternal, newborn, child and adolescent health (MNCAH);
- child protection reflected across goals and targets, including a stand-alone target on ending child, early and forced marriage;
- an emphasis in Sustainable Development Goals (SDG) 16 on peaceful societies, access to justice, and effective, accountable and inclusive institutions; and
- the clear acknowledgement of the role of women in peace-building and state-building.

Currently, the Government of Canada is developing a comprehensive and integrated domestic and international framework for implementing the 2030 Agenda. This will form the basis of Canada’s voluntary national review at the High-Level Political Forum in 2018.

Canada also provided leadership on the Paris Agreement of the United Nations Framework Convention on Climate Change (UNFCCC)—an important element of the compendium of global sustainable development commitments. Canada backed aggressive goals for reducing emissions and was among the core facilitators engaged in achieving consensus during the final negotiations. Canada’s early action in ratifying the Accord in October 2016 helped carry the world over the threshold needed to bring the Paris Agreement into force in November 2016, in advance of the Marrakech Climate Change Conference (COP22). Indeed, since the previous DAC Peer Review, the Government of Canada has dramatically strengthened its global engagement and investments to advance environment and climate change issues, including, in 2016, committing $2.65 billion over five years to help developing countries combat climate change and its destabilizing effects (Chapter 3.1), building on a previously fulfilled commitment of $1.20 billion from 2010-2013. In September 2017, Canada’s Indigenous peoples, in partnership with the Government of Canada, co-hosted an Informal Dialogue to build a more collective and common understanding between Indigenous peoples and parties of what would be operationalized by the Local Communities and Indigenous Peoples’ Platform under the UNFCCC.

In recognizing that global sustainable development must be backed by the necessary means of implementation, Canada contributed actively to the 2015 Addis Ababa Action Agenda on financing for development and is making significant contributions toward its successful implementation. For example, Canada helped to ensure the inclusion of blended finance and a gender perspective in the Addis Agenda and continues to advocate for greater use of evidence, innovation, partnership and smart risk-taking in the delivery of international assistance. Canada also co-chaired the World Economic Forum’s Redesigning Development Financing Initiative and has worked closely with the Global Infrastructure Facility, multilateral and regional development banks, and other donors to promote the design and use of innovative finance mechanisms that can make higher-risk development infrastructure projects more attractive to institutional investors. Finally, Canada’s Permanent Representative to the United Nations in New York, together with his colleague from Jamaica, is currently leading the Group of
Friends on SDG Financing, with the aim of unlocking new sources of financing to support the achievement of the 2030 Agenda.

The Sendai Framework for Action on Disaster Risk Reduction 2015-2030 and the Grand Bargain from the World Humanitarian Summit round out key frameworks that contribute to the new global sustainable development agenda. In both cases, Canada worked with other partners to successfully advocate for gender-responsive, evidence-based and action-oriented approaches.

The decision by Canada and other international partners to create these new global frameworks must be seen as an important response to significant shifts in the global landscape. They are an acknowledgement that the remarkable development gains made by many—including dramatic reductions in extreme poverty, accelerated childhood survival rates, and expanded access to education and technological and social innovations—have not been shared by all. Hundreds of millions of people, especially women and girls, still live in situations of poverty, inequality, fragility, vulnerability and insecurity.

And so, as Canada considered how best to implement these important global commitments and respond to the rapid and recent changes in the global landscape, it became clear it would need to recalibrate its approach to international assistance in order to be better positioned to support, in partnership with others, the people, planet, prosperity, peace and partnership pillars of the new global sustainable development agenda.

Canada’s new approach is set out in its Feminist International Assistance Policy. This new policy builds on recent global efforts, including the emphasis on interconnectedness, universality and inclusion. The primary objective of this policy is to contribute to global efforts to eradicate poverty around the world. The policy is based on the compelling evidence that in order to eradicate poverty, inequality must be addressed. Specifically, women and girls must be empowered to reach their full potential so they can earn their own livelihoods—generating benefits for themselves and their families, as well as contributing to the economic growth of their communities and countries. Grounded in Canada’s long-standing commitment to multi-stakeholder partnerships and country ownership, this new policy integrates concerns for equality, justice, prosperity, sustainability and stability into a coherent framework. It positions Canada’s international assistance to be agile, responsive to the needs of the poorest and most vulnerable, including those in fragile contexts, and able to deliver impact and results.

1.2 Policy coherence for sustainable development

Canada pursues a whole-of-government—and often whole-of-Canada—approach to its international efforts to advance sustainable development. The Government of Canada has demonstrated a commitment to horizontal policy coherence on key sustainable development issues, and institutional structures have been put in place to enable effective planning, tracking, coordination and implementation of Canadian efforts.

The Prime Minister has issued clear direction on the government’s priorities and commitment to sustainable development, including through publicly accessible mandate letters to all Cabinet ministers. In addition to setting out an overarching commitment to a nation-to-nation relationship with Indigenous peoples and deepened consultation with traditional and new partners, these letters identify specific and shared priorities for ministers across their portfolios. Several ministers are mandated to collaborate on important global issues, including climate change, migration, inclusive and accountable governance, women’s empowerment and gender equality, peaceful pluralism, inclusion and respect for diversity.

The letter to the Minister of Foreign Affairs, for instance, explicitly calls for a close link between foreign, defence, development and trade policy—a point reinforced by the Minister when she outlined the government’s vision for Canadian global engagement in June 2017. The ministers of finance, international trade and international development have the mandate to collaborate on issues related to development financing. And the Minister of International Development and La Francophonie, working with a core group of other ministers with relevant domestic portfolios, has the mandate to support the implementation of the 2030 Agenda for Sustainable Development and is currently developing a framework for Canadian implementation. This joined-up approach was also evident both in the new defence policy, launched in June 2017—with its calls for coordination between international assistance and defence efforts in areas of common interest such as capacity building to support respect for diversity, human rights and gender equality—and the Feminist International Assistance Policy launched the same week.

Regular dialogue and consultation are embedded in Canada’s political and bureaucratic structures and are an essential feature of Canada’s overall approach to policy

1 Selected mandate letters were subsequently updated.
coherence for sustainable development. At the federal level, the Cabinet decision-making process, chaired by the Prime Minister, ensures policy coherence across all areas of Canada’s international engagement. The Canadian parliamentary system provides an opportunity for public and parliamentary deliberation and input into the government’s approach to international assistance, including through the Committee on Foreign Affairs and International Development. This committee publicly convenes officials from across government, as well as outside experts and thought leaders, to respond to questions from members of Parliament on Canada’s international engagement, including on international sustainable development commitments.

The Prime Minister and his ministers also regularly engage with other levels of government in Canada, including provincial, territorial and municipal leaders, to encourage policy and program coherence at all levels. This includes periodic meetings of provincial and territorial first ministers and with Indigenous leaders.

Within the bureaucracy, inter- and intra-departmental mechanisms ensure all of these efforts are supported and policy and program coherence further reinforced, including through: committees, working groups and communities of practice; oversight and governance structures; and systems for planning, reporting and implementation (for more, see Chapter 4). This includes collaboration with other levels of government in Canada to reinforce coordination and shared effort. These cross-government mechanisms have enabled Canada to engage effectively on complex global issues, such as the links between trade, jobs, migration and inclusive growth.

A critical contribution to enhancing policy coherence in Canada’s international efforts was the decision in 2013 to amalgamate the Department of Foreign Affairs and International Trade with the Canadian International Development Agency to create the new Department of Foreign Affairs, Trade and Development. Known as Global Affairs Canada, the department manages Canada’s diplomatic and consular relations, promotes the country’s international trade, and leads Canada’s international development, humanitarian and peace and security assistance programs. And while the work to further deepen necessary cultural and collaborative instincts in the department is ongoing, the dividends in terms of enabling greater policy coherence in support of Canada’s sustainable development agenda has been clearly evident over the past four years.

WHOLE-OF-GOVERNMENT APPROACH TO SUSTAINABLE DEVELOPMENT IN UKRAINE

Ukraine has experienced acute political, security, and economic challenges during the past three years. A holistic approach is key for helping to ensure a democratic and prosperous Ukraine and for achieving a long-lasting peace agreement. Canada’s engagement with Ukraine encompasses multiple lines of effort, including political dialogue, trade, development and humanitarian assistance, security and stabilization programming, and defence cooperation.

Canada is seen as a champion of democratic and economic reforms in Ukraine and has committed to supporting Ukraine through a critical transition from crisis response, to recovery and peacebuilding. For example, in justice sector reform, Canadian development assistance has helped Ukraine develop a national legal aid system and introduced probation to the juvenile justice system. Canada’s comprehensive approach to economic assistance supports the stabilization, reform and equitable growth of the Ukrainian economy. This includes the promotion of trade and investment through the Canada-Ukraine Free Trade Agreement and support to small and medium-sized enterprises to enable them to take advantage of the new agreement. In the region affected by conflict, Canada is providing humanitarian assistance to address the immediate life-saving needs of conflict-affected people. It is also strengthening the capacity of the Government of Ukraine to ensure that conflict-specific issues and the needs of the war-affected people are included in the national reform process. Bridging the gap between longer-term development objectives and immediate security and stability imperatives, Canada focuses on efforts to prevent and reduce the armed conflict, address state fragility and build resilience against the drivers of the conflict itself. Critical support is also being provided by Canada’s Department of National Defence, which is helping to advance critical structural reforms, professionalization, and transparent and accountable governance of Ukraine’s security sector.
The design and execution of Canada’s progressive trade agenda is an example of more integrated policy-making in the amalgamated Global Affairs Canada, where staff from across the department have come together to articulate an approach that resonates and can be reinforced across portfolios. To combat growing inequality, Canada seeks to build economic and trade environments conducive to growth to which everyone can contribute and from which everyone can benefit. Canada’s progressive trade agenda focuses on trade agreements that serve society as a whole and builds on Canada’s openness to immigration, trade and international commerce. Indigenous peoples, women, the environment and labour protections are at the centre of Canada’s trade policy. Indeed, many of Canada’s free trade agreements have parallel labour and environment provisions to help ensure progress on labour rights and environmental protection (e.g. the Canada-Honduras and Canada-Jordan free trade agreements). The Agreement concerning Annual Reports on Human Rights and Free Trade between Canada and the Republic of Colombia requires that each country draft an annual report for tabling in their respective legislatures on the effects on human rights in both Canada and Colombia of measures taken under the agreement. In June 2017, Canada and Chile modernized their existing free trade agreement and included an explicit chapter on trade and gender.

Canada’s policies across a spectrum of sustainable development challenges have become more coherent. This is evident from the effective sequencing of Canada’s humanitarian, stabilization and trade actions in Ukraine, to collaboration on corporate social responsibility in Indonesia and in the Americas. And this will continue as organizational units and authorities of the department, both in headquarters and at the field level, become more integrated across the foreign policy, development and trade “streams,” and staff mobility across the different functions in the department continues its already significant rise.

1.3 Global awareness

Canada uses a wide range of approaches, programs and partnerships to raise awareness and foster an informed understanding by Canadians of the shared nature of global sustainable development challenges and opportunities and the value of investing in international assistance. In so doing, the government also strives to foster whole-of-society engagement on identifying and implementing solutions.

Canada has established guidelines for consulting Canadians on international assistance and other important public policy matters. A central portal facilitates public participation, including information about ongoing and past consultation processes. Global Affairs Canada implements both government-wide and departmental policies that guide communications and public engagement efforts, such as the Directive on the Management of Communications at Global Affairs Canada, the Government of Canada Directive on the Management of Communications, the Digital Strategy for Public Communications and Engagement, Guidelines on Visibility and Recognition, and Canada’s Policy for Civil Society Partnerships for International Assistance — A Feminist Approach.

Since the last DAC Peer Review, Canada has stepped up its digital engagement to increase awareness on sustainable development, both in Canada and globally. This includes over 560 social media channels across 14 platforms in 15 languages. More recently, Canada has been using such innovative technologies as virtual reality stations and immersive videos. These efforts are aligned with Canada’s broader commitment to providing online services based on citizens’ needs and further to its commitment to open government and the International Aid Transparency Initiative (IATI). Since March 2016, Canada has chaired the IATI Governing Board. In this position, Canada has worked with other aid data stakeholders to put IATI on a more sustainable financial footing and to shift the mission of IATI toward supporting greater use of aid activity data for decision making, particularly in developing countries.
October 2017, the Alberta Council for Global Cooperation (ACGC) is organizing its first ever national cross-sectoral, multi-stakeholder two-day symposium, entitled Together 2017: Collaboration, Innovation and the Sustainable Development Goals.

As part of its wider efforts to engage Canadians as global citizens, including leveraging their knowledge, energy and expertise to achieve sustainable global outcomes, Global Affairs Canada has developed a number of programs to support their engagement. Canada’s Volunteer Cooperation Program has sent over 2,700 volunteers to placements in developing countries in the last two years. The program leverages the skills and expertise of volunteers from all walks of life (including retired and semi-retired professionals, youth and members of cultural communities) to advance Canada’s development priorities.

The department also works closely with the aforementioned eight provincial and regional councils for international cooperation focus on capacity-building activities, public engagement and information sharing for their members. Representing close to 400 Canadian civil society organizations, the councils engage Canadians on international development and global issues through diverse events and activities focusing on the SDGs, youth engagement and the empowerment of women and girls. The councils partner with schools and universities on global citizen education and they recognize individuals—including youth—who contribute positively to international development.

The public’s awareness of humanitarian assistance issues has also been enhanced through the use of relief funds (also known as matching funds.) Not only can the funds assist Canadian civil society in generating significant funds to reach the most vulnerable in response to specific designated crises, but they also play a critical role in engaging large numbers of Canadians in Canada’s humanitarian response, including due to the increased attention generated by traditional and social media. Details of how relief funds operate are included in Annex 3 (Item 6.1). Since 2012, the Government of Canada has launched five relief funds.

Canada has also sought to leverage its hosting of major global meetings to increase Canadian literacy on global sustainable development issues. For instance, in 2016, Canada hosted the Fifth Replenishment Conference of the Global Fund to Fight AIDS, Tuberculosis and Malaria in Montreal. The Replenishment Conference succeeded in raising awareness among Canadians and among...
international development partners about the importance of fighting HIV, tuberculosis and malaria. A total of US$12.9 billion was pledged at the Conference, which is expected to result in 8 million additional lives saved between 2017 and 2019.

Likewise, Canada leveraged the hosting of the global Every Women, Every Child Summit in 2014 in Toronto to increase knowledge and awareness by Canadians of efforts to address maternal, newborn and child health. The meeting also resulted in the creation of a new pan-Canadian coordination mechanism of non-governmental organizations, researchers and practitioners (now called CanWaCH) aimed at improving evidence, sharing of lessons learned, and collaborating on public outreach on women’s and children’s health. This group recently collaborated with the UN to co-host the 2017 Global Adolescent Health Conference, which included outreach to Canadians via a dedicated YouTube Channel and live chats.

The Government of Canada has devoted important attention to increasing the knowledge and engagement of youth in global sustainable development efforts. For instance, Canada actively engages youth to input into Canadian preparations for important global meetings and represent Canada in these forums, such as the High-Level Political Forum on the SDGs and the Global Forum on Disaster Risk Reduction. Canada’s International Youth Internship Program and the International Aboriginal Youth Internships are two additional examples where Canadian youth are provided opportunities to influence policy outcomes, expand their networks and develop international experience in international development. Since 2012, these initiatives have supported over 1,300 international internships for Canadian and Canadian Indigenous youth. All these efforts reflect a broader commitment to fostering the empowerment and engagement of youth in all aspects of society. Indeed, the Prime Minister, who is also Canada’s Minister of Youth, launched a Youth Council in 2016 to ensure that the highest levels of government hear what young Canadians have to say about public policy issues, a majority of which address important sustainable development questions.

EXPANDING THE USE OF INNOVATIVE TECHNOLOGIES TO ENGAGE WITH THE PUBLIC

As part of the celebrations of 150 years of Canada as a nation, Global Affairs Canada partnered with SESQUI to launch the 360º “Horizon” video, which showcases Canada’s diverse cultural mosaic and natural beauty. To date, approximately 1,500 users abroad have accessed this immersive video. In an effort to showcase its virtual reality technology, Global Affairs Canada also partnered with UNICEF to create an immersive visit of the Zaatari refugee camp in Jordan that enabled Canadians to better understand the context and challenges of daily life on the ground. This video was used with virtual reality headsets and showcased at outreach events such as Doors Open Ottawa, the National Public Service Week and the PCO Innovation Fair.

In partnership with the Aga Khan Foundation of Canada, Global Affairs Canada is sponsoring “Together,” an innovative, interactive and multi-sensory experience designed to spark conversations about the role that Canadians can play in reducing global poverty. This unique, mobile exhibition is housed in a 53-foot, custom vehicle featuring photography, film and audio that bring the individual stories behind global change to life; interactive components and unique objects that enable visitors to explore innovative solutions to global challenges; and opportunities for visitors to share their experience with one another and with their social networks. Since April 2015, the exhibition has welcomed 65,000 visitors across 10 provinces, inspiring Canadians to tackle some of the world’s biggest challenges.
2. POLICY VISION AND FRAMEWORK

2.1 Framework

The core legislative framework for Canada’s development assistance is enshrined in the Official Development Assistance Accountability Act (ODAAA; 2008), the purpose of which is “to ensure that all Canadian official development assistance abroad is provided with a central focus on poverty reduction and in a manner that is consistent with Canadian values, Canadian foreign policy, the principles of the Paris Declaration on Aid Effectiveness of March 2005, sustainable development and democracy promotion and that promotes international human rights standards.” The Act is complemented by the Department of Foreign Affairs, Trade and Development Act (2013), which defines the roles and responsibilities of the minister of international development in relation to international development, poverty reduction and humanitarian assistance. Finally, the International Development Research Centre Act (1970) governs that organization’s work supporting global research that benefits developing countries.

With its focus therefore on poverty reduction and emphasis on sustainable development, human rights, democracy, and aid effectiveness, the legislative basis for Canada’s international assistance is modern and fully consistent with the new global frameworks, most notably the 2030 Agenda for Sustainable Development, the Busan Commitments for Effective Development Cooperation.

The political and strategic context, policy priorities and manner in which Canada will pursue its global engagement were outlined in a speech before Parliament by Canada’s foreign minister in June 2017. The Minister made clear that Canada will work to strengthen the rules-based international order and promote the benefits of multilateralism and progressive trade; advance Canadian values, notably those related to diversity, inclusion, feminism and gender equality; and work actively to foster peace and security around the world. This important speech set the context for the government’s approach to address global sustainable development, peace and security challenges, which are elaborated in the government’s new Defence and International Assistance Policies.

Indeed, in June 2017, the Minister of International Development and La Francophonie announced Canada’s new Feminist International Assistance Policy to guide an integrated approach to all humanitarian, development, and peace and security assistance interventions. Canada’s new policy recognizes that advancing gender equality and the empowerment of women and girls is the most effective way to eradicate poverty and build a more inclusive, prosperous and peaceful world.

2.2 Principles and guidance

Canada has designed its new international assistance approach to enable it to respond more nimbly and effectively to evolving global political, economic and social dynamics. It is designed to support the efforts of people in developing countries to exercise their rights, improve their well-being, achieve sustainable and inclusive growth, and strengthen their security. And it will better position Canada to deliver more effectively on new global frameworks such as the 2030 Agenda for Sustainable Development, the Paris Agreement on Climate Change and the Grand Bargain agreed to at the World Humanitarian Summit. The policy is built on evidence and best practice on development effectiveness, including the findings of departmental evaluations, and has benefited from leading thinking on poverty, fragility, and vulnerability such as the OECD-DAC’s States of Fragility Report 2015, and recent issues of the OECD-DAC’s Development Cooperation Report. Moreover, the policy reflects inputs received through extensive consultations with Canadians and stakeholders worldwide (see below), and reflects Canada’s comparative advantages.

The Feminist International Assistance Policy transforms how Canada conceives and will deliver its international aid, while building on Canada’s accumulated experience and leadership in key areas such as gender equality. As a result of this policy, Canada will contribute to global efforts to eradicate poverty around the world by:

- investing in gender equality and the empowerment of women and girls and use a feminist approach across all of its international assistance;
- adopting a human-rights-based approach to delivering international assistance;
- better targeting its aid to where Canada can make a real difference for the poorest and most vulnerable, including those living in fragile contexts;
- improving the effectiveness of its international assistance, including through more flexible, innovative, integrated, coherent and risk-tolerant approaches, and by pursuing new and creative multi-stakeholder partnerships; and
• better adapting its tools, approaches and resources to respond to the needs, opportunities and the locally defined priorities in the contexts where Canada engages, including through innovative financing approaches designed to leverage new resources for sustainable development and poverty reduction.

The new policy calls for a comprehensive and integrated approach to poverty and fragility and commits to refocusing efforts on the poorest and most vulnerable. The policy clearly outlines that advancing gender equality and the empowerment of women and girls is the most effective way to reduce poverty. Canada’s international assistance efforts will concentrate on six interrelated action areas, as described below (see also Figure 1). In all of these areas, Canada’s actions will be guided by international commitments, evidence and best practice, and will reflect a feminist approach. The latter will drive Canada’s efforts across all action areas in order to protect and advance the human rights of women and girls, support their equal participation in decision making at all levels of political, economic and social life, and empower them with more equitable access to and control over resources. By using SDG 5 as an entry point, Canada aims to catalyze achievement of all of the SDGs more broadly in order to “leave no one behind”.

1. Gender equality and the empowerment of women and girls. Canada supports the enabling environment for achieving gender equality across all sectors by reducing and responding to sexual and gender-based violence; strengthening women’s organizations and movements that advance women’s rights; improving governments’ capacity to provide services to women and girls; and improving the evidence base to support gender equality actions.

2. Human dignity. Canada supports access to quality health care and services including for sexual and reproductive health, nutrition and education, and principled, timely, needs-based humanitarian assistance that better addresses the particular needs and potential of women and girls. These efforts align with SDG 3 (good health and well-being), SDG 2 (zero hunger), and SDG 4 (quality education) and the commitments made at the World Humanitarian Summit.

3. Growth that works for everyone. Canada will promote economic growth that disproportionately benefits the poorest, in particular women and girls. Canada will help increase women’s access to economic opportunities and resources in support of SDG 8 (decent work and economic growth) and SDG 10 (reduced inequalities). Doing so helps women and girls achieve the economic independence they need to take control of their lives.

CONSULTATIONS ON PRIORITY ISSUES: CANADA’S INTERNATIONAL ASSISTANCE REVIEW

In 2016, Canada conducted an extensive review of its international assistance. Canada sought to engage and consult a wide audience to identify evidence-based recommendations to help shape Canada’s international assistance. Global Affairs Canada reached out to the general public and civil society organizations in Canada and abroad and engaged with leaders in the Global South, and heard the voices of the poor. The review benefited from the input of members of the House of Commons Standing Committee on Foreign Affairs and International Development. Canadian parliamentarians also submitted ideas via the review’s dedicated website. The engagement was varied in order to enable the participation of as many people as possible—from webcasting events, using Google Hangouts, promoting the consultation process through social media (#DevCanada), and by making consultation materials available in English, French and local languages.

More than 300 public consultations were held across 65 countries and nine high-level consultations were held throughout Canada. More than 10,600 written inputs were received and over 15,000 people and partners engaged. Participants provided many suggestions about how Canada can deliver its international assistance more innovatively, efficiently and effectively, and better measure the results. An online summary of the consultations, “What We Heard,” was published, and six months later the Feminist International Assistance Policy was launched.
4. Environment and climate action. Canada supports government planning and initiatives to mitigate and adapt to climate change; advance women’s leadership and decision making; and create economic opportunities for women in clean energy. This thematic priority helps to implement SDG 13 (climate action) and SDG 6 (clean water and sanitation) and is also guided by Canada’s Paris climate change agreement commitments. Canada’s approach will be to undertake targeted programming in environment and to continue mainstreaming environment in all of its international assistance activities to ensure the sustainability of development results.

5. Inclusive governance. Canada seeks to end gender discrimination by promoting and protecting human rights, advancing the rule of law, building stronger institutions and encouraging greater political participation by women and girls. These efforts touch upon many elements of SDG 16 (peace, justice and strong institutions) and SDG 17 (partnerships).

6. Peace and security. Canada supports greater participation of women in peacebuilding and post-conflict reconstruction efforts, increased representation of women in the security sector, and a zero-tolerance policy for sexual violence and abuse by peacekeepers.
Table 1 provides some examples of Canada’s six action areas in practice:

<table>
<thead>
<tr>
<th>Table 1: Canada’s action areas in practice</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gender equality and the empowerment of women and girls</strong></td>
</tr>
<tr>
<td>• Through Canada’s Promoting Social Cohesion through Community Support project, 700 Iraqi women from various cultural backgrounds learned more about their rights and participated in decision-making processes within their communities.</td>
</tr>
<tr>
<td>• With Canada’s support, the Together for Girls Partnership in Tanzania has facilitated the reporting of 52 cases of violence, abuse, neglect and exploitation to the National Child Helpline between February 2016 and January 2017. As part of this project, the Government of Tanzania launched the landmark National Plan of Action to End Violence against Women and Children.</td>
</tr>
<tr>
<td>• The International Development Research Centre’s (IDRC) $17.5-million, five-year Growth and Economic Opportunities for Women program is filling gaps in the evidence base on women’s economic empowerment, gender equality and economic growth in low-income countries. Jointly funded with the U.K.’s Department for International Development and the William and Flora Hewlett Foundation, the program is supporting 14 research projects in 50 countries that aim to generate knowledge on how best to overcome challenges, such as deeply rooted restrictive social norms that limit women’s choices and access to opportunities and the lack of recognition and value given to women’s dual roles as caregivers and breadwinners.</td>
</tr>
<tr>
<td><strong>Human dignity</strong></td>
</tr>
<tr>
<td>• Canada’s health programming focused on the delivery of a full range of sexual and reproductive, maternal, newborn, child and adolescent health and nutrition services for the poorest and most vulnerable populations. For example, in 2016-2017, Canada reached 1.69 million women of reproductive age in Bangladesh, Ethiopia and Indonesia and 200,000 adolescent girls in India with iron and folic acid supplements to reduce rates of anaemia and improve birth outcomes.</td>
</tr>
<tr>
<td>• In Peru, Canada has helped improve access to quality of education through a long-standing partnership with UNICEF that began in 2010. More than 500,000 primary-level students have benefited via improved teacher training and educational materials.</td>
</tr>
<tr>
<td>• In 2016, Canada announced $125 million in support over five years for the Canadian Foodgrains Bank for the provision of emergency food assistance and nutritional support. The Canadian Foodgrains Bank is a partnership of 15 churches and church-based agencies. Together, they provide food assistance to people experiencing humanitarian crises, with most funding and programming flowing through local actors. In 2016-2017, with support from Canada and others, the Canadian Foodgrains Bank provided $41.2 million to support 127 projects in 35 countries, reaching over 900,000 people.</td>
</tr>
<tr>
<td><strong>Growth that works for everyone</strong></td>
</tr>
<tr>
<td>• Through the New Partnership for Sustainable Impact Investing in Frontier Markets project, Canada used its ODA as first loss protection (a guarantee or promise of partial insurance if the investor loses financing up to a certain amount) in a small and medium-sized enterprise (SME) investment fund. The fund, which supports services in countries in Central and South America, Africa and Asia, has invested in more than 93 SMEs, resulting in the creation of some 13,330 jobs (6,360 of which are held by women). Alongside its first loss protection, Canada also supported SMEs to adopt responsible business practices, such as integrating gender considerations into staffing policies.</td>
</tr>
<tr>
<td>• In Burkina Faso, Plan Canada established a partnership between government, the private sector and NGOs to enable girls and boys aged 13 to 18 to develop skills aligned with local labour market needs. Since 2011, a total of 8,265 young people, including 3,517 girls, have enrolled in non-formal basic education centres and vocational training centres supported by Plan Canada. Of these, 931 (including 239 girls) have found jobs.</td>
</tr>
</tbody>
</table>
Environment and climate action

- Through the Least Developed Countries Fund, Canada supported the Enhancing Adaptive Capacity and Resilience to Climate Change in the Agriculture Sector in Mali project. As at June 30, 2016, the project had helped 681 farmers in 113 villages to implement adaptation technologies and techniques. This represents a 54% increase in the take-up rate of new practices and technologies in the targeted region and has led to an increase in harvest yields of 83.5% due to the introduction of drought-tolerant crop species.

- In Jordan, Canada is investing over $20 million in the renewable-energy sector to promote the adoption of new technologies, such as solar panels and heaters for households. Not only will adoption of such technologies have climate change benefits, it will result in significant savings for some of the poorest families in Jordan. Women will play critical roles in the promotion and maintenance of these technologies, as trained “energy ambassadors” and technicians.

Inclusive governance

- From 2013-2016, Canada supported the International Foundation for Electoral Systems to strengthen the Election Commission of Pakistan, training over 1,800 permanent staff. This enabled the Commission to train over 450,000 election poll workers, add approximately 1.2 million new people to the electoral rolls, and register almost 5,900 people with disabilities (including over 2,800 women) to vote.

- In 2016-2017, Canada supported the expansion of Ukraine’s legal aid system to include over 500 local legal offices across the country. These offices provided free legal aid services to more than 387,000 clients, including to the most marginalized and vulnerable citizens, helping to increase the protection of their rights and improve their access to justice.

- In 2016-2017, with Global Affairs Canada’s support, the Inter-Parliamentary Union undertook research and evidence-based analysis on prejudice, harassment and violence against women parliamentarians. Fifty-five women parliamentarians from 39 countries and 42 parliaments provided data. This analysis was done to support the equitable and inclusive participation of women and other marginalized and vulnerable groups in decision-making processes.

Peace and security

- In Mali, Canada has supported UN-led efforts to advance implementation of the peace process and professionalize and reform Malian security services. These efforts also helped extend state authority and stabilize conflict-affected regions of the country. Canadian initiatives in Mali are helping to foster dialogue; connect populations to the government; deliver essential services; and lay the foundations for a durable and inclusive peace.

- In 2016, the Government of Colombia concluded a historic peace agreement with the country’s largest guerrilla group (FARC), ending a 50-year internal armed conflict. Canada helped to fund the transition to peace, including by providing financial support for the international electoral observation mission for the October 2016 peace accord plebiscite. Canada also provided $1.3 million to strengthen the capacity of Colombian security forces. This has supported their efforts to coordinate, direct and conduct humanitarian demining activities in areas most affected by the threat of landmines.

With the Official Development Assistance Accountability Act and the Feminist International Assistance Policy as the overarching framework for international assistance, Global Affairs Canada provides more detailed policy and programming guidance to staff and partners through a suite of guidance documents at different levels of detail (see Figure 2). Its previous suite of policy guidelines for staff and external partners is currently in the process of being replaced following the release of the new policy. Archived examples of policy guidance under the previous policy can be found at http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/index.aspx?lang=eng&menu_id=263 (see dropdown menu, “Our past priorities and strategies”).

Such policy guidance and related tools are available publicly on the web, and internally at Global Affairs Canada through a web-based compendium called Modus, which is used by employees as the authoritative and most up-to-date source of departmental practices, including policies and directives, strategies and frameworks, guidelines and instructions, and templates and forms.
The new policy suite will include policies for each of the new action areas from the Feminist International Assistance Policy, as well more detailed guidelines and tools in specific areas. In parallel to these efforts, the department is renewing its guidance for programming, including strategies, guidelines, and tools to deliver on the policy’s new commitments to innovation, partnerships and flexibility.

### 2.3 Basis for decision making

Figure 2 (above) reflects Canada’s overall basis for decision making on international assistance. The most significant recent development in this framework is, of course, the Feminist International Assistance Policy, which now guides all of Canada’s international assistance engagement, including programming and advocacy. This fundamental change to the policy framework will in turn require new policy guidance at the lower levels of the hierarchy noted in Figure 2.

The policy encompasses all international assistance efforts, including humanitarian, development, and peace and security assistance. It also guides programming across all channels—geographic programs (country-to-country assistance), partnership programs, peace and security assistance, multilateral programs and humanitarian assistance.

In terms of investments, Global Affairs Canada conducts an annual planning exercise to ensure development assistance programming aligns with Canada’s priorities, commitments and targets. This process is the foundation for Canada’s development programming throughout the year. Humanitarian assistance programming is also part of this exercise, though in a fashion that preserves flexibility to respond to emergencies throughout the year.

To ensure optimal use of international assistance, Canada directs most resources to where incidence of poverty, inequality and fragility are most acute. Canada actively seeks to improve the modalities for delivering assistance in order that it corresponds to local needs and priorities.
and is nimble enough to adapt quickly to evolving challenges and opportunities. As such, as outlined in the new policy, Canada is moving away from the former “countries of focus” approach to geographic engagement, which concentrated development assistance on a fixed shortlist of countries. Canada will adopt a more flexible, less rigid approach, while continuing to concentrate international assistance where need is greatest and where Canada can best make a real difference for the poorest and most vulnerable. Canada will adapt its international assistance resources, tools and approaches through three main categories of engagement:

1. **Partnerships for development**: longer-term development assistance for low-income countries to reduce poverty and vulnerability and create the conditions for more inclusive growth.

2. **Partnerships for peace, security, and recovery**: more effective engagement with fragile states and countries in crisis leading to better-integrated support for countries facing crisis situations or protracted humanitarian challenges.

3. **Partnerships for transition**: targeted assistance that supports more democratic, inclusive and accountable governance and that supports sustained economic growth in middle-income countries, to help those countries transition into fuller, more self-sufficient economic partners.

Canada will maintain the ability to provide targeted and shorter-term assistance—including principled, timely, and needs-based humanitarian assistance—on a selective basis to a range of countries and regions (see Chapter 7).

As part of its overall approach, Canada remains firmly committed to strong multilateral engagement, particularly as an important way to advance the implementation of the global sustainable development agenda. Canada provides issue-specific support (e.g. as part of coalitions or to reinforce initiatives) as well as consistent institutional support to enable multilateral effectiveness. Canada partners with multilateral and global organizations that are best positioned and equipped to address key global challenges effectively. Canada provides long-term institutional support and assessed contributions to reinforce and enable the mandates of selected agencies, in addition to support for selected global programming initiatives. Canada establishes initial institutional funding levels for each organization, with reference to the organization’s mandate, performance, effectiveness, governance controls and alignment with Canada’s priorities. While levels of long-term institutional support generally remain consistent, Canada also takes into account evaluations (e.g. Multilateral Organization Assessment Performance Assessment Network, or MOPAN, evaluations), as well as multilateral reviews that have been finalized since the last round of funding was approved (e.g. the recent UK Multilateral Development Review). More broadly, Canada is a global role model, known for its contributions in support of strengthening global governance, including support for the United Nations Secretary General’s reform effort, for the timely provision of assessed contributions to UN and multilateral organizations and, overall, for its constructive multilateral leadership role.

### 3. FINANCING FOR DEVELOPMENT

Canada recognizes the critical role of international public finance in advancing sustainable development and realizing the 2030 Agenda. Official development assistance (ODA) accounts for most Canadian international assistance funding which, since 2012, has been 100% untied. As highlighted earlier, Canada is refocusing its efforts on the poorest and most vulnerable and supporting those in fragile states, where its ODA resources can have the greatest impact. However, Canada is also conscious that ODA alone is insufficient to meet the collective commitments to eliminate extreme poverty, a point highlighted at the Addis Ababa Conference on Financing for Development. That is why Canada’s Feminist International Assistance Policy includes a firm commitment to modernizing its approach—by supporting innovative and flexible financing tools to achieve its targets—and an emphasis on attracting new investment partners. By directing ODA where the incidence of poverty and fragility are most acute, deploying it in ways most attuned to the circumstances of partner countries, and by leveraging new sources of capital for development, Canada can most effectively contribute to and accelerate global poverty reduction efforts.

#### 3.1 Overall volume of official development assistance and targets

In 2016, Canada contributed over $5.3 billion (US$3.9 billion) in ODA. Canada manages most resources for ODA through its International Assistance Envelope (IAE), a dedicated pool of resources co-managed by the ministers of finance, foreign affairs and international development. Aligned with Canada’s federal budget process, the IAE provides a valuable whole-of-government planning and budgeting framework that supports
coordination and coherence across federal organizations involved in international assistance activities. It also provides stability and predictability of funding while allowing for adjustments to evolving priorities.

In **Budget 2016** and **Budget 2017**, the Government of Canada increased the resources available for the IAE to enhance Canada’s ability to respond to emerging international priorities. In Budget 2016, $256 million in new funding was introduced over two years to increase Canada’s ability to respond to emerging international assistance priorities, while Budget 2017 allocated a further $256 million over five years to support Canada’s membership in the Asian Infrastructure Investment Bank. Budget 2017 also announced the initial capitalization of a new Development Finance Institution with $300 million over five years to support sustainable development and poverty reduction in developing countries.

Canada has made several strategic international commitments in response to global sustainable development priorities and which guide an important proportion of its immediate ODA programming, including:

- $3.5 billion (2015-2020) to end the preventable deaths of mothers, newborns and children under five and support mothers and children to thrive;
- $2.65 billion (2015-2020) to help developing countries combat climate change;
- $1.1 billion (2015-2018) in ODA to respond to the humanitarian and development assistance needs for the ongoing crises in Iraq and Syria and their wider impact on the region;
- $650 million (2017-2020) to close persistent gaps in sexual and reproductive health and rights for women and girls; and
- $100 million (2017-2022) in dedicated funding for Canadian small and medium organizations to support innovative programming in partnership with local organizations.

Canada recently established the following new commitments and targets to guide its future IAE investments, which represent a significant refocusing of efforts to achieve poverty reduction objectives:

- By 2021-2022, no less than 95% of Canada’s bilateral international development assistance initiatives will target or integrate gender equality and the empowerment of women and girls.
- By 2021-2022, Canada will ensure that no less than 50% of its bilateral international development assistance is directed to sub-Saharan African countries.

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*Figure 3: Global Affairs Canada’s international assistance by action area*
Figure 3 illustrates Global Affairs Canada’s planned 2017-2018 expenditures by action area.

Canada attaches high importance to fulfilling any international pledges it makes, which it sees as vital for maintaining its well-earned reputation as a reliable partner and providing much needed predictability and transparency. Canada’s track record in this regard is clear:

- In 2015, Canada fulfilled its commitment to providing $1.1 billion in new funding to maternal, newborn and child health and maintained $1.75 billion in baseline funding between 2010 and 2015.

- For the 2017 to 2019 period, Canada has committed $785 million to the Global Fund to Fight AIDS, Tuberculosis and Malaria. Since its inception in 2002, Canada has delivered more than $2.8 billion to the Global Fund.

- From 2011 to 2016, Canada committed and disbursed more than $1 billion in humanitarian, development and security assistance in response to the crisis in Syria.

- Between 2006 and 2016, Canada contributed $450 million to support the African Health System Initiative following its announcement at the 2006 G8 Summit.

- Between 2010 and 2013, Canada committed and disbursed $1.2 billion toward climate change fast-start financing.

- Since 2012-2013, Canada has provided $299 million to meet its New Alliance for Food Security and Nutrition commitment.

- In 2011, Canada became the first G8 country to fulfil its $1.18-billion commitment made under the L’Aquila Food Security Initiative, focused on sustainable agriculture development and ensuring emergency food aid assistance.

- Canada regularly exceeds its minimum annual commitment of $250 million to the Food Assistance Convention.

- Between 2010 and 2016, Canada met its $111-million commitment to the Canadian HIV Vaccine Initiative.

- Between 2012 and 2013, Canada contributed $64.4 million to the Sahel crisis, including $6.9 million to match donations made by the Canadian public.

- In 2012, Canada spent $143 million in relief for the East Africa drought, including $70.4 million to match Canadians’ donations.

In 2011, Canada joined the International Aid Transparency Initiative (IATI) and began publishing data in accordance with the IATI standard in 2012. In 2017, Global Affairs Canada began publishing its IATI data daily. In addition, Canada also publishes a range of narrative information and more formal reports on a regular basis. Canada is continuously working on improving the quality, quantity, accessibility and usability of the information it makes available to the public on its international assistance activities—a philosophy that it has brought to its contributions as Chair of the Governing Board of IATI since March 2016.

Canada’s statistical reporting to the OECD-DAC conforms to ODA rules. Canada reports all of its international assistance, whether it qualifies as ODA or not. Canada reports on other official flows such as export credits in line with OECD reporting directives. Global Affairs Canada is working with other government departments to pilot reporting on the OECD’s emerging concept of Total Official Support for Sustainable Development. Currently, Canada is among the highest-rated reporters in the OECD’s Creditor Reporting System, consistently receiving top scores in timeliness, completeness and accuracy. In 2017, Canada was one of only six donors to be rated as excellent. 2

In addition to reporting to the OECD, the minister of international development and La Francophonie presents an annual Report to Parliament on the Government of Canada’s Official Development Assistance. This report provides an illustrative summary of the collective efforts of Canadian federal departments and agencies that provide ODA, in accordance with the Official Development Assistance Accountability Act. Six months after this report is submitted, an accompanying report, the Statistical Report on International Assistance, is published. The statistical report provides a single source for international assistance expenditure statistics, including ODA and other official assistance, for Canada as a whole. This report is presented on an expenditures basis and uses international standards that facilitate historical comparison as well as comparison with reports from other international assistance donors.

Table 2 describes the amount of Canada’s international assistance in 2015-2016, disbursed by department or source.

2 As per the Development Co-operation Directorate (DCD) assessment in DCD/DAC/STAT(2017)15
**CANADA’S INTERNATIONAL ASSISTANCE BY DEPARTMENT OR SOURCE**

**2015–2016 DISBURSEMENTS IN C$ MILLIONS ON A GROSS BASIS**

<table>
<thead>
<tr>
<th>DEPARTMENT/SOURCE</th>
<th>INTERNATIONAL ASSISTANCE</th>
<th>OF WHICH</th>
<th>PROGRAMS FUNDED BY THE IAE</th>
<th>ODA: ODAAA (STATISTICAL REPORT)*</th>
<th>ODA: OECD-DAC**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Global Affairs Canada</td>
<td>3,952.53</td>
<td>3,915.44</td>
<td>3,803.62</td>
<td>3,803.62</td>
<td></td>
</tr>
<tr>
<td>Department of Finance Canada</td>
<td>492.81</td>
<td>492.81</td>
<td>492.81</td>
<td>492.81</td>
<td></td>
</tr>
<tr>
<td>International Development Research Centre</td>
<td>194.58</td>
<td>194.58</td>
<td>194.58</td>
<td>194.58</td>
<td></td>
</tr>
<tr>
<td>Royal Canadian Mounted Police</td>
<td>28.91</td>
<td>28.91</td>
<td>28.91</td>
<td>28.91</td>
<td></td>
</tr>
<tr>
<td>Public Health Agency of Canada</td>
<td>18.04</td>
<td>-</td>
<td>18.04</td>
<td>18.04</td>
<td></td>
</tr>
<tr>
<td>Department of National Defence</td>
<td>8.22</td>
<td>-</td>
<td>8.22</td>
<td>8.22</td>
<td></td>
</tr>
<tr>
<td>Environment and Climate Change Canada</td>
<td>8.16</td>
<td>-</td>
<td>8.16</td>
<td>8.16</td>
<td></td>
</tr>
<tr>
<td>Canada Revenue Agency</td>
<td>1.07</td>
<td>-</td>
<td>1.07</td>
<td>1.07</td>
<td></td>
</tr>
<tr>
<td>Innovation, Science and Economic Development Canada</td>
<td>1.03</td>
<td>-</td>
<td>1.03</td>
<td>1.03</td>
<td></td>
</tr>
<tr>
<td>Employment and Social Development Canada Labour Program</td>
<td>1.00</td>
<td>-</td>
<td>1.00</td>
<td>1.00</td>
<td></td>
</tr>
<tr>
<td>Parks Canada</td>
<td>0.88</td>
<td>-</td>
<td>0.88</td>
<td>0.88</td>
<td></td>
</tr>
<tr>
<td>Health Canada</td>
<td>0.48</td>
<td>-</td>
<td>0.48</td>
<td>0.48</td>
<td></td>
</tr>
<tr>
<td>Statistics Canada</td>
<td>0.44</td>
<td>-</td>
<td>0.44</td>
<td>0.44</td>
<td></td>
</tr>
<tr>
<td>Transport Canada</td>
<td>0.36</td>
<td>-</td>
<td>0.36</td>
<td>0.36</td>
<td></td>
</tr>
<tr>
<td>Canadian Intellectual Property Office</td>
<td>0.05</td>
<td>-</td>
<td>0.05</td>
<td>0.05</td>
<td></td>
</tr>
<tr>
<td>Natural Resources Canada</td>
<td>0.04</td>
<td>-</td>
<td>0.04</td>
<td>0.04</td>
<td></td>
</tr>
<tr>
<td>Immigration, Refugees and Citizenship Canada (refugee costs)</td>
<td>256.46</td>
<td>-</td>
<td>256.46</td>
<td>256.46</td>
<td></td>
</tr>
<tr>
<td>Services received by Global Affairs Canada from other government departments</td>
<td>18.16</td>
<td>6.12</td>
<td>18.16</td>
<td>18.16</td>
<td></td>
</tr>
<tr>
<td><strong>Subtotal - Departments reporting under the ODAAA</strong></td>
<td>4,983.23</td>
<td>4,637.86</td>
<td>4,834.32</td>
<td>4,834.32</td>
<td></td>
</tr>
<tr>
<td>% of international assistance</td>
<td></td>
<td></td>
<td>93%</td>
<td>97%</td>
<td>97%</td>
</tr>
</tbody>
</table>

**OTHER DEPARTMENTS, SOURCES**

<table>
<thead>
<tr>
<th>OTHER DEPARTMENTS, SOURCES</th>
<th>INTERNATIONAL ASSISTANCE</th>
<th>OF WHICH</th>
<th>PROGRAMS FUNDED BY THE IAE</th>
<th>ODA: ODAAA (STATISTICAL REPORT)*</th>
<th>ODA: OECD-DAC**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cost of refugees in Canada (provincial costs)</td>
<td>256.46</td>
<td>-</td>
<td>256.46</td>
<td>256.46</td>
<td></td>
</tr>
<tr>
<td>Foreign student subsidies</td>
<td>151.63</td>
<td>-</td>
<td>151.63</td>
<td>151.63</td>
<td></td>
</tr>
<tr>
<td>Provincial and municipal assistance programs</td>
<td>34.40</td>
<td>-</td>
<td>34.40</td>
<td>34.40</td>
<td></td>
</tr>
<tr>
<td><strong>Subtotal - Other departments, sources</strong></td>
<td>446.66</td>
<td>-</td>
<td>446.66</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>5,429.89</td>
<td>4,637.86</td>
<td>4,834.32</td>
<td>5,280.98</td>
<td></td>
</tr>
<tr>
<td>% of total international assistance</td>
<td></td>
<td></td>
<td>85%</td>
<td>89%</td>
<td>97%</td>
</tr>
</tbody>
</table>

*Any difference between the figures in the “ODA: ODAAA (Statistical Report)” column and those published in the Report to Parliament on the Government of Canada’s Official Development Assistance 2015–2016 (the summary report) can be attributed to the preliminary nature of the latter report. This statistical report provides finalized figures.

**The “ODA: OECD-DAC” figures presented in this table are shown on a fiscal year basis, in Canadian dollars, in order to compare and contrast reporting under the ODAAA versus the ODA reported to the OECD. When Canada reports to the OECD-DAC, figures are reported on a calendar-year basis in US dollars. Their depiction in this table is for illustrative purposes only. In addition, loan repayments are excluded from this table to enable comparison between columns. The ODAAA requires departments to report on their gross disbursements whereas the OECD reports on both a gross and a net basis.***
3.2 Bilateral official development assistance allocations

In 2015-2016, over 40% of Global Affairs Canada’s bilateral assistance programming was disbursed through geographic programs (Canada’s channel for country programmable aid). Between 2000 and 2014, Canada went from having geographic programming in 89 countries to 37 countries, concentrating its resources in fewer and larger bilateral programs to maximize impact. As part of the Aid Effectiveness Action Plan, Canada allocated 90% of geographic program spending to 25 “countries of focus.” The remaining geographic spending was primarily allocated to 12 “development partner countries,” as well as a small number of regional programs (e.g. pan-African). Figure 4 shows the geographic distribution of Canada’s assistance for fiscal years 2013-2014 to 2015-2016.

By concentrating its financial and human resources in fewer but larger country programs, Canada improved its ability to deliver development impact and fostered stronger relations and a more credible voice with local partners, including partner governments and other donors. However, the approach lacked flexibility to respond to a changing global context and emerging country needs. As stakeholders noted during the 2016 international assistance review consultations, Canada’s focus on geographic concentration was not sufficiently nuanced or responsive and needed to be reoriented to better serve the poorest and most vulnerable and those living in fragile states.

As noted in Chapter 2, under its new policy, Canada will move to a more nimble approach to geographic programming in order to more quickly adapt to evolving needs and opportunities. To that end, Canada will discontinue its countries-of-focus approach, which concentrated development assistance on a fixed shortlist of countries. Instead, Canada will target its assistance where the incidence of poverty, inequality and fragility are most acute, deploying and sequencing its various program tools based on the needs and evolving context of a partner country; this approach is consistent with the evolution among OECD-DAC members more broadly. Chapters 2 and 5 provide more details on Canada’s changing approach to international assistance programming.

Figure 4: Geographic distribution of Canada’s international assistance disbursements, three-year average (2013-2014 to 2015-2016)

Note:
* Global: refers to costs that cannot be assigned by country or region (e.g. in-donor refugee costs, imputed foreign student subsidies, and various operations and management costs)
3.3 Multilateral official development assistance allocations

Over the last three fiscal years, the Government of Canada has provided an average of $2.8 billion in ODA through multilateral organizations, or roughly 50% of its total international assistance. This reflects Canada’s view that it can maximize impact by pooling and/or catalyzing funds from other donors through support to multilateral and global organizations that are well positioned to collaborate with governments to improve the quality of life in developing countries, provide assistance in emergencies, and address the complex challenges of fragile states.

Table 3: Top multilateral organization recipients of Canadian ODA (all channels)

<table>
<thead>
<tr>
<th>NAMES (SHORT FORMS)</th>
<th>RECIPIENT MULTILATERAL ORGANIZATIONS</th>
<th>AVERAGE FOR FISCAL YEARS 2013-2014 to 2015-2016 Million $ (Canadian)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 IDA</td>
<td>International Development Association</td>
<td>588.81</td>
</tr>
<tr>
<td>2 WFP</td>
<td>World Food Programme</td>
<td>323.39</td>
</tr>
<tr>
<td>3 Global Fund</td>
<td>Global Fund to Fight AIDS, Tuberculosis and Malaria</td>
<td>197.78</td>
</tr>
<tr>
<td>4 World Bank</td>
<td>World Bank (excluding IDA)</td>
<td>196.66</td>
</tr>
<tr>
<td>5 UNICEF</td>
<td>United Nations Children’s Fund</td>
<td>187.61</td>
</tr>
<tr>
<td>6 AfDB</td>
<td>African Development Bank</td>
<td>131.71</td>
</tr>
<tr>
<td>7 UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
<td>109.94</td>
</tr>
<tr>
<td>8 UNDP</td>
<td>United Nations Development Programme</td>
<td>105.81</td>
</tr>
<tr>
<td>9 ADB</td>
<td>Asian Development Bank</td>
<td>86.75</td>
</tr>
<tr>
<td>10 WHO</td>
<td>World Health Organization</td>
<td>73.32</td>
</tr>
<tr>
<td>11 GCF</td>
<td>Green Climate Fund</td>
<td>56.00</td>
</tr>
<tr>
<td>12 GEF</td>
<td>Global Environment Facility</td>
<td>54.75</td>
</tr>
<tr>
<td>13 Gavi</td>
<td>Gavi, the Vaccine Alliance</td>
<td>53.33</td>
</tr>
<tr>
<td>14 IDA-MDRI</td>
<td>IDA-Multilateral Debt Relief Initiative</td>
<td>51.20</td>
</tr>
<tr>
<td>15 UNFPA</td>
<td>United Nations Population Fund</td>
<td>48.68</td>
</tr>
<tr>
<td>16 IDB</td>
<td>Inter-American Development Bank</td>
<td>37.32</td>
</tr>
<tr>
<td>17 IOF</td>
<td>International Organisation of La Francophonie</td>
<td>33.18</td>
</tr>
<tr>
<td>18 IFAD</td>
<td>International Fund for Agricultural Development</td>
<td>31.70</td>
</tr>
<tr>
<td>19 IOM</td>
<td>International Organization for Migration</td>
<td>31.57</td>
</tr>
<tr>
<td>20 FAO</td>
<td>Food and Agricultural Organization of the United Nations</td>
<td>24.67</td>
</tr>
</tbody>
</table>
3.4 Financing for development

Official development assistance is an important source of financing to support poverty reduction, promote sustainable development, assist with vulnerable groups and promote peace and security. However, the challenge to eradicate poverty by 2030 is more than governments alone can manage, with experts indicating it will take up to US$7 trillion per year in financing from the global community to achieve these goals.

As such, Canada is actively seeking ways to use its ODA to leverage private capital and non-traditional sources of funding and is seeking to mobilize private-public partnerships to achieve sustainable development outcomes. This emphasis is in step with a broader international movement to expand the funding available to supplement ODA, including by using public and/or philanthropic funds to share and reduce risk, increase liquidity and address timing mismatches related to project financing.

It should be recalled that Canada’s efforts in this area build on a strong foundation of past experience. Canada has made use of blended finance and other development financing tools to leverage ODA since the 1980s. In the past, Canadian initiatives have had the backing of innovative instruments such as “credit mixte” approaches, equity investments, first loss guarantees, and collective investment vehicles. Canada has also used ODA and other concessional finance to facilitate products such as loans, equity, guarantees and catastrophic risk insurance by external partners such as the World Bank.

During Canada’s 2016 International Assistance Review, Canadians voiced strong support for innovative funding mechanism initiatives, including blended finance, partnerships with the private sector and using new tools such as concessional loans. The new policy commits to increasing and diversifying the mechanisms that can be used and, indeed, work is already under way to adapt Canadian policies and frameworks to provide flexibility to work with partners on innovative initiatives, such as providing first loss guarantees, repayable contributions and payment for results.

In alignment with the government’s Innovation Agenda, new authorities to deliver transfer payments were approved by the Treasury Board in April 2017. Global Affairs Canada intends to invoke some of these generic terms and conditions to use new funding models, such as incentive-based funding and prizes and challenges. The new funding models would potentially allow Global Affairs Canada to better leverage additional funding from the private sector, and improve effectiveness and efficiencies, with the goal of reaching a broader range of recipients.

Canada is currently making blended finance investments in the areas of climate finance, small and medium-sized enterprise development, agriculture and trade finance. To encourage clean growth, for example, Canada is working with other governments to develop innovative tools to mobilize finance in clean and resilient technologies, including with multilateral development banks and development finance institutions. In November 2015, Canada announced it would contribute $2.65 billion over five years to help developing countries transition to low-carbon, sustainable and resilient economies. Nearly $1.8 billion of that funding is mobilizing private sector support for developing countries in areas such as clean technology, climate-smart agriculture, sustainable forestry and climate-resilient infrastructure.

Canada’s climate change commitments also include $200 million for a second phase of the Canadian Climate Fund for the Private Sector in Asia, managed at the Asian Development Bank. As well, Canada will be providing $150 million in support of the Africa Renewable Energy Initiative, which will spur private sector investment in areas such as solar, hydro and wind power, and improve energy access in the region.

Canada is also fostering intellectual leadership and investing in enabling platforms to promote financing for sustainable development issues. For instance, Canada and Jamaica are leading the Group of Friends of SDG Financing at the United Nations in New York. The Group is a platform to promote solution-oriented ideas for unlocking capital for development.
Moreover, Canada has been a top donor and founding member of the Global Financing Facility (GFF). With its country-led, multi-stakeholder, multi-sectoral and leveraging approach, it represents a new era in development in support of the UN Secretary General’s Global Strategy for Women’s, Children’s and Adolescents’ Health. Canada is providing $240 million to the multi-donor trust fund of which $100 million is earmarked for Civil Registration and Vital Statistics (a critical yet underfunded area vital to the protection of human rights) and $20 million earmarked for sexual and reproductive health and rights. Canada has been engaged with the GFF at multiple levels since its inception. Canada is playing a significant leadership role by providing strategic and operational guidance through membership in the GFF’s governance structures. Canada also fulfills a champion role in promoting the GFF as a catalytic and innovative mechanism to attract new donors.

Canada hosts and funds Convergence, an investment network and a design fund facility to promote blended financing from public, private and philanthropic partners through information sharing, connecting public and private investors, and piloting structured finance models. Canada committed $19.1 million to Convergence between 2016 and 2021, $10 million of which is for the design fund facility. The mechanism responds to well-known constraints in blended financing such as fragmented networks, high transaction costs, high risk and limited information. Convergence also offers market building tools and a database of blended finance deals to support the structuring of blended finance transactions. To date, seven grants totalling $3.6 million have been awarded in diverse sectors, including climate change, health care, small and medium-sized enterprises, and agriculture.

With respect to domestic resource mobilization, Canada is helping developing countries improve their tax systems, allowing them to increase revenues to fund essential services. Canada supports revenue mobilization projects around the world and provides peer support to other tax administrations. For example, Canada is currently supporting revenue mobilization and tax administration capacity building efforts in Haiti and has also supported tax administration in Mali, the implementation of revenue collection information systems in the Tanzanian mining sector, and an International Monetary Fund regional initiative in the Caribbean on tax revenues and public financial management. Canada is also supporting public financial management capacity-building efforts in partnership with the Canadian Audit and Accountability Foundation, which is improving the capacity of Supreme Audit Institutions to exercise their role in improving domestic resource management, both in terms of efficient spending and revenue generation. Canada has also developed a prototype online Knowledge Sharing Platform for Tax Administrations (KSPTA) that is designed to foster the practical sharing of tax knowledge and expertise globally in a cost-effective and sustainable way. Through the Addis Tax Initiative, which Global Affairs Canada currently co-chairs, Canada and many other donor countries have committed to collectively doubling their spending on domestic resource mobilization capacity building by 2020.

Canada is committed to ensuring that all aspects of the Addis Ababa Action Agenda (Addis Agenda) are implemented in a gender-responsive manner. This reflects Canada’s firm view that investments in gender equality and the empowerment of women and girls are essential to achieving all aspects of sustainable development and leaving no one behind. The evidence shows that the economic empowerment of women is a powerful driver of growth and supports more inclusive economies and societies. According to some estimates, global GDP could increase by 11%, or US$12 trillion, if every country achieved the fastest rate of progress in its region on three key gender gaps, and by US$28 trillion if all countries achieved true gender parity.⁴ To help close the SDG financing gap, the Government of Canada’s support to the Impact Investing in Frontier Markets (INFRONT) project with the Mennonite Economic Development Associates and Sarona Asset Management provides first loss protection for investments in SMEs, including those owned by women or that provide financial services to women entrepreneurs. The project also supports SMEs that have received investments to improve their environmental and social practices, including, for example, advancing gender equality considerations in employee recruitment. Another example is the Women Entrepreneurship Development Project (WEDP), which Canada supports in Ethiopia. This project is currently test piloting the use of psychometric testing in microfinance institutes (MFIs) in Ethiopia to allow women entrepreneurs to borrow money from MFIs without the need for (or reduced amount of) collateral. More broadly, the new Feminist International Assistance Policy commits to a range of actions aimed at increasing women’s equal access to capital markets, technology, business development services, and leadership and training opportunities so they can fully benefit from financing for development opportunities.

In these ways and others, Canada is demonstrating its commitment to innovation in development financing to deliver positive impact for the poorest and most vulnerable, even as it ensures compliance with the spirit of the Official Development Assistance Accountability Act and development effectiveness principles. Canada’s efforts to modernize development finance are being pursued in concert with key stakeholders such as the OECD DAC, multilateral entities, emerging donors and private capital. Forums such as the UN Group of Friends of SDG Financing, for instance, are integral to enabling this new development paradigm.

4. STRUCTURE AND SYSTEMS

Canada’s institutional structures and systems help ensure that Canada is fit for purpose to deliver international assistance that is contemporary and tailored to country needs, aligned with the government’s priorities, and yields the greatest impact. Since the last peer review, Canada took important steps to enhance internal coherence, improve risk management and encourage innovation. The establishment of Global Affairs Canada by amalgamating the Canadian International Development Agency with Foreign Affairs, Trade and Development Canada has encouraged further assessment of opportunities to maximize the performance of Canada’s international assistance efforts. Most recently, with the design and roll out of the Feminist International Assistance Policy, significant effort is being devoted to transforming processes, systems and structures and improving programming mechanisms to become more streamlined, efficient and transparent. It represents an important shift in how the Government of Canada works and will ensure Canada is best positioned to deliver on its objectives to reduce poverty and build a more inclusive, peaceful and prosperous world.

4.1 Authority, mandate and coordination

Canada has clear accountability lines for its international assistance as well as frameworks and mechanisms to ensure whole-of-government coordination and integrated contributions to sustainable development outcomes.

Under the leadership of the minister of foreign affairs, the minister of international trade, and the minister of international development and La Francophonie, Global Affairs Canada is responsible for conducting Canada’s international relations, including international assistance. Consistent with the 2013 Department of Foreign Affairs, Trade and Development Act, Global Affairs Canada leads on the design and delivery of Canada’s international assistance, working closely with other government departments as appropriate. Uniquely, Canada, through the International Development Research Centre Act (1970), and led by the International Development Research Centre, also provides international assistance funding for the purpose of supporting global research on development problems.

Global Affairs Canada’s lead responsibility for international assistance was further reinforced in the mandate letters issued by the Prime Minister to his Cabinet in November 2015, where key international policy priorities and accountabilities were outlined. The letters called on all ministers to work collaboratively to ensure policy coherence for Canada’s international agenda and effective program delivery linkages.

The mandate letter for the Minister of International Development and La Francophonie instructed the Minister to lead Canada’s efforts to provide humanitarian assistance and help reduce poverty and inequality in the world. It further instructed the Minister to work closely with other ministers to deliver whole-of-government priorities related to, inter alia, climate change, international migration, development financing, governance, diversity, and human rights, including the rights of women and refugees.

The deputy minister of international development is the most senior civil servant responsible for the management and oversight of Canada’s development assistance. The deputy minister works closely with other deputy ministers to ensure the effective management of Canada’s international assistance envelope (outlined in Chapter 3).

Global Affairs Canada has an integrated and comprehensive corporate governance framework that ensures clear accountabilities for policies and resources and coordinates Canada’s international assistance. This framework also ensures that relevant expertise and senior management perspectives from headquarters and Canada’s mission network are brought to bear on international assistance decision making and in the articulation and validation of reporting and results. As shown in Figure 5, the framework consists of key entities that provide strategic direction, coordination, and support.
The Executive Board and the Policy Committee are at the most senior level. The Executive Board provides strategic direction and decision making in support of the deputy ministers in the achievement of the department’s strategic outcomes. The Policy Committee provides leadership, strategic guidance, advice and oversight for all of the department’s policy frameworks and reviews new policies to ensure policy coherence across all of the department’s business lines.

One level down are four “Level 2” committees. They report to the Executive Board and provide advice, oversight or play a challenge function to enhance departmental coherence and effectiveness on all issues. These committees are:

- **Assistant Deputy Minister Steering Committee on Security.** This committee provides strategic and integrated advice and oversight on the department’s security, health and safety obligations toward personnel and on safeguarding Government of Canada information and assets abroad and in Canada.

- **Resource Management Committee.** RMC provides leadership, advice and oversight on the effective use of financial resources and on aligning financial, non-financial and human resources with departmental priorities.

- **Corporate Management Committee.** CMC provides strategic guidance and oversight for departmental business functions, including human resources management, values and ethics, workplace well-being and mental health, IM/IT, legal and communications functions.

- **Programs Committee.** This committee provides guidance and oversight on programming issues for the department, including programming coherence and excellence.

The Audit Committee and the Performance Measurement and Evaluation Committee are complementary and vital oversight and accountability bodies. Their results inform the decision making of the Executive Committee and its subsidiary bodies. The Performance Measurement and Evaluation Committee was established in June 2017. It replaces what were two distinct evaluation committees of the former Canadian International Development Agency and Foreign Affairs, Trade and Development Canada. It aims to strengthen the planning, coordination and use of performance measurement and evaluation in the department.

Other structures and operational committees exist to facilitate integrated and coherent policy development and operational implementation across the department. Committees at the director-general level, such as the DG Program Committee, contribute to the department’s corporate governance and decision-making framework by providing a valued source of guidance and coordination on various corporate and business line functions related to Canada’s international assistance. These committees report to the Level 2 committees charged with making recommendations for decision.

The International Assistance Operations Bureau, established in April 2017, facilitates the provision, to all ministers and deputy ministers, of coherent advice related to the operationalization of Canada’s international assistance investments and provides operational guidance to branches delivering international assistance programming.
Several Global Affairs Canada branches are responsible for day-to-day management of policy and programming. They are located at Headquarters and are supported by corporate entities related to finance and Canada’s international platform. Each branch reports to and is governed by the corporate structures noted above, enabling them to deliver coherently and in an integrated manner on the government’s priorities:

- **Global Issues and Development Branch** is responsible for development policy and program management, including specialist advice, relating to specific sectors (e.g. food security, health and nutrition, climate action, education, child protection, gender equality, economic development, governance, humanitarian action) and for engaging with the UN system, international financial institutions, and a range of other multilateral entities.

- **Partnerships for Development Innovation Branch** leads the department’s engagement with Canadians and Canadian organizations on development issues and is the departmental focal point on development innovation, partnerships with civil society, and youth engagement.

- **Strategic Policy Branch** leads on the design and advancement of strategic policy related to Canada’s international assistance policy (including managing the International Assistance Envelope), the department’s work on key whole-of-government files (e.g. Agenda 2030, financing for development, migration and development, disaster risk reduction), and engagement with the G7 and G20. It also provides overall leadership on the evaluation and results function for international assistance programs.

- **International Security Branch** leads on security policy and programs, including as they relate to human rights, diversity and inclusion, conflict prevention, peace operations, stabilization and peacebuilding, crime, drugs and terrorism.

- **Geographic branches and Canada’s missions overseas** are responsible for managing country programs, including setting the strategic direction and implementing, reporting and evaluating projects at country and regional levels.

At a country level, the head of mission (HOM) is responsible for country policy and programming coherence and integration across all business lines. While heads of mission have always played the central role as integrators of programs at their missions, the 2013 departmental amalgamation created an opportunity to develop a new framework that empowers heads of mission to ensure policy and programming coherence, with the goal of improving program effectiveness and impact. The HOM plays a leadership role, signs off on, and is systematically involved in, the strategic planning and decision-making process of all programs. For the development program this includes the annual investment plan and individual project identification and endorsement. However, day-to-day management of development programs remains with the designated development program manager. Directors of development programs are accountable for the financial management of their program budgets, and they report directly to and require the approval of their functional director general at headquarters for the use of funds. The HOM is the Government of Canada’s public face and senior official interlocutor with national authorities for all in-country programs and activities.

### 4.2 Systems

Global Affairs Canada has an integrated business plan, which defines corporate level operational objectives and the resources needed to achieve commitments. At the program level, an investment plan is meant to align programming with policy priorities and identify new investment opportunities. At the initiative level, Canada’s Authorized Programming Process ensures that quality assurance, transparency and risk management are incorporated into project design, implementation, evaluation, closure and scale up.

The Authorized Programming Process (APP) provides a standardized process for grants and contributions programming through mechanisms such as requests for proposal / calls for proposal, unsolicited proposals, and institutional support, which can include program-based approaches (PBA), long-term institutional support, and government-to-government support. The APP helps ensure programming compliance with Government of Canada legislation, policies and regulations for managing public funds—such as the Financial Administration Act—including risk management and results-based management (RBM). Through the APP, the department can ensure that specialists are consulted at the right times (e.g. project initiation, design, assessment and implementation) and key information is documented to inform investment decisions.

Further to recommendations in the last DAC peer review, Global Affairs Canada has been streamlining processes for awarding grants and contributions. This includes incorporating feedback from an external review
Global Affairs Canada is implementing DAC recommendations, including steps to remove low-value elements of planning and approvals such as revising the Management Statement of Intent tool to reduce the time needed to initiate a project by 75%. It is also simplifying instructions and reducing application burdens for partners, such as with a preliminary proposal approach for calls. In addition, Canada is increasing the audit-readiness of project files and ensuring processes, tools and guidance incorporate all relevant legislation, policy and regulations.

Global Affairs Canada is expanding its Partners@International portal, which helps partners to respond to calls and submit unsolicited proposals. These enhancements include improving guidance material to facilitate proposal submission, checklists for applicants and for applications, and status updates on submissions already being processed.

**Quality assurance:** The Government of Canada has systems in place to ensure the quality of its international assistance, including in relation to crosscutting issues.

At the global level, Canada regularly participates in external control measures such as peer review, harmonization and alignment with initiatives of the global donor community, and assessment of design for results. In addition, Global Affairs Canada assesses ODA investments according to clear and publicly available criteria and formalized steps.

At the country level, the department evaluates initiatives for alignment and harmonization with host countries and in concert with other donors’ efforts to maximize aid effectiveness. This work is aided by Canada’s active participation in donor coordination bodies. If a project is selected for funding, a branch level committee carries out an internal peer review to:

- challenge the project on its soundness of design for development results;
- strengthen coherence and consistency for program and project planning, design and delivery; and
- establish best practices to be used routinely to improve project quality.

Once a project is selected, a robust system of monitoring and reporting is put in place.

Internally, the department integrates quality assurance checks throughout its investment and program planning process and has implemented other evaluation mechanisms (see Chapter 6). The department’s development specialists (e.g. sector, gender equality, governance and environment specialists) play a key role in quality assurance. They contribute to internal strategic analysis before initiatives are identified and they assist with project design, assessment and ongoing monitoring throughout implementation.

**The role of gender equality and empowerment in program design:** Global Affairs Canada’s staff currently relies on existing policy on Gender Equality guidance documents. These guidance notes will be updated to reflect new requirements by staff to put gender equality considerations at the centre of project design and selection as the most effective way to reduce poverty. Decision making will be informed by assessments of the greatest needs and where Canada can have the greatest impact.

In practical terms, Global Affairs Canada continues to use its gender equality coding system—in place since 2009—to help ensure that managing for gender equality results is at the front end of planning and approval processes. This approach will support Canada’s efforts to meet the feminist policy’s gender equality financing targets, contribute directly to achieving SDG 5, and catalyze efforts toward the achievement of all SDGs. The Gender-Based Analysis+ tool is another analytical asset used to assess the potential impacts and intersectionality of policies, programs, services, legislation and other initiatives on diverse groups of women, men and gender-diverse people.

**Transparency:** The Government of Canada is publishing an increasing amount of relevant international assistance information, and in line with commitments made in connection with the Busan Partnership. Building on Canada’s legislative framework for the accountability of Canadian official development aid, the government has also steadily improved the accountability and transparency of its development cooperation. It reports regularly to Canadians on its international assistance plans, activities and results throughout the year.

As noted in Chapter 1, Global Affairs Canada is among the leading publishers of timely, comprehensive and forward-looking information on development cooperation, in accordance with the International Aid Transparency Initiative (IATI) standard and DAC statistical reporting requirements. Canada is an active IATI member and was elected to chair the IATI Governing Board (2016-2018). The Government of Canada is also an active member of the Working Party on Development Finance Statistics (WP-STAT) and supports efforts to ensure donor data
meet the information needs of developing countries and non-state actors.

Canada worked with other IATI members to lead the development of new DAC purpose codes that enable the alignment of aid data on country budget systems, satisfying a request made by partner countries at the time of the 2005 Paris Declaration. It also ensures that the IATI standard and related tools can function in several languages, and in this regard Canada’s IATI data is fully bilingual. Canada is also focusing on increasing the diversity and engagement of the IATI community. Global Affairs Canada publishes updated open data on its website daily, sharing information on development assistance through its Project Browser. The department also publishes information on Canada’s Open Data portal. In addition to IATI data files, statistical data and other information are available in machine-readable formats for researchers, students, the media or anyone interested in international assistance. Key reports and documents are also routinely published online. In 2016, Global Affairs Canada began publishing upcoming calls for proposals on its website to provide advance notice of calls that would be launched within 90 days.

Transparency is embedded in the legislative and policy frameworks. In compliance with the Official Development Assistance Accountability Act, Global Affairs Canada publishes annual narrative and statistical reports summarizing Canadian ODA activities and spending, and the department consults with partner governments, implementing agencies and beneficiaries as part of its development programming. Further to the Feminist International Assistance Policy, Global Affairs Canada is strengthening efforts to ensure the active and meaningful participation and decision making by women and girls in all international assistance initiatives (see Chapter 6).

**Procurement, contracting and agreement making:** The terms and conditions for international development assistance drive Global Affairs Canada’s procurement process. The Parliament of Canada determines Global Affairs Canada’s grants and contributions budget through appropriation Acts. The department then has the authority to provide grants and contributions (as cash or contracts for goods, commodities or services) for international development and humanitarian assistance. The Delegation of Financial and Contractual Signing Authorities Instrument is based on authorities granted to the minister of international development and reflects Global Affairs Canada’s fiduciary risk tolerance. The department enters into contracts with either an executing agency or a consultant to deliver the goods or services.

The Government of Canada cannot benefit from these contracts.

The Contracting Policy of another Canadian federal government department, the Treasury Board of Canada Secretariat (TBS), governs Canada’s aid procurement. Global Affairs Canada must adhere to government contracts regulations in the Financial Administration Act, seek TBS approval when the value of a contract exceeds a set threshold, and manage funds for advance, progress and final payment in accordance with the Contracting Policy.

The department conducts an independent review of requests for proposals over $500,000 before they are published on the Government of Canada’s Government Electronic Tendering Service (GETS). Evaluation results from these requests for proposal are subject to review by an executive-level evaluation review board. These control points ensure that the procurement processes comply with established legislative and regulatory requirements.

As described above, the APP contains built-in compliance and reporting requirements. In addition, Modus (the department’s internal evergreen electronic repository) captures guidelines, rules and tools for requests for proposals.

**Risk management:** Global Affairs Canada has committed to simplifying and streamlining the process for investment selection, decision making and management, which includes the way it assesses and responds to risk. While risk taking is a critical component of advancing innovation and maximizing the impacts of investments, it must be done so on a smart and informed basis. With efforts to minimize the administrative burden placed on the department and on partners, Global Affairs Canada identifies and addresses a range of risks via various whole-of-department and whole-of-government integrated risk management tools and processes. As an example, corporate risks are identified and the mitigation plans are set out in the Report on Plans and Priorities, the Corporate Risk Profile, and the Departmental Performance Report. Similarly, the Integrated Corporate Business Plan, Branch Risk Management Plans and Mission Risk Management Plans are the documents that outline the department’s plans for managing Global Affairs Canada’s operational risks.

At the program level, all country and regional development programs create and update Performance Information Profiles (PIP) for each program, and every PIP has a risk management section. At the recipient and initiative level, four main tools help manage and
mitigate development risks: the fiduciary risk evaluation tool (FRET), the APP risk table, submissions to TBS (risk and risk responses section, and risk and risk responses appendix), and the risk management strategy. The FRET provides a systematic, standardized and evidence-based approach to fiduciary risk management that assesses funding recipients and organizations charged with implementing development projects. It helps the department adapt the administrative burden of funding recipients based on the assessed level of fiduciary risk, in compliance with the TBS’s Policy on Transfer Payments. FRET assessments for each project are updated annually to track fiduciary risks and adjust response measures throughout the implementation of projects.

Global Affairs Canada has developed a new FRET template specific to blended finance and repayable contribution projects with 14 risk factors that evaluate different stakeholders. A separate Reflows Risks Tracking Module built into FRET allows for the proper assessment of credit and market risks and can track potential reflows of funding to Canada.

As a part of Canada’s $2.6-billion climate change commitment, Canada is also a lead donor to the African Risk Capacity Agency, a specialized agency of the African Union administered by the World Food Programme, which through innovative tools such as climate risk insurance, early warning systems and disaster risk planning improves countries’ capacity to better plan, prepare for respond to extreme weather events and natural disasters caused by climate change.

Consistent with the focus on innovation, Global Affairs Canada is moving toward taking responsible risks. In order to provide responsive international assistance, the department is developing a harmonized risk management tool for all grants and contributions across all programming streams related to development, trade and foreign affairs. This will replace several of the existing risk management tools and incorporate non-monetary risks, including security. This new approach will have many advantages, such as improving the monitoring and reporting of risks, facilitating risk-aware decision making, and providing the ability to make timely course corrections for better results. Canada is streamlining its funding application processes and modernizing its risk management procedures to better respond to specific country and partner contexts.

**Innovation and adaptation:** The mandate letter of the Minister of International Development and La Francophonie reaffirms Canada’s commitment to development innovation and effectiveness. Stakeholders echoed this call during the 2016 International Assistance Review process, and development innovation is one of the cornerstones of the new Feminist International Assistance Policy. For Canada, development innovation is understood to be “new business models, policy practices, technologies, behavioural insights or ways of delivering products and services that benefit and empower the poor in developing countries—any solution that has the potential to address an important development problem substantially more effectively than existing approaches.”

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**INNOVATION IN GOVERNMENT**

In December 2016, deputy heads received an Experimentation Directive from the Treasury Board Secretariat calling on them to experiment and test new innovations in their departments’ work. The document reinforces the government’s commitment to devoting a fixed percentage of program funds to experimenting with new approaches and measuring impact in order to instill a culture of measurement, evaluation and innovation in program and policy design and delivery. It provides context and direction for public servants on how to implement this commitment. An experimental government process encompasses an iterative continuum of innovation, experimentation and implementation to generate different forms of evidence to inform government decision making throughout the policy development cycle. Global Affairs Canada welcomes this initiative and is exploring how experimentation can be integrated into programming, including with partners.

Development innovation in Global Affairs Canada has three areas for action: measuring innovative results, developing an innovation tool kit, and fostering institutional change. The department is working to build a culture of innovation to implement this approach, including enhancing staff knowledge and skills and giving visibility to innovative program work. Some results to date include the creation of a:

- Departmental Development Innovation Unit, which provides a platform4 to share resources and build staff capacity. Staff can engage through an active community of practice, and there are currently some 650 “Innovation Ambassadors” in Canada and at posts abroad;

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4 Department Development Innovation Unit Platform
Global Affairs Canada collaborates with partners in Canada and in developing countries to foster development innovations. The department has also made deliberate efforts to engage with and learn from other government departments to leverage expertise and resources, foster shared agendas, and link Canada’s domestic and international innovation agendas. The department is also involved in the International Development Innovation Alliance, a multi-stakeholder group working to advance collective thinking and learning on development innovation, including on issues related to scaling, impact measurement and gender equality. Canada has taken a leadership role in initiating a dialogue with the OECD-DAC on how it could better integrate development innovation in the OECD’s work and through the DAC reform process, including developing indicators to track and measure performance.

Canada has a dedicated, world-renowned and globally networked International Development Research Centre (IDRC) with a mandate to invest in knowledge, innovation and solutions to improve lives and livelihoods in the developing world. IDRC not only promotes development innovation, but has, over 47 years, helped build and shape the national research infrastructures that make it possible for the developing world to participate in, and eventually share the benefits of, global scientific innovation and progress. IDRC has made supporting development innovation a priority in its 2015-2018 strategic plan. Although IDRC operates at arm’s length from the Government of Canada, it reports to Parliament on its portion of development assistance through the minister of international development and La Francophonie. The Centre supports over 700 research initiatives and 600 research institutions globally and works with a wide variety of organizations, including developing country governments, think tanks, granting councils, the private sector and philanthropic foundations.

Global Affairs Canada and IDRC are in regular dialogue and collaborate closely on a number of key initiatives. For example, through Canadian funding, IDRC and Global Affairs Canada have together supported the development and piloting of 144 innovations, of which 37 are being scaled up, benefiting over 300,000 small-scale farmers to date in 24 countries by improving their income, food yields and nutrition. IDRC’s partnership with the Canadian Institutes of Health Research, the Public Health Agency of Canada and Global Affairs Canada ensured that clinical trials were carried out for the development of a new Ebola vaccine that is helping to eradicate the disease in West Africa.

Other forms of collaboration between Global Affairs Canada and IDRC include shared knowledge events and senior management engagement on strategic issues, such as the SDGs.

4.3 Capabilities throughout the system

The Government of Canada recognizes that establishing links between a culture of learning, collaboration and excellence and thriving employees is critical to the successful delivery of its international assistance. As noted in Chapter 2, the 2013 amalgamation leading to the establishment of the Department of Foreign Affairs, Trade and Development (known as Global Affairs Canada as of 2015) brought together employees with complementary but diverse competencies. Over the last four years, the department has undertaken several concrete and positive steps to integrate the two workforces of the former Canadian International Development Agency and Foreign Affairs and International Trade Canada while maintaining expertise in communities of dedicated professionals with appropriate skills and knowledge who feel valued. Three notable examples of work done to date are expanding the mobility management mechanisms, establishing the role of the Chief Development Officer, and introducing competency-based management.

The greatest change in human resources (HR) management following amalgamation has been related to the inclusion of a significant number of international assistance personnel into rotational and mobile pool management systems. These systems facilitate intra-departmental movement every three years for many employees, which provides the means for promoting and maintaining a learning workforce that can continually apply experiences across the department and across the globe. At all levels, employees are strengthening their cross-disciplinary competencies. The systems provide managers with more flexible options for staffing, including fewer restrictions on moving across the development, trade and foreign affairs streams. Equally, at the executive level, assistant deputy ministers, directors general, and directors are now appointed across streams based on merit and experience. These changes have been important for morale and are a concrete manifestation
of Canada’s commitment to delivering high quality, integrated and coherent international policy and programming.

The department conducts HR planning cycles as part of the integrated corporate business planning process. This annual exercise outlines how the department’s corporate services (including HR) support the work of branches at Headquarters and missions abroad in delivering on the strategic plans and priorities tabled in Parliament annually.

In 2014, Global Affairs Canada created the role of the chief development officer (CDO) at the assistant deputy minister level to champion the international development profession within the department. Working closely with the deputy minister of international development and with programming colleagues, the CDO regularly engages at senior and working levels to foster a culture of learning, collaboration and excellence in the delivery of international assistance.

One of the areas the CDO has prioritized is the development of an International Assistance Workforce Strategy—an initiative endorsed by the Executive Board in 2017. The Strategy seeks to further integrate the department’s workforce and to clarify and implement the competencies needed for international assistance professionals. The CDO is collaborating closely with the HR Branch, including ensuring that this work is part of a wider departmental commitment to adopting a competency-based approach (CBA) to HR management across the department.

The CBA is helping the department to strategically manage and develop its workforce for strengthened integration, flexibility and alignment with Global Affairs Canada’s operational and business needs. CBA is built on behavioural, experiential or skills/knowledge-based competencies and ensures that a common language is used across the entire workforce to plan recruitment, assignment, selection and talent management. The CBA is mapping positions to competencies and will track which employees have been certified in which competencies. This will allow the department to better identify capability gaps and more effectively establish career paths for employees. In addition, CBA will help the department to become the public service leader in international competencies and will better equip Global Affairs Canada to respond to employees’ concerns about opportunities and processes for career development.

The department’s senior management has strengthened its efforts to increase leadership opportunities and skills development for women in the department. In addition, it has given more focused attention to improving career satisfaction, work-life balance, and mental health and well-being. In order to foster concrete results on these issues, Global Affairs Canada appointed senior level departmental “champions,” including a champion for Women and a champion for Psychological Health and Well-being. Global Affairs Canada also established an internal peer and mentoring group, the Women’s Network. Together, these initiatives help to support the department’s efforts, including increasing women’s representation in leadership roles within Global Affairs Canada.

Learning and growth: Global Affairs Canada development officers, including locally engaged staff, can access training on a wide range of issues to build capacity and support professional development. For more than 40 years, the department’s Centre for Intercultural Learning at the Canadian Foreign Service Institute has provided workshops, inter alia, in capacity building, results-based management, gender equality, environmental integration, development economics, human rights and governance issues. It has also contributed to building shared understanding, vision and commitment to sustainable development among diverse groups, including Global Affairs Canada employees, Canadian and international CSOs, other government agencies, multilateral agencies, and donors.

Global Affairs Canada has updated the learning road maps and curricula for development officers to guide career paths for professional growth and to align with the Feminist International Assistance Policy. A government-wide effort is under way to increase employees’ literacy in gender-based analysis—starting with the Gender-based Analysis Plus (GBA+) training tool as a foundation and building on from there.
5. PARTNERSHIPS AND DELIVERY MODALITIES

Canada’s Feminist International Assistance Policy sets an ambitious agenda for Canada to improve the effectiveness of its assistance. A key success factor for improving development effectiveness will be the extent to which Canada can pursue and enable innovative partnerships to advance poverty reduction in its six action areas. Canada intends to further diversify its partnerships by working with a broader range of development actors and exploring new forms of collaboration. It will also implement a new approach to country-level engagement that is more flexible and responsive to local needs, opportunities and priorities.

5.1 Partnering

The 2030 Agenda underscores that the SDGs cannot be achieved without partnerships that engage and tap into the resources, capacity and networks of a wide variety of actors. Canada has always recognized that its partnerships are integral to the effectiveness of its international assistance and that successfully leveraging the knowledge and experience of partners underpins 2030 Agenda implementation. The Addis Ababa Action Agenda, the Paris Agreement on Climate Change and the outcomes of the 2016 World Humanitarian Summit also highlight the importance of partnerships and concerted, collective efforts required to achieve sustainable development.

Canada relies on robust partnerships with a broad range of Canadian, international and local organizations, including civil society entities, private sector firms, foundations, professional organizations, multilateral agencies, universities and others to deliver its international assistance.

Beyond program delivery, Canada also works with diverse organizations through different forms of partnership to foster new ideas and solutions and ensure that Canada’s international assistance is more innovative and effective and yields lasting results. Canada helps to build and sustain multi-stakeholder collaborations to address key global issues. As noted in Chapter 1, for example, the 2016 Global Fund to Fight AIDS, Tuberculosis and Malaria’s Fifth Replenishment Conference, hosted by Canada in Montréal, drew more than 400 heads of state and government, eminent individuals, heads of technical agencies and international organizations, civil society representatives and private sector representatives. Canada also supports the African Legal Support Facility, in partnership with the African Development Bank, to provide legal advice and technical assistance to African governments in matters pertaining to creditor litigation and complex commercial contracts with the private sector. In fiscal year 2016-2017, this amounted to collaborations with over 500 Canadian, international and local partners.

MAXIMIZING COLLABORATION – INTERNATIONAL DEVELOPMENT INNOVATION ALLIANCE

Global Affairs Canada joined with the International Development Innovation Alliance (IDIA) to advance the innovation agenda by applying best practices. Established in 2015, IDIA is an informal platform for knowledge exchange and collaboration that brings together 12 leading funders of international development to actively promote and advance innovation as a means to helping achieve sustainable development. Its membership includes:

- bilateral donors (USAID, UK/DFID, Sweden/SIDA, Australia)
- multilaterals (World Bank, UNICEF, UNDP)
- NGOs and foundations (Gates, Rockefeller, Grand Challenges Canada, the Global Innovation Fund, and R4D).

Canada is committed to coordinated and harmonized approaches at the international level to improve the effectiveness of international assistance. Through bodies such as the OECD, Canada seeks to foster and optimize the spending of public development financing. At the country level, Canada seeks to optimize collective donor efforts in support of country priorities. In selected cases, Canada has formalized donor dialogue and coordination processes, including through six memoranda of understanding on development cooperation with Australia (2011), Brazil (2011), France (2006), Israel (2012), South Korea (2011) and the United Arab Emirates (2014). These memorandums provide a non-binding framework for regular policy dialogue, institutional exchange and joint programming.

Through regular bilateral meetings and participation in multilateral forums, Canada also collaborates with other donor countries, including non-DAC members, to exchange information, discuss emerging issues and
advance priorities. Canada uses its membership in key multilateral groups—including the UN, the G7, the G20, the Commonwealth and La Francophonie—to advance the global sustainable development agenda. In such forums, Canada has helped to promote constructive synergies between efforts to advance sustainable development and foreign policy and trade efforts.

Canada puts a high value on the essential role of civil society organizations as development actors in their own right. CSOs can enrich development dialogue and practice, including through insight on best practices, local challenges and opportunities. By engaging with CSOs at the global, regional and local levels (including sub-national), Canada gains a better understanding of actual needs and develops more appropriate policy and programming responses. These insights and local knowledge are particularly important in the fragile state context, given the dynamic and complex operating environment.

The Feminist International Assistance Policy recognizes that local organizations, particularly including those led by and benefiting women, are often best placed to develop and implement cost-effective solutions to sustainable development challenges. Canada is directing more assistance to local organizations in developing countries, including women’s organizations and movements. In Afghanistan, for example, Canada is supporting the efforts of women’s rights organizations. The Women’s Enterprise, Advocacy and Training Program is partnering with Relief International to protect women and girls from gender-based violence by strengthening Afghan civil society organizations. These organizations, in turn, coordinate, advocate, protect and promote the rights and empowerment of women and girls.

Canada has recently launched the Women’s Voice and Leadership Fund, which will support local women’s organizations through capacity building, networking, institutional strengthening and investment in local initiatives.

Canada also recognizes the importance of working with the private sector, including in developing countries and fragile contexts, to implement sustainable development solutions. The private sector, for example, plays the primary role in driving economic growth, including through job creation, skills development, trade and investment. The potential contributions of women entrepreneurs, in particular, are significant and have strong potential to make a major contribution to growth that works for everyone. Canada has helped developing country governments in the Asia-Pacific region develop sustainable and resilient infrastructure projects using approaches such as public-private-partnerships (PPPs). For example, Canada helped support critical scoping and investment studies for a planned LED road-lighting conversion PPP in the Malaysian state of Melaka, which could reduce the state government’s greenhouse gas emissions by approximately 30,000 tonnes per year. Guided by the new policy, Canada will seek to expand further and diversify its partnerships with the private sector, including through the use of new tools and modalities.

**ENABLING CIVIL SOCIETY IN SUPPORT OF EFFECTIVE DEVELOPMENT COOPERATION**

Canada recognizes the links between strong CSOs, open policy dialogue, and the effective, accountable and transparent delivery of international assistance. Canada’s Policy for Civil Society Partnerships for International Assistance – A Feminist Approach will enhance effective cooperation with CSOs to maximize the results of Canada’s international assistance and foster a strong and vibrant civil society sector.

Canada has also established multi-year Strategic Partnerships—formalized through a memorandum or protocol of understanding—that seek to advance Canada’s international assistance objectives and enhance Canada’s global impact, influence and visibility domestically and abroad. Agreements are in place with the Federation of Canadian Municipalities, the Canadian Red Cross and the Ismaili Imamat (including the Aga Khan Development Network).

The new international assistance policy commitment has established a five-year, $100-million initiative dedicated to small and medium Canadian organizations working in international assistance. The new fund will include a thematic programming window, an innovation window, and a capacity-building window.
5.2 Country-level engagement

As highlighted in the new policy, Canada is moving to a more flexible and responsive approach to deploying its international assistance. Canada is adapting its international assistance to better respond to local needs, opportunities and priorities in the diverse range of countries where it works. Canadian decisions on how best to engage in a particular geographic location through its international assistance will be based primarily on need (multidimensional poverty, fragility and gender inequality), and considerations of where the greatest impact for the poorest and most vulnerable can be achieved. This new approach will also facilitate the coherent deployment of humanitarian, development, and peace and security assistance, rather than perpetuating silos.

Canada tailors its international assistance to the local context by adapting its partnerships, delivery methods and type of assistance in order to yield the best results and build local ownership and capacity. In line with aid effectiveness principles, Canada provides assistance in collaboration with host-country governments and in support of national poverty reduction strategies and priorities. Canada also ensures full transparency with host-country governments and broader civil society regarding Canada's international assistance contributions, both through regular publishing of IATI data on its website and in the Project Browser, as discussed elsewhere in Canada’s memorandum to the OECD-DAC, and also through regularly contributing tracking data to the Aid Information Management Systems in the countries where Canada works. Canada also publishes three-year indicative planning budgets for significant partner countries to facilitate medium-term budgetary planning.

Local stakeholders are important partners for the delivery of Canada’s international assistance. Canada works closely with local actors to ensure a deep understanding of the local context and seeks to ensure that it engages the right mix of mechanisms and partnerships in a given context, taking smart risks to deliver the greatest impact. Canada also strives to use local systems to deliver its assistance as part of its commitment to aid effectiveness. For example, under direct budget support and sector budget support arrangements, Canada’s funding is delivered through the host country’s budgetary system. This is the case in Mozambique, where Canada has been one of the largest donors in the health and education sector pooled funds. This form of support not only helps to build the capacity of local systems but also enables greater harmonization and coordination of effort in meeting national sustainable development priorities and minimizes transaction costs for the host country.

Canada also uses other program-based approaches (PBAs) to harmonize its efforts with that of other donors to minimize duplication and maximize development impact. Canada has a policy on PBAs to guide these efforts. Under such approaches, Canada pools its development funding contributions with those of other donors to support the implementation of a locally owned plan for development. Canada applies conditionality judiciously, in alignment with other donor partners, to achieve strategic objectives and support essential reforms. Accountability and attribution for the achievement of results is shared among donors and with the host-country government. Good examples of such program-based efforts include Canada’s work to support Burkina Faso’s National Assembly in the elaboration of its strategic planning process and the Public Financial Management Reform project in Tanzania, which aims to improve the country’s management of its finances, budget cycle, debt management, revenue collection and oversight institutions.

In multi-donor contexts, policy dialogue plays a critical role in advancing harmonized, coordinated approaches. Canada is an active convenor of coordination groups and networks in partner countries. For example, in Senegal, Mali, Tanzania, Mozambique, Ethiopia and Burkina Faso, Canada has played and continues to play convening roles by building on long-standing relationships with local and international actors. In Burkina Faso, Canada leads the donor working group on gender equality and will do so until 2019. In this role, Canada is the donor focal point of the Burkinabe government for policy dialogue around priorities for gender equality, particularly as it relates to standing up gender equality as a cross-cutting thematic in the five-year national development strategy (2016-2021).

The principles of country ownership and leadership outlined in the New Deal for Engagement in Fragile States guide Canada’s whole-of-government engagement in fragile states. The New Deal commitments resonate strongly with Canada’s experiences and approaches, including in Afghanistan, Haiti and South Sudan. Canada endorsed the New Deal in 2011 and continues to work with other partners to implement it at country level. During the initial New Deal piloting period, Canada supported fragility assessment activities and integrated New Deal principles into selected country strategies. From 2011 to 2014, Canada and the United Nations Development Programme co-chaired the International Network on Conflict and Fragility. In April 2016, Canada endorsed the Stockholm Declaration on Addressing
Fragility and Building Peace in a Changing World, which commits members to using the New Deal principles as a way of ensuring that the 2030 Agenda leaves no one behind in fragile and conflict-affected settings. Currently, Canada sits on the steering group of the International Dialogue on Peacebuilding and Statebuilding.

6. RESULTS MANAGEMENT, EVALUATION AND LEARNING

6.1 Canada’s results-oriented policies and infrastructure

The Government of Canada has a strong track record of managing for results across all departments and agencies. The most recent evolution in Canadian practice has seen the creation in 2016 of a Cabinet Committee on Agenda, Results and Communications, chaired by the Prime Minister and supported by the Privy Council Office’s Results and Delivery Unit. These bodies lead the government’s efforts to strengthen its outcomes-focused delivery and results framework. With an emphasis on “results and delivery,” the government is seeking to clarify objectives and outcomes; provide sustained attention to the implementation of a limited number of priorities at the highest levels; and be purposeful about measuring results and tracking progress.

Global Affairs Canada is putting into action the Results and Delivery Agenda, including by establishing a dedicated unit led by a chief delivery and results officer, to facilitate coordination and sharing of best practices. It is also advancing the 2016 Treasury Board of Canada Secretariat’s Policy on Results. Under this policy, Global Affairs Canada is responsible for implementing a Departmental Results Framework that sets its key departmental priorities, core responsibilities, outcomes and performance indicators. The department is developing a data strategy in support of this framework. The Policy on Results and Directive on Results outline the mandatory procedures by which federal departments link high-level strategic objectives to measurable outcomes and associated indicators, with the intention of fostering an increased use of performance information and evaluations across government departments. Among the most significant results-based management (RBM) initiatives associated with the policy is the development of a performance information profile for each departmental program.

Global Affairs Canada uses results information to inform evidence-based decision making at the corporate, program and project level. The approach to RBM is primarily focused on effectiveness and aims to maximize the achievement of ultimate outcomes—namely, improvements in people’s lives. While the department recognizes the value that RBM brings from the perspective of accountability and transparency, it prioritizes the use of RBM to improve organizational learning and continuous program and project management.

The department’s well-developed approach to RBM for international assistance has progressively evolved since the former Canadian International Development Agency adopted the concept in the late 1990s. Global Affairs Canada’s approach is articulated in the Results-based management for international assistance programming: A how-to guide. The guide is continually revised to remain relevant for project officers and partners. Global Affairs Canada employs a broad spectrum of RBM approaches, particularly when working with multilateral organizations or cooperatively with other donors. The department relies primarily on theories of change, logic models and performance measurement frameworks as the basic units of its RBM approach.

Global Affairs Canada is developing a comprehensive performance measurement framework to assess progress on advancing the new international assistance policy. A set of indicators is being compiled and assessed. These indicators are grouped by type of activity as well as alignment with domestic and international policy objectives, including SDGs. Each indicator will have an identified data source, baseline, target and collection process.

A framework for results architecture—Architecture for Results on International Assistance (ARIA)—is being developed. It will allow the roll-up of project-level performance data into aggregated results for each thematic international assistance programming area. It will also reduce the proliferation of indicators by standardizing the wording of commonly used indicators. With this framework in place, the department will have a mechanism to track overall performance for each Feminist International Assistance Policy action area by region and programming channel.

In Global Affairs Canada’s multilateral and global institutional support programming, a rigorous up-front due diligence process allows for the use of results frameworks and standard reporting of key multilateral and global partners to manage core funding projects. This avoids parallel reporting requirements and aligns with the principles of good multilateral donorship. Global
Affairs Canada’s RBM approach for key multilateral and global partners is based on an institutional plan that identifies alignment between Global Affairs Canada’s results structures and those of implementing partners. The annual institutional report comments on the institutional plan. In addition, Global Affairs Canada uses the findings of assessments conducted by the Multilateral Organization Performance Assessment Network (MOPAN). An in-house evaluation unit also provides a Canada chapter.

Ensuring the effective use of results information requires ongoing investment in maintaining the RBM capacity of Global Affairs Canada employees. To ensure that headquarters and field staff have the capacity, tools and incentives to use results information, RBM methodologies, guidance, tools and training material (generic and tailored) are developed by the RBM Centre of Excellence.

6.2 Evaluation system

Global Affairs Canada benefits from a strong history and culture of evaluation where evaluation is a cornerstone of evidence-based decision making. This culture of evaluation is reinforced by a strong legal and policy framework, a fully resourced evaluation function, a strong governance structure, continuous improvement in the delivery of evaluations, support for decentralized evaluations, a commitment to transparency, and collaboration and leadership on the international stage.

Canada’s international assistance evaluations reveal important information that inform policy and programming decisions. Steps are being taken to improve the use of findings and more broadly disseminate lessons learned. Global Affairs Canada conducted a synthesis of evaluations of grants and contributions programming using the findings of decentralized evaluations from 2011 to 2016. The review aimed to identify common strengths and weaknesses across programming streams and provide useful information to increase programming excellence. The report from this evaluation will be published online in 2017. The department also organizes learning events based on evaluation findings and is implementing a new strategy to improve horizontal learning.

Under the Financial Administration Act, every federal department must conduct a review of each ongoing program’s relevance and effectiveness every five years. This legal framework is implemented across the Government of Canada through the Treasury Board Secretariat’s Policy on Results and Directive on Results. This policy suite ensures the systematic and neutral assessment of all international assistance programs by independent evaluation functions.

To meet these legal and policy requirements for international assistance programming, Global Affairs Canada’s five-year evaluation schedule includes 57 evaluations and covers 100% of Global Affairs Canada’s international assistance envelope. Where multiple federal departments deliver international assistance programs, the evaluation divisions of those departments work together to plan and carry out horizontal evaluations.

The department has a strong governance structure to support evaluation. Under the Treasury Board Secretariat’s Policy on Results, all Government of Canada departments, including Global Affairs Canada, have a designated head of evaluation. As noted in Chapter 4, the department recently made structural changes to permit a more coherent approach to evaluation planning and conduct, consistent with the new international assistance policy, bringing together all international assistance program evaluations (namely, development, humanitarian, security and stabilization programs) under a single mandate. All evaluation findings and recommendations are presented to the new Performance Measurement and Evaluation Committee, chaired by the deputy minister of foreign affairs. Reporting to a single committee will strengthen the coordination, timeliness and use of evaluation results.
Program branches also commission individual international assistance project-level evaluations, or “decentralized evaluations.” They are intended to benefit developing countries, with technical advice and quality assurance services provided by departmental evaluators. Global Affairs Canada publishes all required evaluations online. To meet IATI standards and in response to recommendations from the 2017 Meta-Evaluation of Global Affairs Canada’s Decentralized Evaluations, the department will publish more summaries of decentralized evaluation reports.

To advance best practice on evaluation effectiveness, Global Affairs Canada works in partnership with other organizations at home and abroad. Within Canada, Global Affairs Canada maintains constructive working relationships with the TBS’s Centre of Excellence for Evaluation, the Canadian Evaluation Society and the Canadian Association of International Development Professionals. Internationally, Global Affairs Canada plays a leadership role in MOPAN as chair of its technical working group (since 2015) and as a member of MOPAN’s steering committee. Canada influenced the development of the new MOPAN 3.0 methodology for assessing multilateral institutions to include a results component based on the OECD-DAC Development Effectiveness Review approach.

Global Affairs Canada is also an active participant in the OECD-DAC EvalNet and contributes to emerging thinking in the field of international development evaluation. The ongoing relationship with the Nordic+ Evaluation Group, which consists of Scandinavian donors and like-minded guest countries such as Canada, will continue. In collaborating with the Global South, Global Affairs Canada participated in presentations at the second Forum International Francophone de l’Évaluation in December 2016.

Through the Policy on Results, Global Affairs Canada has been building capacity and conducting more evaluations in-house. In the past, the department relied exclusively on external consultants. Moving forward, Global Affairs Canada is using internal and external resources for higher quality and more timely evaluations. In-house evaluators regularly advise on programming after their evaluations and build recommendations into the front end of program design and theories of change. Initial results from 2017 pilot in-house evaluations (for Honduras, Vietnam and Caribbean regional development) have yielded faster and higher-quality results than those achieved with external consultants.
6.3 Institutional learning and knowledge management

Global Affairs Canada is committed to being a learning organization, promoting innovation and providing staff with the tools and expertise necessary to advance priority international assistance objectives in the evolving international development landscape. It is enhancing research, knowledge management and engagement with experts and diverse development organizations to support institutional learning for policy and program coherence and effectiveness.

The process that led to the design of the new Feminist International Assistance Policy was indicative of Canada’s commitment to evidence-based policy design and learning. Global Affairs Canada conducted wide-ranging consultations drawing on the vast learning and expertise of partners, professionals and other stakeholders, domestically and internationally, to develop the new policy. Internally, a series of working groups synthesized information and debated the best options to put forward for a coherent Canadian approach. Of note, the new policy commits to innovative funding partnerships and greater investments in research, as well as closer collaboration with the International Development Research Centre, Canadian universities and other research institutions.

The department’s dedicated International Assistance Research and Knowledge Division has a mandate to broker access to timely and relevant evidence-based advice in support of Canada’s new Feminist International Assistance Policy and programming priorities. To promote evidence-based knowledge and learning, Global Affairs Canada commissions development research, engaging with and strengthening linkages between governments, civil society, academia and other Canadian and international organizations, including the Canadian Council for International Cooperation and the Canadian Association for the Study of International Development. Global Affairs Canada also funds research by young Canadian researchers on emerging global issues through the International Policy Ideas Challenge in partnership with the Social Sciences and Humanities Research Council. These efforts enhance policy coherence, partnerships and innovation and bring the latest thinking into the department.

Institutional learning efforts at Global Affairs Canada are multi-faceted and include multiple communities of practice, including on governance, gender, and innovation; departmental lunchtime events to showcase a specific issue, partner or program; targeted knowledge workshops; the recently created collaboration space; and the Canadian Foreign Service Institute’s Integrated Learning Management System to track employee learning. Global Affairs Canada also contributes to government-wide learning initiatives that reinforce its international assistance and sustainable development efforts, including Canada’s Blueprint 2020 vision and the Open Government initiative. In 2016, Global Affairs Canada also participated in global platforms, such as the Learn4Dev network.
7. HUMANITARIAN ASSISTANCE

While impressive advancements have been made to enhance human dignity and well-being, progress has occurred alongside a world confronted by persistent political and societal instability. Growing socio-economic inequality, and increasingly unpredictable weather patterns driven by climate change, are undermining resilience and fuelling instability. Conflicts within states, frequently involving non-state actors, and lack of durable solutions for refugees, are forcing millions from their homes and for increasing lengths of time. The rise of xenophobia and populism, actions by organized crime and terrorist networks, and erosion of confidence in institutions, have all fed violence and insecurity. In this context, Canada has continued to be a vocal advocate for crisis-affected populations and to ensure that partners support a gender-responsive approach to principled, timely and needs-based humanitarian action. Canada has continued to strengthen its internal coordination mechanisms and whole-of-government approach to crisis prevention, management and recovery. Canada has been at the forefront of supporting innovative funding, partnership and programming mechanisms to address the multi-year needs of protracted crises and to promote coherence between humanitarian action and development cooperation.

7.1 Strategic framework

The Feminist International Assistance Policy establishes the strategic framework for Canada’s humanitarian action within the legislative framework of the ODAAA. It incorporates Canada’s international legal and policy commitments and builds on Canada’s experience and recognized leadership in joined-up and coherent humanitarian action. Canada focuses on supporting needs-based, age- and gender-responsive humanitarian assistance, delivered in accordance with humanitarian principles, that is well-coordinated between donors and other actors and between humanitarian and development streams. In short, Canada supports humanitarian action that seeks to:

- save lives, alleviate suffering and supports the dignity of those affected;
- ensure a coherent, coordinated and timely response that is consistent with international legal obligations and principles; and
- support preparedness and resilience efforts worldwide.

The principles of impartiality, neutrality, humanity and independence are at the centre of Canada’s approach, as are the commitments in the Good Humanitarian Donorship Initiative that Canada helped to develop. This includes respect for the independence of humanitarian actors in crises. Canada’s new policy emphasizes these points and affirms Canada’s commitments from the 2016 World Humanitarian Summit. In humanitarian contexts, Canada will:

- strengthen sexual and gender-based violence prevention and response strategies;
- advocate for humanitarian principles and international humanitarian law, including by highlighting the unique challenges for women and girls;
- support the full range of women’s and girls’ sexual and reproductive health needs; and
- help strengthen the capacity of local and national women’s groups to assist and help address the unmet needs particular to women.

Canada allocates humanitarian funding in support of its strategic objectives and to contribute meaningfully to addressing the international humanitarian funding gap. Canada is among the top 10 humanitarian donors, and in fiscal year 2015-2016 alone it assisted with the provision of immediate humanitarian assistance in response to complex emergencies in 57 countries and to 27 natural disasters. In 2010, Canada’s humanitarian assistance expenditures amounted to approximately $500 million; by 2015, this grew to over $800 million. Canadian humanitarian assistance has also been growing as a proportion of overall aid flows. In 2014, humanitarian assistance comprised 17% of Canadian ODA, compared with an average of 7.9% of ODA for the decade 2000-2009.

In an effort to provide timely and needs-based responses, Canada continues to work to make the humanitarian system more efficient and effective. For example, NGOs have a comparative advantage in certain humanitarian contexts due to their adaptability, long-standing presence on the ground, and proximity to affected populations, particularly in protracted crisis. As a result, they have received an increasing share of Canada’s humanitarian assistance, having steadily grown from 14.3% of all funding in 2012 to 25.3% in 2016. NGOs un-earmarked and softly earmarked (e.g. to the regional level) funding, in line with Canada’s Grand Bargain commitments, has helped to ensure that partners have the flexibility to allocate funds where they are needed most. Un-earmarked funding represented some 21% of Canada’s humanitarian funding in 2016, an increase from 16.6% in 2015.
Currently, most of Canada’s humanitarian assistance is devoted to responding to needs emerging from protracted crises such as those in Syria and Iraq. Canada recognizes the growing gap between humanitarian needs and funding at the international level, in part due to protracted crises, and therefore works with country partners, new and emerging donors, and other actors to implement innovative partnership, funding and delivery approaches to maximize, leverage and increase humanitarian funding and promote better humanitarian-development coherence. Canada is also working to improve its planning and coordination in protracted crises to better sequence humanitarian, stabilization and development assistance while recognizing that different responses may be needed simultaneously in affected and neighbouring countries. This reflects important experience Canada gained through deep and multi-faceted involvement in countries such as Afghanistan, Haiti, Sudan, Ukraine and the Democratic Republic of Congo and the countries neighbouring Syria and Iraq. It also corresponds to Canada’s endorsement of the Grand Bargain (May 2016 at the World Humanitarian Summit), Canada’s commitment to the UN-led “New Way of Working” initiative, and Canada’s endorsement of the New York Declaration for Refugees and Migrants.

Canada’s current multi-year response to the Syria and Iraq crises is an example of how Canada is achieving more seamless coordination between humanitarian and development programming (Chapter 6.2 and 7.4). For example, Canada supports No Lost Generation, a multi-stakeholder initiative that provides education and protection services for children and youth affected by the Syria and Iraq crises, including in refugee-hosting countries in the region (particularly Jordan and Lebanon). Embedded within existing humanitarian plans, the initiative combines immediate response with strategic investments for the future, affording partners the predictability to plan and respond to needs.

Canada’s humanitarian assistance programming also aims to build resilience in selected contexts. For example, Canada is a contributor to the R4, an innovative resilience initiative in Africa, valued at $50 million over five years (2016-2020), which aims to address food insecurity and build resilience of vulnerable populations in Somalia, the Democratic Republic of Congo and Niger. Through a complementary and flexible mix of interventions, the UN World Food Programme (WFP), UN Food and Agriculture Organization (FAO) and International Fund for Agricultural Development (IFAD) will work to respond to the immediate food needs, while also restoring livelihoods, protecting assets and preventing negative coping behaviours that contribute to food insecurity.

The program is designed to pilot multi-year humanitarian assistance projects that target resilience building. Canada is also providing $125 million (2016-2020) to the Productive Safety Net Programme (PSNP) in Ethiopia, now in its fourth phase. This innovative and successful program provides predictable cash or food transfers to close to 8 million chronically food-insecure people, annually, in exchange for their participation in public works activities. It is aimed at enabling the rural poor facing chronic food insecurity to resist shocks, create assets and become food self-sufficient.

7.2 Effective program design

Canada’s policy and programming tools help to shape and inform its humanitarian assistance program design. Canada’s internal processes, including the 2013 departmental amalgamation (as noted in Chapter 2), its new Feminist International Assistance Policy, coupled with Canada’s global commitments, have helped to ensure that Canada can work more efficiently and effectively as a top humanitarian donor. Canada’s new policies and global commitments have transformed the way it works. In order to reduce poverty and leave no one behind, all of Canada’s international assistance efforts prioritize gender equality and the empowerment of women and girls, including by challenging the discrimination faced by women and girls around the world and by contributing to a humanitarian system that bridges the divide between development and humanitarian action, collaborates with a broader number of actors, improves humanitarian financing, and promotes responsibility-sharing and inclusion of refugees.

When determining funding allocations for complex, protracted emergencies, Canada analyzes, on an annual basis, a number of factors, the most important of which is the level of relative humanitarian need between countries. This is determined by reviewing the Humanitarian Response Plans, ICRC annual appeals, and other appeals. Canada also examines the types of humanitarian needs; the capacity and/or willingness of national governments to respond to a given crisis; the ability of humanitarian actors to access vulnerable and crisis-affected populations; and the capacity and past performance of individual organizations in a specific country context. This analysis is gathered through a variety of sources, including situation reports, needs assessments, dialogue with partners, field missions and evaluations. Consultations on the analysis and preliminary programming recommendations are undertaken with geographic desks and field missions, given their contextual knowledge and situational awareness. Partners are selected on the basis of proven experience and technical
and logistical capacity, and on the basis of which partner is best placed to respond to the most urgent needs.

In line with its international commitments made since 2012, including the 2016 Grand Bargain, Canada has improved its funding for capacity building of local actors and engaging affected communities. For example, in 2012, Canada agreed to a multi-year financial support for local responders under its Strategic Partnership with the Canadian Red Cross (CRC). In addition, Canada made a commitment to provide $19.8 million in support, from 2014-2019, to two initiatives aimed at strengthening the capacity of Red Cross national societies in the Americas and Africa to respond to crises. These initiatives have been designed and are being led by national societies, with the guidance and support of the CRC and the International Federation of Red Cross and Red Crescent Societies (IFRC). In 2016, Canada pledged to provide $125 million over five years to the Canadian Foodgrains Bank (CFGB), a partnership of 15 churches and church-based agencies that manages a draw-down fund to provide food assistance in humanitarian crises, with the majority of funding flowing to support local actors’ responses.

In 2016, Canada supported country-based pooled funds (CBPFs) in Yemen, South Sudan, Iraq and the Central African Republic as part of its increased efforts to provide support to local humanitarian actors. Canada has renewed support to these pooled funds in 2017 as well as broadening this engagement to fund CBPFs in Myanmar, Somalia and Nigeria.

In designing an effective response to a natural disaster abroad, Canada considers the severity of the impact, the number of people affected, and the capacity of national authorities to respond. The threshold triggers for either the use of existing draw-down funds or new resources include a request for international assistance from the government of the affected country and an appeal from eligible humanitarian partners based on needs assessments. This approach reflects best practice based on international emergency management experience and helps to ensure that a country’s sovereignty is respected, and that assistance proposed meets identified needs.

Canada also aims to coordinate the official Canadian response with other donors to limit duplications or gaps in efforts to support international response mechanisms, including the UN-managed Central Emergency Response Fund (CERF), the United Nations Disaster Assessment and Coordination (UNDAC) emergency response system and the Standby Partnership Program.

Canada has well-functioning disaster response systems in place guided by whole-of-government standard operating procedures. Within hours of a natural disaster-affected country’s request for assistance, beyond financial aid, Global Affairs Canada can deploy the Canadian Disaster Assessment Team (CDAT) comprising of and led by officials from Global Affairs Canada, representatives of the Department of National Defence and other government experts as required. The CDAT’s objectives are to assess the disaster, identify response and capacity gaps, and define an appropriate Canadian response.

### INTEGRATED RESPONSE AND REGIONAL ENGAGEMENT TO PROTRACTED CRISIS

Canada’s whole-of-government strategy for support to the Global Coalition against Daesh and broader engagement in Iraq, Syria, Jordan and Lebanon integrates diplomacy, security and stabilization programming as well as humanitarian and development assistance.

The strategy recognizes the challenges of evaluating the impacts of multi-donor initiatives. As a result, it provides for impact evaluations to help staff understand the effectiveness of humanitarian action and development programming. The intent is to improve humanitarian and development work in fragile and conflict-affected countries through evidence-based findings on programming results.

### 7.3 Effective delivery, partnerships and instruments

As outlined above, Canada is a serious and committed humanitarian partner that is continuously seeking to improve its own approach and that of the wider humanitarian system.

**Partnerships:** Canada is a member of the executive boards and donor support groups of all its major humanitarian partners. Canada is also an active member of the Good Humanitarian Donorship (GHD) Initiative, an informal donor forum and network that facilitates collective advancement of GHD principles and good practices. Canada successfully co-chaired the Initiative with the United States from 2014-2016, achieving the following results: expanded membership to include non-traditional donors (including the Organisation of Islamic Cooperation); secured agreement on operational best practices for principled implementation (in four areas:
funding modalities, evidence-based decision making, managing risk, and administrative and accountability requirements); and convened a high-level session at the World Humanitarian Summit to launch the best practices. As well, along with the European Union, Canada also co-chairs the GHD working group on multi-year planning and financing.

In 2013-2014, Canada chaired an inter-governmental working group established to mobilize state engagement to contain the 2013 polio outbreak in Syria. Canada brought together states with influence on the issue (including Russia, Turkey, Qatar and the United States) to successfully improve access for humanitarian polio workers, and the crisis was contained.

Since the World Humanitarian Summit in May 2016, Canada has also been actively involved in a number of Grand Bargain work streams and is co-convenor, with UNICEF, of the work stream on multi-year planning and funding. Canada is currently the Chair of the International Committee of the Red Cross (ICRC) Donor Support Group for the June 2017-2018 period. Canada’s missions in New York and Geneva also regularly convene meetings with other donors, UN agencies, and other organizations to discuss humanitarian situations.

Global Affairs Canada supports and engages with the Humanitarian Response Network (HRN), a forum for Canadian humanitarian NGOs to share information, coordinate humanitarian responses, and build organizational knowledge and skills.

Canada is also a founding member of the Food Aid Convention (FAC), an internationally legally binding treaty that aims to save lives, reduce hunger, improve food security and improve the nutritional status of the most vulnerable populations. As part of the FAC, Canada participates in information-sharing, cooperation and coordination with FAC members in order to improve the effective and efficient use of FAC resources to respond to needs.

The administration of Canada’s refugee resettlement program provides an interesting insight into how Canada seeks to collaborate with partners to enhance humanitarian action and durable solutions. Canada is an active member of UNHCR’s Executive Committee (ExCom) and actively participates alongside other donors at Standing Committee and ExCom meetings. Canada’s ambassador to the UN in Geneva is currently the chair of UNHCR’s ExCom (from October 2016 to October 2017). To administer Canada’s refugee resettlement program, Canada works closely with a range of partners:

- UNHCR: Canada requests refugee referrals from UNHCR each year based on its identified priorities and program parameters.
- Canadian private sponsors: Canada engages with private sponsors, primarily faith-based and humanitarian organizations, that complete a number of sponsorships every year, although Canadian citizens and permanent residents may also come together to undertake individual sponsorships.
- In-Canada service provider organizations: Canada provides support to service provider organizations across the country to administer resettlement programming.
- Other resettlement countries: Through the Global Refugee Sponsorship Initiative (GRSI), Canada is working to increase and improve overall international refugee resettlement by promoting the engagement of private citizens, communities and businesses in these efforts. GRSI also aims to encourage a broader discussion that is supportive of refugee protection.

**Instruments:** Canada has a mix of instruments to respond to protracted crises and recovery, through its humanitarian, development and stabilization programs.

Canada takes its responsibility seriously in developing needs-based processes to respond to complex humanitarian emergencies, in which funding is provided to humanitarian partners on an annual basis. Funding allocations are informed by a replicable methodology to help ensure an equitable and transparent approach to country-level allocations. Country-level envelopes are informed by the severity of the humanitarian situation, as calculated through four indicators: 1) level of in-country displacement; 2) intensity of current violent conflicts; 3) current food security outlook; and 4) consideration of whether the previous year’s appeal was relatively underfunded. The data underlying these indicators are reliable and open-sourced and provide a basis for evidence-based decision making.

In terms of programmatic approaches, Canada considers cash-based programming an important innovation that has the potential to improve humanitarian outcomes for beneficiaries while at the same time improving programming efficiencies. As such, Canada is committed to providing cash-based humanitarian assistance, whenever possible and based on needs. Canadian support goes to a wide variety of humanitarian partners to provide cash to crisis-affected populations. Canada has strongly advocated that cash-based transfers be administered...
alongside or through pre-existing social protection mechanisms to ensure that the effect of transfers on the safety, dignity and integrity of recipients is considered. Since 2012, Canada has been increasing the amount of funding going to cash programming, with the result, for instance, that 26%, or $84 million (US$63.2 million), of eligible Canadian expenditures under the FAC in 2016 was for cash programming. Canada also supports efforts to improve the community of practice and the evidence base around the use of cash, including by funding the Cash Learning Partnership (CaLP) to increase the quality and effectiveness of cash transfer programming in emergency responses. Moving forward, Canada will continue to work with partners to explore options for increasing cash-based assistance and to improve tracking and quantifying the proportion of its humanitarian spending used to support cash-based programming.

Canada has also focused on improving the quality of its programming by increasing its support to multi-year programming. In February 2016, for example, the Prime Minister announced a new Middle East Strategy to respond to the crises in Iraq and Syria and their impact on neighbouring countries such as Jordan and Lebanon. This included $840 million (US$631.6 million) for humanitarian assistance over three years, from 2016 to 2019. By the end of 2016, $730 million of this envelope had already been committed to multi-year programming with UN, Red Cross and INGO partners. Efforts to support multi-year funding extend to other geographic areas as well. In 2017, Canada committed $55 million in multi-year funding for 18 projects in nine countries (Cameroon, Chad, the Democratic Republic of Congo, Mali, Niger, Nigeria, Somalia, Sudan and Ukraine). These efforts build on well-established, multi-year support including $125 million (US$94 million) to the Canadian Foodgrains Bank (2016-2020) and $147 million (US$110.5 million) to UNCERF (2016-2020) as well as core funding agreements with WFP, UNHCR, ICRC and UNOCHA. Combined, these agreements provide a high degree of flexibility and predictability in supporting humanitarian partner activities in protracted crisis settings.

When a crisis is of catastrophic proportions or requires a response from multiple agencies, Canada’s International Assistance Envelope (IAE) also includes a “crisis pool”—funds that have been deliberately set aside to respond to extraordinary crises each year without drawing funds away from other protracted crises or long-term development efforts. Crisis-pool funding is a critical tool for enabling timely humanitarian action.

Programming to respond to protracted crises, to support recovery, and to build the resilience of communities against future shocks can also be sourced through Canada’s bilateral assistance programming, such as the Productive Safety Net Program (PSNP) in Ethiopia. Canada is providing $125 million (2016-2020) to the PSNP, now in its fourth phase. This innovative and successful program provides predictable cash and/or food transfers to close to 8 million chronically food-insecure people, annually, in exchange for their participation in public works activities. It is aimed at enabling the rural poor facing chronic food insecurity to resist shocks, generate assets and become food self-sufficient.

Canada has a robust toolkit that continuously refines for responding to rapid onset emergencies. Canada has developed a variety of tools that have well established criteria for triggering their use that allows Canada and its partners to respond quickly and flexibly to emergencie situations while at the same time minimizing the administrative burden on partners. A range of tools includes:

- The Emergency Disaster Assistance Fund (EDAF), a Canadian Red Cross draw-down fund enabling timely cash or in-kind support to International Federation of Red Cross Red Crescent (IFRC) emergency operations responding to small and medium-scale disasters.

- The Canadian Humanitarian Assistance Fund (CHAF), a draw-down fund financed in collaboration with Canadian Humanitarian Coalition member agencies (CARE, Oxfam Canada, Oxfam Québec, Plan, Save the Children), which enables timely support to rapid onset relief operations in response to small to medium-scale crises.

- Canada is a consistent top donor to The World Food Programme’s (WFP) Immediate Response Account (IRA), a life-saving internal fund that allows WFP to respond rapidly (with 24 hours) to humanitarian emergencies. Canada is a consistent top donor to the Immediate Response Account, and its contribution to the IRA is un-earmarked, thereby reinforcing the principles of timeliness, predictability and flexibility.

- The Canadian Foodgrains Bank (CFGB), a draw-down fund to support CFGB members to provide food assistance and nutritional support in both sudden and slow-onset crises.

- The Canada Fund for Local Initiatives (CFLI), through which an annual humanitarian reserve of $500,000 is maintained and administered at the local level to provide humanitarian assistance in the immediate aftermath of natural disasters and emergencies.
Canada, through its partnership with the Canadian Red Cross, maintains a stockpile of emergency non-food items, procured to international humanitarian specifications, for deployment in rapid-onset emergencies as a last resort when national or regional stocks are unavailable or exhausted. Two stockpiles are maintained, one in Canada and one in the United Arab Emirates, and combined they contain enough stocks to respond to the needs of 25,000 people. These stocks were accessed most recently to support the international response to the 2017 Caribbean hurricane season. In addition, Canada supports the Canadian Red Cross to maintain a standing capacity to deploy health teams and/or field hospital/health clinics in the event of a rapid onset emergency.

Canada recognizes the importance of supporting the capacity of the international humanitarian system to respond quickly in the event of a humanitarian emergency. As already mentioned, Canada provides significant funding to the CERF. In addition, Canada supports WFP’s Immediate Response Account (IRA) as well as the WHO’s Contingency Fund for Emergencies (CFE): these mechanisms provide both organizations with access to financial resources at the outset of a crisis to appropriately respond and scale up their engagement.

Canada also has innovative financing mechanisms that Global Affairs Canada can draw on to rapidly make funds available to support responses to catastrophic crises. Specifically, Canada’s International Assistance Envelope (IAE) includes a “Crisis Pool”—funds that have been specifically set aside to respond to extraordinary crises each year without drawing funds away from other protracted crises or long-term development efforts. Crisis Pool funding is a critical tool for providing timely humanitarian assistance.

Canada supports international response mechanisms for the deployment of humanitarian surge response experts, including the UNDAC system and the Standby Partnership Program. Canada supports the readiness and rapid deployment of relief supplies and Canadian Red Cross Emergency Health Response Units (ERUs) based on requests from the International Red Cross and Red Crescent Movement and other humanitarian partners.

7.4 Organization fit for purpose

The Government of Canada’s systems, structures and processes work effectively to support coherent, responsive and needs-based humanitarian action. As set out in Chapter 4, Canada has clear accountability frameworks and mechanisms for its international assistance to ensure whole-of-government coordination and integrated contributions to sustainable development outcomes. Additional structures and mechanisms support Canada’s humanitarian action and disaster response.

Canada has well-established and proven procedures in place to respond to natural disasters abroad. Government of Canada Standard Operating Procedures (SOPs) for Natural Disasters Abroad articulate the roles and responsibilities of federal departments and Canadian overseas missions in a disaster-affected area. Within hours of a significant disaster, Global Affairs Canada convenes a meeting of the Interdepartmental Task Force (ITF), which then develops agreed interdepartmental strategies pertaining to, inter alia, potential Canadian assistance; support for the implicated Canadian mission; and communications outreach to the media and Canadian public. When responding to crises that require multi-faceted responses, Global Affairs Canada establishes and chairs, as appropriate, issue-specific and time-bound interdepartmental task forces. These task forces are guided by the SOPs and may encompass humanitarian assistance, depending on the nature of the crisis.

Global Affairs Canada chairs an interdepartmental advisory board that provides strategic advice and facilitates coordination and policy coherence on fragile state issues. Global Affairs Canada also provides training to other government departments on the Canadian model for response to natural disasters abroad. Regular training is offered to staff and employees from across government on the protection of civilians, fragile states policy, conflict analysis, and options for intervening in fragile and conflict-affected states.

A good example of effective whole-of-government coordination structures and systems can be seen in Canada’s ongoing strategy for the Syria and Iraq crises, which enlists several federal departments to work closely together to enhance security and stability, provide humanitarian assistance, and help partners deliver social services, rebuild infrastructure and good governance. Policy coherence and program integration are facilitated by a Results and Delivery Unit that tracks and assesses strategy implementation. Performance management and whole-of-government coordination efforts are guided
by a single Logic Model and an evergreen Performance Measurement Framework. Data generated through these tools are reviewed semi-annually by intra- and inter-departmental steering committees.

Furthermore, to promote awareness of humanitarian principles and programming, strengthen information exchange, and share best practices related to civil-military coordination, Global Affairs Canada officials actively participate in a variety of simulations, exercises, training and outreach activities with the Canadian Armed Forces and other relevant government departments.

All Canadian responses to natural disasters abroad are civilian led and, in some instances, are supported by the military. Canada recognizes that the military possesses unique capabilities that can be important in natural disaster response. When calling on military assets to provide support, Global Affairs Canada coordinates closely with military actors, underscoring respect for humanitarian principles and the operating environment.

Canada has specific guidance and mechanisms in place to promote an integrated and coherent approach to military involvement in humanitarian action. Canada developed guidelines on humanitarian action and civil-military coordination. These reflect prior Canadian experience and build on international examples. Canada is also a member of an international advisory group on the development of civil-military coordination standards and plays an active role in regional initiatives on strengthening disaster responses and promoting civilian-military coordination, most notably in Asia and Latin America. Finally, Canada is an active member of the UN Humanitarian Civil-Military Coordination Core Group.

More broadly, Global Affairs Canada regularly reviews its staff complement to ensure that it has the appropriate resources to program cost-effective, timely and appropriate humanitarian responses. The department also works through its extensive network of missions abroad to inform Canada’s humanitarian response. Employees of the International Humanitarian Assistance Bureau are provided with specialized hazardous-environment training to prepare them to safely travel and work in fragile and crisis-affected situations. Outside training on civil military coordination and international humanitarian law are encouraged and facilitated. Global Affairs Canada continues to build the capacity of its staff to understand and address gender equality in the context of humanitarian assistance.

7.5 Results, learning and accountability
Canada monitors progress of UN humanitarian partners through regular engagement at the global level and field level through field monitoring visits of officers based at Headquarters and in the field. Officers of the International Humanitarian Assistance Bureau also participate in multi-donor missions organized by key humanitarian partners. Annual reports of UN partners are thoroughly reviewed and feedback is provided to enhance monitoring and reporting of results.

Through its grants management system, Global Affairs Canada compiles achievements of each project’s implementation performance to inform, as appropriate, future responses. In addition, all NGO humanitarian partners provide mid-year project updates to help inform the annual programming cycle that begins in November. In advance of Canada’s annual response to humanitarian appeals for complex emergencies, team discussions on key NGO partner and multilateral performance issues are held and inform programming recommendations. To inform its approaches, the International Humanitarian Assistance Bureau also reviews other actors’ assessments and evaluations.

Every major natural disaster response is followed by a comprehensive after-action review and lessons-learned exercise. Standard Operating Procedures are then updated according to the results of these exercises. Canada’s humanitarian assistance programming is also reviewed by the Auditor General of Canada (OAG). The OAG’s most recent report (Fall 2014) focused on the federal government’s response to the onset of humanitarian crises in developing countries ranging from sudden natural disasters, such as earthquakes, to rapid increases in humanitarian needs during complex or prolonged crises, such as the displacement of people due to conflict. The report drew conclusions and made a number of recommendations, which have been fully implemented.

Canada is also reporting annually on progress made toward its World Humanitarian Summit commitments through the online Platform for Action, Commitments, and Transformation (PACT), as well as through the Grand Bargain annual reporting process. Canada also reports on its humanitarian funding and pledges to OCHA’s Financial Tracking Service (FTS) database. Finally, Canada communicates humanitarian assistance results and programming to stakeholders and taxpayers with the following tools: news releases, backgrounders, social media and targeted media.
## ANNEXES

### ANNEX 1. List of acronyms and abbreviations

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<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ADM</td>
<td>Assistant Deputy Minister</td>
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<tr>
<td>AIR</td>
<td>Annual Institutional Report</td>
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<td>APP</td>
<td>Authorized Programming Process</td>
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<td>ARIA</td>
<td>Architecture for Results in International Assistance</td>
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<td>CaLP</td>
<td>Cash Learning Partnership</td>
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<td>CBA</td>
<td>Competency-based Approach</td>
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<td>CBPFs</td>
<td>Country-based pooled funds</td>
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<td>CCIC</td>
<td>Canadian Council for International Cooperation</td>
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<td>CDAT</td>
<td>Canadian Disaster Assessment Team</td>
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<td>CDO</td>
<td>Chief Development Officer</td>
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<td>CERF</td>
<td>Central Emergency Response Fund</td>
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<td>CFGB</td>
<td>Canadian Foodgrains Bank</td>
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<td>CFLI</td>
<td>Canada Fund for Local Initiatives</td>
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<td>CFO</td>
<td>Chief Financial Officer</td>
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<td>CHAF</td>
<td>Canadian Humanitarian Assistance Fund</td>
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<td>CIDA</td>
<td>Canadian International Development Agency</td>
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<td>COP22</td>
<td>Marrakesh Climate Change Conference</td>
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<td>CRC</td>
<td>Canadian Red Cross</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<td>DAC</td>
<td>Development Assistance Committee</td>
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<tr>
<td>DFAIT</td>
<td>Department of Foreign Affairs and International Trade</td>
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<td>DFI</td>
<td>Development Finance Institute</td>
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<tr>
<td>DPO</td>
<td>Operational Direction and Coherence Division</td>
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<tr>
<td>DRC</td>
<td>Democratic Republic of the Congo</td>
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<td>EDAF</td>
<td>Emergency Disaster Assistance Fund</td>
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<td>EDC</td>
<td>Export Development Canada</td>
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<td>ERU</td>
<td>Emergency Health Response Units</td>
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<td>FAO</td>
<td>Food and Agricultural Organization</td>
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<td>FRET</td>
<td>Fiduciary Risk Evaluation Tool</td>
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<td>FTS</td>
<td>Financial Tracking Service</td>
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<td>GAVI</td>
<td>Global Vaccine Alliance</td>
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<td>GCF</td>
<td>Green Climate Fund</td>
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<td>GEF</td>
<td>Global Environment Facility</td>
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<tr>
<td>GHD</td>
<td>Good Practice of Humanitarian Donorship</td>
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<tr>
<td>GNI</td>
<td>Gross National Income</td>
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<tr>
<td>GPEDC</td>
<td>Global Partnership for Effective Development Cooperation</td>
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<tr>
<td>GRSI</td>
<td>Global Refugee Sponsorship Initiative</td>
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<tr>
<td>HOM</td>
<td>Head of Mission</td>
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<tr>
<td>HR</td>
<td>Human Resources</td>
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<tr>
<td>IAE</td>
<td>International Assistance Envelope</td>
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<td>IAR</td>
<td>International Assistance Review</td>
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<tr>
<td>IATI</td>
<td>International Aid Transparency Initiative</td>
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<tr>
<td>ICRC</td>
<td>International Committee of the Red Cross</td>
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<td>IDA</td>
<td>International Development Association</td>
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<td>IDA-MDRI</td>
<td>Multilateral Debt Relief Initiative (IDA)</td>
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<tr>
<td>IDB</td>
<td>Inter-American Development Bank</td>
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<tr>
<td>IDIA</td>
<td>International Development Innovation Alliance</td>
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<tr>
<td>IDP</td>
<td>Internally Displaced Persons</td>
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<tr>
<td>IDPS</td>
<td>International Dialogue on Peacebuilding and Statebuilding</td>
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<tr>
<td>IDRC</td>
<td>International Development Research Centre</td>
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<tr>
<td>IFAD</td>
<td>International Fund for Agricultural Development</td>
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<tr>
<td>IFAD</td>
<td>International Finance Corporation</td>
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<tr>
<td>IFRC</td>
<td>International Federation of Red Cross and Red Crescent Societies</td>
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<tr>
<td>IMF</td>
<td>International Monetary Fund</td>
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<tr>
<td>IM/IT</td>
<td>Information Management/Information Technology</td>
</tr>
<tr>
<td>MOPAN</td>
<td>Multilateral Organization Performance Assessment Network</td>
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<tr>
<td>MNCAH</td>
<td>Maternal, Newborn, Child and Adolescent Health</td>
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<tr>
<td>NGO</td>
<td>Non-governmental Organization</td>
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<tr>
<td>OCHA</td>
<td>Office for the Coordination of Humanitarian Affairs</td>
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<tr>
<td>ODA</td>
<td>Official Development Assistance</td>
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<tr>
<td>ODAAA</td>
<td>Official Development Assistance Accountability Act</td>
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<tr>
<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
</tr>
<tr>
<td>PACT</td>
<td>Platform for Action, Commitments and Transformation</td>
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<tr>
<td>PBAs</td>
<td>Program Based Approaches</td>
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<tr>
<td>PSNP</td>
<td>Productive Safety Net Program</td>
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<tr>
<td>RBM</td>
<td>Results-Based Management</td>
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<tr>
<td>RBMce</td>
<td>Results-Based Management Centre of Excellence</td>
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<tr>
<td>RCMP</td>
<td>Royal Canadian Mounted Police</td>
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<tr>
<td>SDG</td>
<td>Sustainable Development Goal</td>
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<tr>
<td>SME</td>
<td>Small and Medium-Sized Enterprise</td>
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<tr>
<td>SOPs</td>
<td>Standard Operating Procedures</td>
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<tr>
<td>TBS</td>
<td>Treasury Board Secretariat</td>
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<tr>
<td>UNDAC</td>
<td>United Nations Disaster Assessment and Coordination</td>
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</table>
ANNEX 2.
Global Affairs Canada’s organizational structure and human resources profile

Global Affairs Canada Organizational Structure

[Diagram of the organizational structure]

Global Affairs Canada Corporate Governance Structure:
http://fra/department-ministries/assets/off/commission-comties/C%5F%5FC_C_OrgChart_Jan2017-EN.PDF

Additional adjustment to this Organizational Structure will be done over the following months

* Special Deployment Position

Updated on August 30, 2017
ANNEX 3. Implementation of the recommendations of the 2012 DAC peer review

DAC 2012 PEER REVIEW

1.1 Canada needs an overarching vision for its development cooperation

Key findings: Canada lacks a clear, top-level statement that sets out its vision for development cooperation. The new approach to Canadian aid is not yet supported by sufficient or transparent decision-making criteria, complicating its processes and public accountability and constraining discussions with key stakeholders, including Parliament.

Recommendation: To provide a clear strategic vision within Canada’s foreign policy context, demonstrate application of its new approach to development cooperation and provide a transparent basis for accountability, Canada should:

a) put in place an overarching development cooperation vision that is owned by and guides the whole of the Canadian government for at least the next five to 10 years;

b) define its new approach and objectives in measurable terms, particularly its thematic and geographical priorities; and

c) complete its civil society effectiveness strategy and its strategic papers for gender equality and the empowerment of women, environmental sustainability and governance.

CANADA’S PROGRESS AGAINST DAC’S RECOMMENDATIONS (AS AT SEPTEMBER 2017)

- Since 2012, Canada has made significant changes to its international assistance policies and approaches. The political and strategic context, policy priorities, and manner in which Canada will pursue its global engagement were outlined in a speech before Parliament by Canada’s foreign minister in June 2017. The Minister made clear that Canada will work to strengthen the rules-based international order and promote the benefits of multilateralism and progressive trade; advance Canadian values, notably those related to diversity, inclusion, feminism and gender equality; and work actively to foster peace and security around the world. This important speech before Parliament set the context for the government’s approach to address global sustainable development, peace and security challenges, which are elaborated in the government’s new defence and international assistance policies.

- Canada’s Feminist International Assistance Policy was announced by the Minister of International Development and La Francophonie on June 9, 2017. It will guide all humanitarian, development and peace and security assistance interventions. The policy establishes a clear vision for international assistance and will guide whole-of-government efforts. The policy provides strategic direction and facilitates greater coherence and effectiveness for Canada’s international assistance efforts. The primary objective of Canada’s new policy is to contribute to global efforts to eradicate poverty around the world and build a more inclusive, prosperous and peaceful world. The Policy recognizes that promoting gender equality and the empowerment of women and girls is the most effective approach to achieving this objective. Grounded in Canada’s long-standing commitment to multi-stakeholder partnerships and country ownership, this new policy integrates concerns for equality, justice, prosperity, sustainability and stability into a coherent framework. It positions Canada’s international assistance to be agile, responsive to the needs of the poorest and most vulnerable, including those in fragile contexts, and able to deliver impact and results.

- Under the Feminist International Assistance Policy, Canada is building upon previous thematic priorities in increasing food security, ensuring safe and secure futures for children and youth, stimulating sustainable economic growth, and advancing democracy, peacebuilding, stability and security. The policy contains six action areas:

  - gender equality and the empowerment of women and girls (core action area);
  - human dignity (health, nutrition, education, and humanitarian assistance);
  - growth that works for everyone;
  - environment and climate action;
  - inclusive governance; and
  - peace and security.

- Canada has recently established the following new commitments and targets to guide its future IAE investments, which represent a significant refocusing of efforts to achieve poverty reduction objectives:

  - By 2021-2022, no less than 95% of Canada’s bilateral international development assistance initiatives will target or integrate gender equality and the empowerment of women and girls.
• By 2021-2022, 15% of all bilateral projects will “specifically target” gender equality and the empowerment of women and girls.
• By 2021-2022, Canada will ensure that no less than 50% of its bilateral international development assistance is directed to sub-Saharan African countries.

• Canada’s international assistance is targeting areas where poverty and vulnerability are most acute and where support can make the most difference. Canada is adapting its international assistance approaches to better respond to local needs and opportunities in the diverse range of countries where it works. Its new policy will see a shift away from the former “countries of focus” approach to geographic engagement, which concentrated development assistance on a fixed shortlist of countries. While Canada will continue to concentrate its resources where the needs are greatest, it will adapt its international assistance approaches, resources and tools to be more flexible and responsive to local needs and opportunities in the diverse range of countries where Canada works. This will more accurately reflect the breadth of Canadian engagement and the ways in which Canada channels its assistance in response to the requirements of a given context.

• Global Affairs Canada is currently developing a new suite of policy guidance for staff and partners. These new policies will account for aid effectiveness policies, and associated guidelines, and tools. In parallel, the department is renewing its framework of programming strategies, guidelines and tools to deliver on the policy’s new commitments to innovation, partnerships and flexibility. Global Affairs Canada is also developing a comprehensive performance measurement framework to assess progress on advancing the new policy. A set of indicators is being compiled and assessed. These indicators are grouped by type of activity as well as alignment with domestic and international policy objectives, including the SDGs. Each indicator will have an identified data source, baseline, target and collection process.

• While Global Affairs Canada’s existing policy on gender equality continues to guide its actions, staff have been advised—in response to the new Feminist International Assistance Policy and its targets—that gender considerations are now central to project selection. Decision making will be informed by assessments of where the greatest needs lie and where Canada can have the greatest impact on closing the gender gap or addressing a key gender issue in order to eradicate poverty.

• In this regard, Global Affairs Canada is continuing to employ a gender equality coding system that has been in place since 2012. The coding helps ensure that managing for gender equality results is at the front end of planning and approval processes. Investments that meet the highest code standard on gender equality will be prioritized. This approach will support the achievement of gender equality financing targets that Canada has established for itself and concretely contribute to the achievement of SDG 5.

• In February 2015, Canada launched its Civil Society Partnerships for International Assistance Policy (CSO Policy) after widely consulting with civil society organizations (CSOs). The policy’s principles guide Canada’s engagement with CSOs. This policy was updated in September 2017, and Canada’s new Policy for Civil Society Partnerships for International Assistance—A Feminist Approach ensures that the approach to partnerships and dialogue with civil society aligns with the new international assistance policy. Moving forward, Canada is maintaining strong and meaningful engagement with civil society through regular meetings, round tables, consultations and policy dialogue.
Currently, the Government of Canada is developing a comprehensive and integrated domestic and international framework for implementing the 2030 Agenda. This will form the basis of Canada’s voluntary national review at the High-Level Political Forum in 2018.

1.2 Engaging with the private sector

Key findings: Canada’s new emphasis on sustainable economic growth is an opportunity for it to engage the private sector in development, particularly in creating an enabling environment for business and supporting access to markets for developing countries. This is very much in line with the outcomes of the 2011 Fourth High Level Forum on Aid Effectiveness in Busan regarding public-private cooperation. Canada needs to ensure that development objectives and partner country ownership are paramount in the activities and programs it supports. As the OECD-DAC has advised other OECD members, there should be no confusion between development objectives and the promotion of commercial interests.

Recommendation: To guide its engagement with the private sector, Canada should:

- use analysis and broad consultation to develop a strategy for working with the private sector and ensure that this gives a clear rationale for Canada’s engagement. This strategy should include well-defined aims, strategic objectives and transparent procedures for partnerships with private sector enterprises.

- Canada advocated strongly to ensure that the voices of the private sector were heard during 2030 Agenda deliberations. In addition, Canada helped to shape the Addis Ababa Action Agenda on financing for development, including ensuring the inclusion of blended finance and a gender perspective in the Addis Agenda. Canada’s Permanent Representative to the United Nations in New York, jointly with his colleague from Jamaica, is leading the Group of Friends on SDG Financing, with the aim of unlocking private sources of financing to support the 2030 Agenda.

- The Feminist International Assistance Policy provides a strategic framework for engaging with the private sector consistent with Addis Ababa Action Agenda based on experience, evidence and the results of an extensive consultation process, including with the private sector.

- With the release of the new policy, Canada is increasing and diversifying the range of mechanisms for working with the private sector to support sustainable development. This means transforming the current service-provider role of the private sector into one in which the sector becomes an investing partner in the achievement of development results. New instruments such as repayable contributions will be introduced that will better enable Canada to mobilize new streams of financing for underserved private sector partners in developing countries, including woman-led businesses.

- Canada continues to lead the global community in supporting innovative financing initiatives. In addition to multiple programming initiatives that use official development assistance support to leverage engagement from private sector actors to achieve social impact, Canada also hosts and funds Convergence, an investment network and a design fund facility to promote blended financing from public, private and philanthropic partners through information sharing, connecting public and private investors, and piloting structured financing models. The mechanism offers solutions to well-known constraints in blended financing, helping to overcome fragmented networks, high transaction costs, high risk and limited information. Convergence also offers market-building tools and a database of blended finance deals to support the structuring of blended finance transactions.

- Canada is working closely with country partners and other donors to support funding mechanisms that encourage the private and voluntary sectors to generate more innovative and cost-effective solutions to sustainable development challenges. To this end, Canada will seek opportunities to lead these types of mechanisms and to attract investments from other donors.

- Canada’s new Development Finance Institute will play a critical role in facilitating greater private-sector investment in developing countries where access to capital is limited. By doing so, the new institution will help to create jobs, promote economic growth and reduce poverty in developing countries. The Development Finance Institute has been capitalized with $300 million over five years, which will enable it to attract funds from other partners and support private investments in developing countries through the use of loans, loan guarantees or equity stakes.
• Canada co-chairs the Redesigning Development Financing Initiative and works with the Global Infrastructure Facility, development banks, and other donors to promote innovative finance mechanisms and make higher-risk development infrastructure projects more attractive to institutional investors.

• Canada also engages with the Devonshire Initiative (a collaborative problem-solving forum for development NGOs and mining companies) as well as Global Compact Network Canada to advance sustainable public-private cooperation.

• The core legislative framework for Canada’s development assistance is enshrined in the Official Development Assistance Accountability Act (2008), the purpose of which is to ensure Canada’s official development assistance (ODA) is provided with a central focus on poverty reduction, and in a manner consistent with Canadian values, Canadian foreign policy and aid-effectiveness principles. The Act identifies three conditions that must be satisfied for international assistance to be reported to Parliament as ODA; namely, it must: 1) contribute to poverty reduction; 2) take into account the perspectives of the poor; and 3) be consistent with international human rights standards.

• Canada pursues a whole-of-government—and often whole-of-Canada—approach to its international efforts to advance sustainable development. Political leaders have demonstrated a commitment to horizontal policy coherence on key sustainable development issues, and institutional structures have been designed to foster it, with new planning, tracking, coordination and implementation processes established across the federal government.

• At the political level, the Prime Minister has issued clear direction on the government’s priorities and commitment to sustainable development, including through publicly accessible mandate letters to all Cabinet ministers. In addition to setting out an overarching commitment to a nation-to-nation relationship with Indigenous peoples and deepened consultation with traditional and new partners, these letters identify specific and shared priorities for ministers across their portfolios. Several ministers are mandated to collaborate on important global issues, including climate change, migration, inclusive and accountable governance, women’s empowerment and gender equality, peaceful pluralism, inclusion and respect for diversity.

• The letter to the Minister of Foreign Affairs, for instance, explicitly calls for a close link between foreign affairs minister, defence, development and trade policy—a point reinforced by the foreign minister when she outlined the government’s vision for Canadian global engagement in June 2017. This joined-up approach is also clear both in the new defence policy—with its calls for coordination between international assistance and defence efforts in areas of common interest such as capacity building to support respect for diversity, human rights and gender equality, and on the Women, Peace and Security Agenda—and the Feminist International Assistance Policy, both of which were launched the same week. The ministers of finance, trade and international development have the mandate to collaborate on issues related to development finance. The Minister of International Trade has a mandate to advance a progressive trade agenda helping to ensure that the growth and prosperity generated by the global trading system is sustainable, inclusive and widely shared and considers issues such as labour, the environment, gender equality, transparency and inclusive economic growth.

2.1 Strong political will must drive a government-wide approach to policy coherence for development

Key findings: Canada has made progress toward establishing the building blocks for policy coherence for development. These blocks are political commitment, policy coordination mechanisms and monitoring, analysis and reporting systems. But, like other DAC members, Canada has yet to show that potential and actual development impacts are being considered in relevant policies.

Recommendation: To give policy coherence for development sufficient weight in decision making, Canada should do the following:

a) Systematically screen relevant existing policies and legislative proposals for their impact on developing countries.

b) Forge political and administrative commitment to a program for policy coherence for development across all relevant departments. The program should set measurable and strategic cross-governmental objectives and provide a clear plan for achieving them.

c) Reinforce existing coordination mechanisms and strengthen capacity
The Minister of International Development and La Francophonie, working with a core group composed of several other ministers with relevant portfolios, has the mandate to support the implementation of the 2030 Agenda for Sustainable Development. The core group of ministers is currently developing a framework for Canadian implementation of the 2030 Agenda, and Canada is scheduled to present its voluntary national review in July 2018 at the High Level Political Forum at the United Nations.

Regular dialogue and consultation are embedded in Canada’s political and bureaucratic structures and are an essential feature of Canada’s overall approach to policy coherence for sustainable development. At the federal level, the Cabinet committee structure promotes policy coherence, as does the Canadian parliamentary system, which provides an opportunity for public and parliamentary discussion and input into relevant processes and decisions through standing committees, including the Committee on Foreign Affairs and International Development. This committee publicly convenes officials from across government, as well as outside experts and thought leaders, to respond to questions from members of Parliament on Canada’s international engagement, including on international sustainable development efforts.

Within the bureaucracy, all of these efforts are supported, and policy and program coherence further reinforced, at the inter- and intra-departmental levels through a number of mechanisms including committees, working groups and communities of practice, oversight and governance structures, and systems for planning, reporting and implementation. This includes collaboration with levels of government in Canada to reinforce coordination and shared effort. These cross-government mechanisms have enabled Canada to engage effectively on complex global issues, such as the links between trade, economy, migration and inclusive growth.

A critical contribution to enhancing policy coherence in Canada’s international efforts was the decision in 2013 to amalgamate the then-Department of Foreign Affairs and International Trade (DFAIT) with the Canadian International Development Agency. The new department, now called Global Affairs Canada, manages Canada’s diplomatic and consular relations, promotes the country’s international trade, and leads Canada’s international development, humanitarian and peace and security assistance programs. And while the work to further deepen necessary cultural and collaborative instincts is ongoing, the dividends in terms of enabling greater policy coherence in support of Canada’s sustainable development agenda has been clearly evident over the past four years.

The Feminist International Assistance Policy now guides all of Canada’s international assistance interventions, including programming and advocacy. The policy encompasses all international assistance, including humanitarian, development, and peace and security assistance. It also guides programming across all channels—geographic programs (country-to-country assistance), partnership programs, peace and security assistance, multilateral and humanitarian assistance.

The International Assistance Envelope is the Government of Canada’s main budget planning instrument to support international assistance objectives. The ministers of foreign affairs, international development and finance co-manage this envelope, together with the Department of Finance and the Privy Council Office. It is a key mechanism for ensuring a coordinated approach for the delivery of international assistance between federal departments and agencies.
• Global Affairs Canada currently conducts a planning exercise to ensure development assistance programming aligns with Canada’s priorities, commitments and targets. This process is the foundation for managing the ODA resources throughout the year. Canada is moving forward with plans for integrated country frameworks that will guide all foreign policy, trade and international assistance engagement with selected countries.

• Canada continues to strengthen its coordination mechanisms and capacity for monitoring, analyzing and reporting across federal departments and agencies, and diplomatic missions abroad. One example is the integrated mission reporting through the Strategia tool, the annual report on the ODAAA, and the development of a results architecture linking project, programs and corporate levels (ARIA – Architecture for Results in International Assistance) ... of the Monitoring and Reporting Tool (MRT) to support coherent and streamlined monitoring and reporting of results.

• Canada recognizes that today’s complex challenges require whole-of-government approaches that draw on a range of expertise, tools and assets. While Global Affairs Canada leads in coordinating the overall response to the delivery of Canada’s international assistance, many departments and agencies play an essential role in this effort.

• Canada has several inter- and intra-departmental committees that reinforce whole-of-government approaches on priority issues. These cross-government mechanisms have enabled Canada to engage effectively and in an integrated manner on complex global issues, such as the links between security, trade, economy, migration and inclusive growth.

• In June 2013, the Canadian International Development Agency and DFAIT were amalgamated into one department, resulting in more coherent and cohesive international engagement, supported by an integrated organizational structure in the department’s geographic branches.

• Amalgamation has permitted Canada’s heads of mission to develop a new framework through which they can ensure policy and programming coherence. As part of the amalgamation process, the role and accountability of the head of mission (HOM) has been enhanced. The HOM is in charge of ensuring country policy and programming coherence and integration across all Global Affairs Canada business lines. In practical terms, this means that the HOM is accountable for high-level pragmatic choices and coherence, which means being engaged in selecting the thematic programming priorities through the country development strategy process and providing concurrence with the identification of projects through the annual investment planning process.

• A process is currently under way to increase HOM accountability for the international development programs in three test cases: Mali, Mozambique and Guatemala. In these instances, the department is transferring full responsibility for grants and contributions, associated operational budgets and human resources (at mission and Headquarters) funded through the ODA envelope to the HOM.

2.2 Investing resources to make whole-of-government approaches work

Key findings: Canada shows good practice in implementing whole-of-government approaches in fragile states, particularly in Afghanistan. Its assistance in other partner countries would be more effective if it applied the relevant program considerations emerging from Afghanistan in those contexts.

Recommendation: Apply relevant program considerations emerging from Afghanistan and other fragile state contexts to strengthen whole-of-government approaches. This includes:

a) ensuring relevant federal departments are committed to the process;

b) adopting an integrated approach, particularly at the partner country level;

c) matching ambition with human and financial resources;

d) delegating the necessary level of authority to the field; and

e) adapting processes and protocols for effective delivery.

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e) adapting processes and protocols for effective delivery.
With amalgamation, Global Affairs Canada has increased decentralization of its geographic programs, which has allowed officers and senior managers from across departmental lines of engagement—trade, foreign affairs, development and consular services—to be co-located. Global Affairs Canada is currently undertaking a review of its Country Strategies Framework, whereby a selection of pilot countries will, for the first time, undertake an integrated country strategy approach to ensure integration of priorities and coherence of objectives.

Global Affairs Canada is strengthening its financial management by improving decision making and investment activities. It is linking allocation decisions with risk assessments, performance information and evaluation findings, and providing employees and partners with clearer guidance around the appropriate use of funds.

For example, to facilitate a whole-of-government approach to results-based management in fragile states, Global Affairs Canada’s Results-based Management Centre of Excellence (RBMce), in conjunction with the Centre for Intercultural Learning, has developed a quick reference guide on results-based management and the operational planning process. The focus for this guide is to familiarize members of the Canadian Armed Forces and other government departments with the military operational planning process and the results-based management approach to planning used by Global Affairs Canada.

Canada has consistently sought to apply the lessons that emerged from Afghanistan in its responses to other fragile states. Specific coordination mechanisms and policy tools have been created to facilitate such efforts, and have been evident in Canadian approaches to Haiti, Iraq, South Sudan, Syria and Ukraine.

A good example is the case of Canada’s integrated response to the crisis in the Middle East, where Canada deploys a range of assets and assistance that combines Global Affairs Canada-led engagement in the diplomatic, humanitarian, development, trade and peace and security domains with the military assistance and training efforts of the Canadian Armed Forces. Likewise, Canada’s engagement in Ukraine encompasses multiple lines of effort, including political dialogue, development and humanitarian assistance, security and stabilization programming, and defence cooperation.

Global Affairs Canada launched the new Peace and Stabilization Operations Program in August 2016. The program anchors whole-of-government coordination and responses to international crises with a focus on stabilization efforts in priority countries including Afghanistan, Colombia, Haiti, Iraq, Jordan, Lebanon, Mali and the Sahel, Myanmar, Syria and Ukraine. It builds on lessons learned from the whole-of-government engagement in Afghanistan and provides the government with a toolkit for advancing Canada’s leadership in peace operations, conflict prevention, mediation and peacebuilding, for furthering the Women, Peace and Security agenda, and for demonstrating leadership on key issues such as protection of civilians, transitional justice, peaceful pluralism, diversity and human rights.
3.1. Ensure Canada’s official development assistance volumes keep growing

Key findings: Between 2001 and 2010, Canada doubled its aid. These increases allowed Canada to:
- give valuable additional support to low-income countries, particularly in sub-Saharan Africa;
- respond to global emergencies, such as the 2007 food crisis; and
- generally strengthen its role in development cooperation.

The reductions in Canada’s official development assistance (ODA) since 2011—combined with its plan to concentrate on fewer countries, many of which are middle income—may undermine the support it has given in recent years to poor countries with weak capacity, especially in sub-Saharan Africa.

Recommendation: To maintain its strong role in development cooperation, Canada should:
- maintain ODA at the current level of 0.31% of gross national income ($5.3 billion) in the short term with a view to returning to its previously higher level as soon as possible;
- adopt a plan for ODA growth that takes it toward the international target of a 0.7% ODA-to-gross national income ratio, building on its earlier success in increasing ODA; and
- continue to concentrate ODA on its thematic and geographical priorities.
- Canada recognizes the critical role of international public finance in advancing sustainable development and realizing the 2030 Agenda. Official development assistance (ODA) accounts for most Canadian international assistance funding and, since 2012, this assistance has been 100% untied.
- Canada is refocusing its efforts on the poorest and most vulnerable and supporting those in fragile states, where its ODA resources can have the greatest impact. However, Canada is also conscious that ODA alone is insufficient to meet the collective commitments to eliminate extreme poverty, a point highlighted at the Addis Ababa Conference on Financing for Development. That is why Canada’s Feminist International Assistance Policy includes a firm commitment to modernizing its approach by supporting innovative and flexible financing tools to achieve its targets, and an emphasis on attracting new investment partners. Canada is actively seeking ways to use its ODA to leverage private capital and non-traditional sources of funding and is seeking to mobilize private-public partnerships to achieve sustainable development outcomes. This emphasis is in step with a broader international movement to expand the funding available to supplement ODA, including by using public and/or philanthropic funds to share and reduce risk, increase liquidity, and address timing mismatches related to project financing.
- In 2016, Canada contributed over $5.3 billion (US$3.9 billion) in ODA. Canada manages most resources for ODA through its International Assistance Envelope (IAE), a dedicated pool of resources co-managed by the ministers of finance, foreign affairs and international development.
- Canada has set the following key commitments and targets to guide its IAE investments under its new assistance policy, which represent a significant refocusing of efforts to achieve poverty reduction objectives:
  - By 2021-2022, Canada will ensure that no less than 50% of its bilateral international development assistance is directed to sub-Saharan African countries.
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4.1 Modernizing CIDA: decentralizing, streamlining and simplifying

**Key findings:** CIDA has launched a business modernization initiative to improve its performance, particularly for accountability, decentralization, internal efficiency and approval processes. While considerable progress is being made, CIDA’s procedures are still cumbersome and its decentralization reforms have not yet been completed, slowing down implementation of programs and putting a strain on low-capacity partners.

**Recommendation:** Building on progress already made with its business modernization initiative, CIDA should further simplify and modernize its development cooperation by:

a) completing its decentralization, giving field-based teams in partner countries enough advisory and managerial capacity and program and financial authority to deliver more effective aid;

b) streamlining approval procedures further and making them more predictable; and

c) clarifying, harmonizing and simplifying reporting requirements.

- The Canadian International Development Agency and the Department of Foreign Affairs and International Trade merged in 2013 to form what is now called Global Affairs Canada. In this context, several measures were taken over the last four years to streamline functions and enhance financial and management efficiencies. This work is being further expanded following the launch of the new Feminist International Assistance Policy.

- The Feminist International Assistance Policy transforms how Canada conceives and delivers its international assistance, while building on accumulated experience and leadership in key areas such as gender equality. As a result of this policy, Canada is:
  - improving the effectiveness of its international assistance, including through more flexible, innovative, integrated and coherent approaches and by pursuing new and creative multi-stakeholder partnerships;
  - better adapting its tools, approaches and resources to respond to the needs and opportunities of individual contexts, including through innovative financing approaches designed to leverage new resources for sustainable development and poverty reduction.

- Since 2013, Global Affairs Canada has been standardizing and streamlining its grants and contributions programming process. The process was subject to an external review in 2015 and to external consultations as part of the International Assistance Review in 2016. Resulting recommendations are being implemented to increase efficiency and effectiveness. Some improvements to existing processes have already been made and new processes are being piloted. These changes aim to remove low-value steps from the process, simplify instructions for internal users and external partners, reduce the burden of initial application on partners (such as through “Calls for Concepts”), ensure the audit-readiness of project files, and keep standardized processes, tools and guidance up to date with all relevant legislative, policy and regulatory changes. For example, as a result of changes to the Management Statement of Intent tool and process, the time for initiating a project has been reduced by approximately 75%.

- Global Affairs Canada created a new International Assistance Operations Bureau in April 2017 to identify ways to improve effectiveness, efficiency and coherence. The bureau is a clear point of accountability for solving cross-cutting operational issues. It provides deputy ministers and Global Affairs Canada development programs with advice and support that ensures consistent operations of international assistance programs across the department. Within this bureau, the Operational Direction and Coherence Division (DPO) has been created to coordinate the new policy. The mandate of this division is to identify and address coherence gaps that might arise in the implementation of international assistance programs and is responsible for streamlining departmental processes and procedures. This bureau is coordinating the implementation plan for the new policy in close consultation with other federal departments and agencies.

- Canada decided to decentralize in part to improve the participation of country partners and other stakeholders in program development. In 2014, Canada’s heads of mission received authority to approve projects up to $250,000. Prior to this, little effective authority had been delegated to the field. Global Affairs Canada has been moving toward arms-length service support centres in some countries, through which contracting is carried out in the field. This would reduce the risks identified with the Project Support Unit model. Global Affairs Canada piloted contractual models in Kenya and in South America, in which the support centre submits a work plan to be
delivered during the year. Twenty-two country programs are setting up the new integrated support service model. These should be operational later in 2017. Regional support service centres will serve smaller donor recipients such as those in the Caribbean and the Middle East.

- Other changes have been implemented to build strong links between performance measurement and evaluation functions. One is the creation of the role of chief results and delivery officer to take stock of, and report on, Global Affairs Canada’s progress against government priorities.

- The department has a well-developed approach to RBM for international assistance, one that has progressively evolved since the now amalgamated Canadian International Development Agency adopted the concept in the late 1990s. The Global Affairs Canada approach is articulated in the Results-based management for international assistance programming: A how-to guide. The guide is continually revised to remain relevant for project officers and partners. Global Affairs Canada employs a broad spectrum of RBM approaches, particularly when working with multilateral organizations or cooperatively with other donors. The department relies primarily on theories of change, logic models and performance measurement frameworks as the basic units of its RBM approach.

4.2 The challenge of developing, using and maintaining a satisfied workforce

Key findings: CIDA faces challenges in managing its personnel. Staff turnover is an issue, particularly at senior levels; staff are dissatisfied with CIDA processes, and CIDA risks not having sufficient people with the right skills to support its programs.

Recommendations: To achieve its aim to become one of the most effective development cooperation agencies, CIDA should:

a) put in place a comprehensive human resources plan that addresses the issue of senior staff turnover, responds to staff concerns and equips the agency with the capacity it needs to achieve its aims;

b) ensure that any new arrangements for local advisory and support services in priority partner countries retain the strongest features of the current Program Support Unit, particularly the high-quality locally grounded technical expertise; and

- The Government of Canada recognizes the links between a culture of learning, collaboration and excellence and thriving employees and sees this as critical to the successful delivery of its international assistance.

- The amalgamation of CIDA and DFAIT in 2013 brought together employees with diverse yet complementary competencies. Several concrete and positive steps have been taken to integrate the workforces for optimum service delivery while maintaining distinct and satisfied communities of dedicated professionals with appropriate skills and knowledge who feel valued.

- Over the last four years, Global Affairs Canada has undertaken several concrete and positive steps to integrate the two workforces of the former CIDA and DFAIT while maintaining expertise in communities of dedicated professionals with appropriate skills and knowledge who feel valued. Three notable examples of work done to date are: expanding the mobility management mechanisms, establishing the role of the chief development officer, and introducing competency-based management.

- In 2014, the role of the chief development officer (CDO) was created to champion the international development profession within Global Affairs Canada. Working closely with the deputy minister of international development, the CDO has consistently engaged with other senior level leaders and working level professionals to foster a culture of learning, collaboration and excellence in the delivery of international assistance.

- One of the areas the CDO has prioritized is the development of an International Assistance Workforce Strategy—an initiative endorsed by the Executive Board in 2017. The Strategy seeks to further integrate the department’s workforce and to clarify and implement the competencies needed for international assistance professionals. The CDO is collaborating closely with the HR Branch, including ensuring that this work is part of a wider departmental commitment to adopting a competency-based approach (CBA) to HR management across the department. The CBA is helping the department to strategically manage and develop its workforce for strengthened integration, flexibility and alignment with Global Affairs Canada’s operational and business needs.
The department’s senior management has strengthened its efforts to increase leadership opportunities and skills development for women in the department. In addition, it has given more focused attention to improving career satisfaction, work-life balance, and mental health and well-being. In order to foster concrete results on these issues, Global Affairs Canada appointed senior level departmental “champions,” including a champion for women and a champion for psychological health and well-being. Global Affairs Canada also established an internal peer and mentoring group, the Women’s Network. Together, these initiatives help to support the department’s efforts, including increasing women’s representation in leadership roles within Global Affairs Canada.

Global Affairs Canada staff engagement at Headquarters and at missions abroad was a priority during the International Assistance Review and was achieved through the use of portals, working groups, and town-hall meetings hosted by the department’s ministers, deputy ministers, associate and assistant deputy ministers.

Canada has designed its new international assistance approach to respond more nimbly and effectively to the evolving global political, economic and social landscape and to better position Canada to deliver more effectively on new global frameworks such as the 2030 Agenda for Sustainable Development, the Paris Agreement on Climate Change and the Grand Bargain stemming from the World Humanitarian Summit. It is built on evidence and best practice on development effectiveness, reflects inputs received through extensive consultations with Canadians and stakeholders worldwide (described in Chapter 1), and takes into account Canada’s comparative advantages.

The Feminist International Assistance Policy makes explicit Canada’s commitment to aid effectiveness and the suite of policies, and guidelines that are being developed to guide the implementation of the policy will have aid effectiveness principles at their core.

Canada has continued to implement aid effectiveness principles that were outlined in the Aid Effectiveness Action Plan (2009-2012). In 2014, Canada reaffirmed its commitment to aid effectiveness at the first High Level Meeting of the Global Partnership for Effective Development Co-operation (GPEDC) in Mexico and continues to be an active participant in the GPEDC and GPEDC initiatives, bringing findings back to the department to inform programming. Canada recently became a member of the GPEDC steering committee and is actively participating in the four GPEDC working groups, which are advancing GPEDC work plan objectives.

Canada has deepened its implementation of a whole-of-government approach to increase effectiveness, particularly since the amalgamation of the trade, foreign policy and development streams of Global Affairs Canada in 2013. Global Affairs Canada has facilitated initial planning to develop a whole-of-Canada approach toward implementing the 2030 Agenda and its SDGs. Five departments, including Global Affairs Canada, will lead the development of an integrated Canadian approach to implementing the SDGs domestically and internationally.

To increase the transparency and predictability of its international assistance, Canada announced in the new Feminist International Assistance Policy that it will publicly disclose the level of the International Assistance Envelope on an annual basis.

5.1 Translate Canada’s commitment to aid effectiveness into better practice

Key findings: Canada has made progress on transparency and the use of common and joint approaches. Surveys of donors’ progress toward meeting the Paris Declaration commitments since 2005 show that Canada (along with other DAC members) is lagging behind in implementing the aid effectiveness principles, particularly aid predictability. In Canada’s case, part of the reason for this is that CIDA’s Aid Effectiveness Action Plan combines domestic accountability and internal efficiency with implementing the Paris Declaration principles themselves. This lessens the emphasis on the principles. In addition, the approach taken to date is concerned only with the aid delivered by CIDA (68% of Canada’s total ODA in 2011).

Recommendations: In continuation of its efforts to make its aid more effective, Canada should:

a) update CIDA’s Aid Effectiveness Action Plan and ensure it is fully aligned with the Paris Declaration principles and the objectives agreed at Busan; and

b) be more open, using regular dialogue and communication to keep employees and partners informed of changes and reforms.
Since 2015, Canada has provided notional budgets for country programmable aid (geographic programs) to the DAC for its Survey on Aid Allocations and Indicative Forward Spending Plans. Most of Canada’s ODA budget goes toward multi-year high-level international commitments which, along with multi-year projects, help enhance the predictability of funding for country partners. In 2016-2017, Canada more than quadrupled its multi-year humanitarian assistance funding.

As Chair of the International Aid Transparency Initiative since 2016, Canada continues to increase the transparency of its international assistance through the publication of open aid data by Global Affairs Canada, Finance Canada and the International Development Research Centre. Canada ranked fourth among bilateral donor agencies and 12th overall in the 2016 Aid Transparency Index. Global Affairs Canada is also improving access to information and providing information about its international assistance activities by improving its Project Browser, which was upgraded in 2017.

5.2 Sustain the significant progress in untying aid

Key findings: Canada has made progress toward untying its aid. This has resulted in better value for money in key areas of Canada’s development cooperation—particularly its food aid, which it untied in 2008. The proportion of Canada’s total aid that is untied was 80% in 2010.

Recommendation: To provide even better value for money, Canada should:

a) complete untying of all remaining aid, setting out steps to untie its aid to the maximum extent, in line with the Accra and Busan commitments; and

b) avoid tying any more aid in the future.

From 2012 until the present, Canada’s aid has remained 100% untied. In other words, no conditions are placed on where goods and/or services financed with ODA should be bought.

Untying is mandatory except for specific exclusions—technical cooperation and management services—where untying is encouraged but aid effectiveness and programming needs are decisive factors.

The implementing guidance to untie aid for Canada’s ODA programming is based on the updated OECD-DAC Revised Recommendation on Untying Official Development Assistance to the Least Developed Countries and Heavily Indebted Poor Countries, August 2014. However, Canada’s policy on untying aid extends to all aid recipient countries. It also extends to technical cooperation, where possible.

Canada has prioritized the reintroducing of the untying of aid to the Working Party on Development Finance Statistics agenda and will renew its efforts in 2018, when the ODA modernization agenda is set to conclude.
6.1 A consistent humanitarian donor despite lacking a clear public strategy

Key findings: Canada has several strengths as a humanitarian donor, such as cross-government coordination and an extensive rapid response toolbox; however, decision-making criteria should be more transparent, including for its “matching fund” mechanism, so as to demonstrate compliance with key humanitarian principles. Canada has also not communicated the results it expects its humanitarian program to achieve, limiting public accountability and constraining discussions with key stakeholders, including Parliament.

Recommendation: To provide clear strategic vision, demonstrate application of humanitarian principles and provide a transparent basis for accountability in the humanitarian program, Canada should:

a) disseminate a cross-government humanitarian strategy, with transparent and measurable objectives and expected results, in line with the principles of Good Humanitarian Donorship, following consultation with key stakeholders; and

b) provide guidance for the application of the matching fund mechanism, through which the government matches fundraising efforts of registered Canadian charities to increase transparency, and to better demonstrate compliance with humanitarian principles.

- The Feminist International Assistance Policy, announced in June 2017, reiterates Canada’s commitment to supporting principled, timely, needs-based humanitarian assistance while improving its focus on addressing the particular needs and potential of women and girls, with a section on gender-responsive international humanitarian assistance. The policy also affirms that Canada will implement the commitments it made at the 2016 World Humanitarian Summit. Canada also takes measures to ensure that responses to small, medium- and large-scale emergencies are predictable and based on need.

- The policy confirms that Canada’s humanitarian assistance will:
  - strengthen sexual and gender-based violence prevention and response strategies in humanitarian settings;
  - advocate for humanitarian principles and international humanitarian law, including by shining a light on the ways in which humanitarian crises present unique challenges for women and girls;
  - support the full range of women’s and girls’ sexual and reproductive health needs in humanitarian responses; and
  - help strengthen the capacity of local and national women’s groups to assist in humanitarian emergencies and help address the particular unmet needs of women.

- Where a matching fund is utilized, Global Affairs Canada conducts a thorough analysis in advance, deeming that the crisis is catastrophic, resources are available to respond and Canadian CSO fundraising efforts can be amplified by further engaging the Canadian public. With this in mind, the amount raised through a matching fund is part of a broader programming approach to a crisis. As such, all Canadian programming decisions are based on relative level of need. If necessary, Canada will also consider adjusting its remaining annual allocations to ensure an equitable distribution of its humanitarian assistance.

- Since 2012, the Government of Canada has launched five relief funds through an established matching mechanism (the Sahel Food Crisis, Typhoon Haiyan, Nepal Earthquake, Syria and the Famine Relief Fund). These mechanisms operate in the following way: for every eligible dollar donated by individuals to registered Canadian charities during a specific timeframe in response to these humanitarian crises, the Government of Canada will set aside one dollar in the relief fund. The Government of Canada then uses the fund to support experienced international and Canadian humanitarian organizations based on needs on the ground, using established Global Affairs Canada channels and procedures. The relief fund is separate from the funds raised by charities and is administered by the Government of Canada. Charities that raise funds do not receive a matching dollar from the Government of Canada. Global Affairs Canada continues to refine the process, making it more transparent and predictable for both the Canadian public and humanitarian partners wishing to fundraise. This includes clear messaging on how the fund operates and how the Government of Canada will allocate resources within the fund. Most recently, on May 29, 2017, Canada launched the Famine Relief Fund, during which $21.3 million in eligible donations were raised. The Government of Canada matched this amount. Global Affairs Canada provided explicit criteria online regarding the eligibility of donations and how the Government of Canada matches donations, and a concerted effort was also made to ensure all parties were informed that participation in the relief fund did not provide humanitarian partners with privileged access to the funds raised during the fundraising period. To learn more, please see the Famine Relief Fund.
ANNEX 4. Global Affairs Canada’s human resources profile

<table>
<thead>
<tr>
<th></th>
<th>Headquarters</th>
<th>Field</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executives</td>
<td>97</td>
<td>30</td>
<td>127</td>
</tr>
<tr>
<td>Professional staff</td>
<td>578</td>
<td>138</td>
<td>716</td>
</tr>
<tr>
<td>Locally engaged staff (LES)</td>
<td>161</td>
<td></td>
<td>161</td>
</tr>
<tr>
<td></td>
<td>675</td>
<td>329</td>
<td>1,004*</td>
</tr>
</tbody>
</table>

*These figures represent positions that are fully dedicated to international assistance or where international assistance is a substantial portion of their responsibilities.

Other positions do support international assistance but have not been included. As an amalgamated department, corporate functions have been fully merged and serve all streams of work, including foreign affairs, trade and development. Important support functions such as contracting and financial advice and management have also been merged and support the department as a whole.
ANNEX 5. List of references

Legislation
- Department of Foreign Affairs, Trade and Development Act (2013)  
- Federal Accountability Act (2006)  
  http://laws-lois.justice.gc.ca/eng/acts/F-5.5/
- Financial Administration Act, 1985  
- Government Contracts Regulations (1987)  
  http://laws-lois.justice.gc.ca/eng/regulations/SOR-87-402/
- Canadian Environmental Assessment Act (2012)  
  http://laws-lois.justice.gc.ca/eng/acts/C-15.21/

Policy and frameworks
- Canada’s Feminist International Assistance Policy  
- Canada’s Policy for Civil Society Partnerships for International Assistance – A Feminist Approach  
- Minister of Foreign Affairs Mandate Letter  
  http://pm.gc.ca/eng/minister-foreign-affairs-mandate-letter
- Minister of International Development and La Francophonie Mandate Letter  
- Minister of International Trade Mandate Letter  
  http://pm.gc.ca/eng/minister-international-trade-mandate-letter
- Open and Accountable Government  
- Budget 2017  
- Budget 2016  
- Canada’s assistance program by country  
- Development and Humanitarian Assistance in Middle East and North Africa  
- Canada’s priorities in international assistance  
- Global Affairs Canada’s Strategic Papers on the Crosscutting Themes for Canada’s International Assistance  
- Action Plan on Gender-based Analysis (2016-2020)  
• Gender-based Analysis Plus


• Strategic Environmental Assessment
https://www.ic.gc.ca/eic/site/sea-ees.nsf/eng/home


Reports


• Global Affairs Canada: Report on Plans and Priorities 2016-17
(This document contains the Program Alignment Architecture, S1.2.3)

• Corporate Risk Profile 2017-18 (internal document)
https://webdoc.acdi-cida.gc.ca:10000/?id=8017687


Results: directives and reports


• Performance Measurement Framework (2016)
http://international.gc.ca/world-monde/assets/pdfs/forms/2662e.pdf
• Treasury Board Secretariat Policy on Results: Framework for Government Departments

• Treasury Board Secretariat: Directive on Results - Implementation Guide for the Policy on Results

• Global Affairs Canada: Evaluation Reports

• Meta-Evaluation of Global Affairs Canada’s Decentralized Evaluations (2017)

• Treasury Board Secretariat: Centre of Excellence for Evaluation

Programs

• Canadian Partnership for Women’s and Children’s Health (CanWaCH)
  http://www.canwach.ca/about-us/

• Peace and Stabilization Operations Program

• Global Peace and Security Fund

• Canadian Humanitarian Assistance Fund

• Emergency Disaster Assistance Fund

• Global Refugee Sponsorship Initiative
  http://refugeesponsorship.org/

• Small and Medium Organizations Initiative
  https://www.canada.ca/en/globalaffairs/news/2017/05/address_by_ministerbibeauatthecanadiancouncilforinternationalco-.html

• Canadian International Food Security Research Fund

• Canada Fund for Local Initiatives

• Prime Minister’s Youth Council

• International Youth Internship Program
  http://www.international.gc.ca/world-monde/study_work_travel-etude_travail_voyage/youth_internship-

• International Aboriginal Youth Internships

• Volunteer Cooperation Program

• Government Electronic Tendering System (GETS)
  https://buyandsell.gc.ca/
Human resources

- Blueprint 2020 and public service renewal

- Global Affairs Corporate Human resources Plan
  http://intra/department-ministere/assets/pdfs/planning_reporting-planification_rapport/2017-18_Corporate_HR_Plan-En.pdf (internal document)

- Public Service Employee Survey

- Gender-Based Analysis + (GBA+)

Research, innovation, information and knowledge sharing

International Development Research Centre (IDRC)

- IDRC Annual Report 2015-16
  https://prd-idrc.azureedge.net/sites/default/files/idrc-annual-report-2015-2016_1_0.pdf

- IDRC Strategic Plan 2015-2020

- Funding
  https://www.idrc.ca/en/funding

- Open Access Policy for IDRC-Funded Project Outputs
  https://www.idrc.ca/en/open-access-policy-idrc-funded-project-outputs

- IDRC Digital Library
  https://idl-bnc-idrc.dspacedirect.org/

Other

- International Aid Transparency Initiative (IATI) – registry (link via IDRC website)

- International Aid Transparency Initiative

- Open Government Portal
  http://open.canada.ca/en

- Open Data Portal
  http://open.canada.ca/en/open-data

- Project Browser
  http://w05.international.gc.ca/projectbrowser-banqueprojets/?lang=eng

- International Development Innovation Alliance
  http://insights.globalinnovationexchange.org/idia-insights-home

- International Policy Ideas Challenge

- Grand Challenges Canada
  http://www.grandchallenges.ca/

- Learn4Dev – a joint competence development network
  Open Government Portal
  http://open.canada.ca/en