OECD Development Co-operation Peer Reviews

CANADA

2018

The Development Assistance Committee: Enabling effective development

OECD

OECD Development Co-operation Peer Reviews: Canada 2018

OECD

BETTER POLICIES FOR BETTER LIVES

This work is published under the responsibility of the Secretary-General of the OECD. The opinions expressed and arguments employed herein do not necessarily reflect the official views of OECD member countries.

This document, as well as any data and any map included herein, are without prejudice to the status of or sovereignty over any territory, to the delimitation of international frontiers and boundaries and to the name of any territory, city or area.

Please cite this publication as:
OECD (2018), *OECD Development Co-operation Peer Reviews: Canada 2018*, OECD Publishing, Paris.
https://doi.org/10.1787/9789264303560-en

ISBN 978-92-64-30355-3 (print)
ISBN 978-92-64-30356-0 (pdf)

Series: OECD Development Co-operation Peer Reviews
ISSN 2309-7124 (print)
ISSN 2309-7132 (online)

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

Corrigenda to OECD publications may be found on line at: *www.oecd.org/publishing/corrigenda*.

© OECD 2018

You can copy, download or print OECD content for your own use, and you can include excerpts from OECD publications, databases and multimedia products in your own documents, presentations, blogs, websites and teaching materials, provided that suitable acknowledgement of OECD as source and copyright owner is given. All requests for public or commercial use and translation rights should be submitted to *rights@oecd.org*. Requests for permission to photocopy portions of this material for public or commercial use shall be addressed directly to the Copyright Clearance Center (CCC) at *info@copyright.com* or the Centre français d'exploitation du droit de copie (CFC) at *contact@cfcopies.com*.

Conducting the peer review

The OECD Development Assistance Committee (DAC) conducts periodic reviews of the individual development co-operation efforts of DAC members. The policies and programmes of each member are critically examined approximately once every five years, with six members examined annually. The OECD Development Co-operation Directorate provides analytical support, and develops and maintains, in close consultation with the Committee, the methodology and analytical framework – known as the Reference Guide – within which the peer reviews are undertaken.

The objectives of DAC peer reviews are to improve the quality and effectiveness of development co-operation policies and systems, and to promote good development partnerships for better impact on poverty reduction and sustainable development in developing countries. DAC peer reviews assess the performance of a given member, not just that of its development co-operation agency, and examine both policy and implementation. They take an integrated, system-wide perspective on the development co-operation and humanitarian assistance activities of the member under review.

The peer review is prepared by a team, consisting of representatives of the Secretariat working with officials from two DAC members who are designated as "examiners". The country under review provides a memorandum setting out the main developments in its policies and programmes. Then the Secretariat and the examiners visit the capital to interview officials, parliamentarians, as well as civil society and non-governmental organisations' representatives in the donor country to obtain a first-hand insight into current issues surrounding the development co-operation efforts of the member concerned. Field visits assess how members are implementing the major DAC policies, principles and concerns, and review operations in recipient countries, particularly with regard to poverty reduction, sustainability, gender equality and other aspects of participatory development, and local aid co-ordination. During the field visit, the team meets with representatives of the partner country's administration, parliamentarians, civil society and other development partners.

The Secretariat then prepares a draft report on the member's development co-operation which is the basis for the DAC review meeting at the OECD. At this meeting, senior officials from the member under review respond to questions formulated by the Committee in association with the examiners.

This review – containing both the main findings and recommendations of the Development Assistance Committee and the analytical report of the Secretariat – was prepared with examiners from Germany and Norway for the peer review of Canada on 27 June 2018. The review process included a country visit to Tanzania. Among other issues, the review looks at how Canada has managed the amalgamation of the Canadian International Development Agency and the Department of Foreign Affairs and International Trade, and suggests areas for Canada to focus on as it implements the new feminist international assistance policy.

Table of contents

Conducting the peer review **3**

Abbreviations and acronyms **9**

Canada's aid at a glance **11**

Context of the peer review of Canada **13**

Notes 14
References 15

The DAC's main findings and recommendations **17**

Gender equality and the empowerment of women and girls are at the heart of Canada's global engagement 18
Canada can build on its achievements 19
Further work is needed to improve the efficiency and effectiveness of programme management 22
Canada still needs to address some challenges 23
Summary of recommendations 25

Secretariat's Report **27**

Chapter 1. Canada's global efforts for sustainable development **29**

Efforts to support global sustainable development 29
Policy coherence for sustainable development 31
Global awareness 34
Notes 35
References 38

Chapter 2. Policy vision and framework **45**

Framework 45
Principles and guidance 47
Basis for decision making 48
Notes 51
References 52

Chapter 3. Financing for development **55**

Overall ODA volume 55
Bilateral ODA allocations 57
Multilateral ODA allocations 60
Financing for development 61
Notes 63
References 65

Chapter 4. Canada's structure and systems **67**

Authority, mandate and co-ordination ... 67
Systems ... 70
Capabilities throughout the system ... 74
Notes ... 77
References ... 79

Chapter 5. Canada's delivery modalities and partnerships ... 81

Partnering ... 81
Country-level engagement ... 84
Notes ... 87
References ... 88

Chapter 6. Canada's results, evaluation and learning ... 91

Management for development results ... 91
Evaluation system ... 94
Institutional learning ... 95
Notes ... 98
References ... 99

Chapter 7. Canada's humanitarian assistance ... 101

Strategic framework ... 101
Effective programme design ... 102
Effective delivery, partnerships and instruments ... 103
Organisation fit for purpose ... 105
Results, learning and accountability ... 105
Notes ... 107
References ... 108

Annex A. Progress since the 2012 DAC peer review recommendations ... 109

Overall framework for development co-operation ... 109
Promoting development beyond aid ... 109
Aid volume and allocation ... 110
Organisation and management ... 110
Improving the impact of development co-operation ... 110
Towards better humanitarian donorship ... 111

Annex B. OECD/DAC standard suite of tables ... 113

Annex C. Field visit to Tanzania ... 121

Towards a comprehensive Canadian development effort ... 122
Canada's policies, strategies and aid allocation ... 122
Organisation and management ... 124
Partnerships, results and accountability ... 125
Notes ... 128
References ... 129

Annex D. Organisational charts ... 130

Tables

Table 4.1. Changes in departmental personnel 2012-13 to 2016-17 75
Table 4.2. Global Affairs Canada's human resources, 31 December 2016..... 76
Table 5.1. Canada's new differentiated approach for country partnerships 85
Table 6.1. Global Affairs Departmental Results Framework 92

Table B.1. Total financial flows 113
Table B.2. ODA by main categories 114
Table B.3. Bilateral ODA allocable by region and income group..... 115
Table B.4. Main recipients of bilateral ODA 116
Table B.5. Bilateral ODA by major purposes 117
Table B.6. Comparative aid performance of DAC members 118
Table B.7. Comparative performance of aid to LDCs..... 119

Figures

Figure 0.1. Canada's aid at a glance..... 11
Figure 0.2. Status of implementation of 2012 recommendations..... 11
Figure 2.1. Priority action areas of Canada's international assistance policy 46
Figure 2.2. Bilateral ODA by channel (2010-2016)..... 49
Figure 3.1. Canada's net ODA: trends in volume and as a share of GNI (2011-16)..... 56
Figure 3.2. Canada's gross bilateral ODA disbursements to and through CSOs by type of CSO (2010-16)..... 58
Figure 3.3. Canada's bilateral allocable ODA to support global and local environment objectives..... 60
Figure 3.4. Canada's net resource flows to developing countries (2010-16) 61
Figure 4.1. Global Affairs Canada: structure of amalgamated department..... 68
Figure 4.2. Global Affairs Canada: corporate governance structure..... 69
Figure 4.3. Number of days between project initiation and project approval 71
Figure 5.1. Canada's progress towards effective development 85

Figure A.1. Canada's implementation of 2012 peer review recommendations 111
Figure B.1. Net ODA from DAC countries in 2016..... 120
Figure C.1. Total Canadian international assistance to Tanzania 2015-16 123
Figure C.2. Proportion of Canadian bilateral ODA by implementing partner, 2016 125

Boxes

Box 1.1. Recent action to implement Canada's G7 and G20 commitments 33
Box 6.1. Canada's International Development Research Centre 97

Abbreviations and acronyms

APP	Authorised Programming Process
CBA	Competency-based Approach
CCIC	Canadian Council for International Co-operation
CDO	Chief Development Officer
CFF	Concessional Financing Facility
CIDA	Canadian International Development Agency
CPA	Country programmable aid
CSO	Civil society organisation
DAC	Development Assistance Committee
DFATD	Department of Foreign Affairs, Trade and Development
DFI	Development finance institution
EDC	Export Development Canada
FRET	Fiduciary Risk Evaluation Tool
FSSP	Field Services Support Project
FYDPII	National Five Year Development Plan 2016/17-2020/21
G7	Group of Seven
G8	Group of Eight
G20	Group of Twenty
GAC	Global Affairs Canada
GHD	Good humanitarian donorship
GoC	Government of Canada
GNI	Gross national income
GPEDC	Global Partnership for Effective Development Co-operation
GPFI	Global Partnership for Financial Inclusion
IAE	International assistance envelope
IATI	International Aid Transparency Initiative
IDRC	International Development Research Centre
ITC	International Tax Compact
LDC	Least developed country
M&E	Monitoring and evaluation
MNCH	Maternal, New Born and Child Health
NGO	Non-government organisation

ODA	Official development assistance
ODAAA	Official Development Assistance Accountability Act
OECD	Organisation for Economic Co-operation and Development
PIP	Performance Information Profile
PSOP	Peace and Stabilisation Operations Programme
RMNCAH	Reproductive, Maternal, New Born, Child and Adolescent Health
SDGs	Sustainable Development Goals
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations Refugee Agency
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Co-ordination of Humanitarian Affairs

Signs used:

CAD	Canadian Dollar
USD	United States Dollar
( )	Secretariat estimate in whole or part
-	(Nil)
0.0	Negligible
..	Not available
…	Not available separately, but included in total
n.a.	Not applicable
p	Provisional

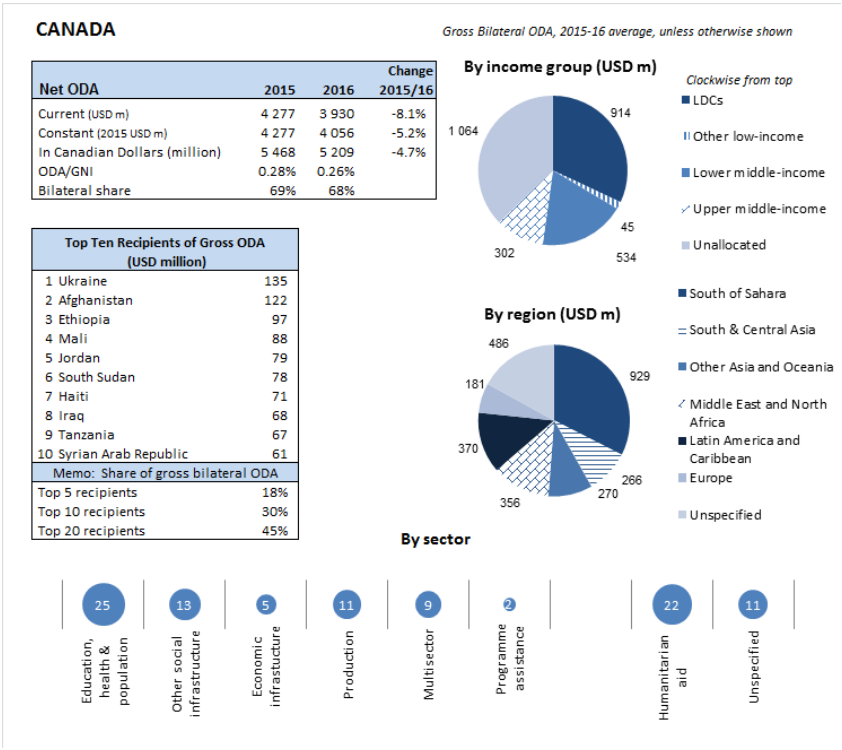
Slight discrepancies in totals are due to rounding.

Annual average exchange rate: 1 USD = CAD

2011	2012	2013	2014	2015	2016	2017
0.9891	0.9992	1.0302	1.0946	1.2783	1.3254	1.2981

Canada's aid at a glance

Figure 0.1. Canada's aid at a glance

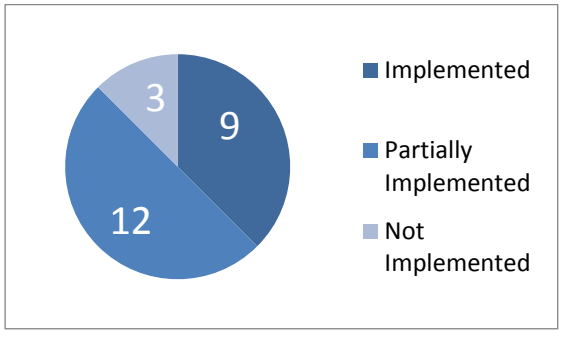


Net ODA	2015	2016	Change 2015/16
Current (USD m)	4 277	3 930	-8.1%
Constant (2015 USD m)	4 277	4 056	-5.2%
In Canadian Dollars (million)	5 468	5 209	-4.7%
ODA/GNI	0.28%	0.26%	
Bilateral share	69%	68%	

Top Ten Recipients of Gross ODA (USD million)	
1 Ukraine	135
2 Afghanistan	122
3 Ethiopia	97
4 Mali	88
5 Jordan	79
6 South Sudan	78
7 Haiti	71
8 Iraq	68
9 Tanzania	67
10 Syrian Arab Republic	61
Memo: Share of gross bilateral ODA	
Top 5 recipients	18%
Top 10 recipients	30%
Top 20 recipients	45%

Note: The pie chart *By income group* includes regional programmes in sub-Saharan Africa, South-east Asia and the Caribbean which may also benefit LDCs.
Source: OECD-DAC; www.oecd.org/dac/stats

Figure 0.2. Status of implementation of 2012 recommendations



Context of the peer review of Canada

Political and economic context

The Liberal Party, led by Prime Minister Justin Trudeau, won Canada's federal election in October 2015, bringing to an end a decade of Conservative government. Marie-Claude Bibeau is the current Minister of International Development and La Francophonie. The next federal election is due to be held by October 2019.

The new government has prioritised openness and transparency, strongly underpinned by Canadian values – inclusion, honesty, hard work, fiscal prudence and generosity of spirit. Ministers are expected to collaborate with their colleagues, with parliamentarians and parliamentary committees, and the public service, and engage in constructive dialogue with Canadians and Canadian stakeholders. Individual and collective ministerial priorities are laid out in published mandate letters and progress on each is reported using an online mandate letter tracker.

The government characterises itself as progressive and feminist and has put gender equality and women's empowerment at the centre of its work. It is also committed to a clean environment – reducing greenhouse gas emissions and combatting climate change – and a sustainable economy, and is re-engaging actively on global issues and with multilateral organisations.

Canada has experienced strong economic growth recently, following the fall in commodity prices in 2014. Per capita gross domestic product (GDP) stood at USD 44 793 in 2016, the third highest among the G7 nations[1], and above the OECD average. Canada led the G7 with an annual GDP growth of 3.02% in 2017; this is projected to drop to 2.10% in 2018 and 1.94% in 2019 as government spending and private consumption slow (OECD, 2017[1]; OECD, 2017[2]). At 114% of GDP in 2016, public debt compared favourably with other G7 members, as did the general government deficit at -1.1% of GDP. Finance Canada projects that the government's budget deficit will peak at USD 15 billion (CAD 19.9 billion) in 2017-18 and thereafter decrease, resulting in a balanced budget in 2045-46 (Department of Finance Canada, 2017[3]).

Canada's population is 35.1 million,[2] with around one-fifth born overseas.[3] Canada performs above the average on well-being indicators in the OECD's *How's Life?* index, with high household net wealth and employment rates and a low long-term unemployment rate. Security and life satisfaction levels are among the highest of OECD countries. However, full-time employees report having less time off and housing affordability is below the OECD average. Canada ranks in the bottom performing OECD tier on carbon dioxide (CO_2) and greenhouse gas emissions, household debt, investment in research and development, educational expectancy and obesity prevalence (OECD, 2017[4]).

Development co-operation system

In June 2013, the former Canadian International Development Agency (CIDA) was amalgamated with the Department of Foreign Affairs and International Trade in order to improve effectiveness, align strategic approaches and achieve better results (Foreign Affairs Trade and Development Canada, 2014[5]). A newly created office, Minister of International Development, was enshrined in law (Government of Canada, 2013[6]). While the department's legal name remains unchanged, its applied name was later changed to Global Affairs Canada.

The last OECD DAC peer review of Canada was conducted in 2012, prior to the amalgamation. Canada's ratio of official development assistance (ODA) to gross national income (GNI) has declined from 0.31% at the time of the 2012 peer review, reaching a low point of 0.24% of GNI in 2014, a level not seen since 2003. In Budget 2018, the Government of Canada announced the allocation of new resources of CAD 2 billion over five years, starting in 2018-19. Global Affairs Canada disburses almost three-quarters of ODA; Finance Canada, the International Development Research Centre and Immigration, Refugees and Citizenship Canada are significant actors.

Following the 2015 election, Global Affairs Canada consulted widely with Canadians and partners as part of its international assistance review. The announcement of the Feminist International Assistance Policy in June 2017 provides long-awaited direction for Canada's development co-operation.

Notes

1. The Group of Seven (G7) comprises Canada, France, Germany, Italy, Japan, the United Kingdom and the United States. Russia had been a member of the Group of Eight (G8) but was excluded in 2014.
2. Canada at a Glance 2017: Population: https://www.statcan.gc.ca/pub/12-581-x/2017000/pop-eng.htm
3. OECD indicators of integration, Canada: www.oecd.org/migration/integrationindicators/keyindicatorsbycountry/name,219003,en.htm.

References

Department of Finance Canada (2017), "Update of long-term economic and fiscal projections", Department of Finance Canada, Ottawa, https://www.fin.gc.ca/pub/ltefp-peblt/2017/pdf/ltefp-peblt-eng.pdf. [3]

Foreign Affairs Trade and Development Canada (2014), "Departmental performance report 2013-14", Foreign Affairs Trade and Development Canada, Ottawa, http://www.international.gc.ca/gac-amc/publications/plans/dpr-rmr/dpr-rmr_1314.aspx?lang=eng (accessed on 27 February 2018). [5]

Government of Canada (2013), *Department of Foreign Affairs, Trade and Development Act*, Government of Canada, Ottawa, http://laws-lois.justice.gc.ca/eng/acts/F-27.5/FullText.html (accessed on 22 February 2018). [6]

OECD (2017), *National Accounts of OECD Countries, Volume 2017 Issue 2: Detailed Tables*, OECD Publishing, http://dx.doi.org/10.1787/na_ma_dt-v2017-2-en. [1]

OECD (2017), "Developments in Individual OECD and Selected Non-member Economies", *OECD Economic Outlook, Volume 2017, Issue 2 - Preliminary Version*, OECD Publishing, http://dx.doi.org/10.1787/888933631285. [2]

OECD (2017), "How's Life in Canada?", OECD, Paris, https://www.oecd.org/statistics/Better-Life-Initiative-country-note-Canada.pdf (accessed on 06 March 2018). [4]

The DAC's main findings and recommendations

Gender equality and the empowerment of women and girls are at the heart of Canada's global engagement

Canada is a strong advocate of gender equality and women's empowerment on the global stage. A feminist approach shapes its foreign policy, its international assistance and its progressive trade agenda. Canada helps influence global frameworks, contributes to sustainable development, promotes global goods and responds to global risks. It is a good humanitarian donor and takes a whole-of-government approach to crises and fragility. Canada is strengthening its evaluation function and promoting organisational learning.

Following the amalgamation of the Canadian International Development Agency (CIDA) with the Department of Foreign Affairs and International Trade (DFAIT) in June 2013, Canada has taken steps to implement a number of recommendations from the last peer review, including:

- launching a new feminist international assistance policy in June 2017
- updating its Policy for Civil Society Partnerships for International Assistance in light of its feminist approach
- completing the untying of its aid
- adopting a Corporate Human Resources Plan and starting to implement a competency-based approach to build a diverse, nimble and high-performing workforce in Global Affairs Canada (the re-named department).

Canadian values and national interests drive its global engagement

Canada is stepping up its global leadership and engagement to support sustainable development. Canadian values and national interests underpin its efforts to shape global processes positively, address global risks and create a rules-based international order. It does this through participation in multilateral institutions, international and regional fora, and through its membership of the G7 and the G20.

Canada has a strong commitment to promoting gender equality and the empowerment of all women and girls. Its 2017 feminist international assistance policy identifies this as the most effective way to reduce poverty and build a more inclusive, peaceful and prosperous world. Canada's partners welcome its efforts to bring much-needed visibility to gender equality.

Canada integrates humanitarian aid, peacebuilding and stability into its crisis responses

Involving all relevant government bodies when a crisis strikes ensures that Canada's response is coherent. Canada also demonstrates flexibility in using appropriate instruments to respond to people's needs in crisis, and to help build peace and create stability. Canada has begun to pilot conflict mapping and use integrated conflict analysis in its engagement in fragile states and contexts. Its Peace and Stabilisation Operations Programme is a good model for a whole-of-government approach to fragility and crisis.

Canada is a good humanitarian donor, using a range of well-established partnerships to deliver effective humanitarian assistance. It also uses a broad array of instruments other than emergency relief to find durable solutions for affected populations. These include innovative finance and support for private initiatives such as the Canadian Foodgrains

Bank. It is already delivering some of the main Grand Bargain provisions, such as the use of cash transfers to affected populations and multi-year funding to multilateral partners.

Canada is taking a whole-of-department approach to evaluation and institutional learning

Global Affairs Canada is strengthening its in-house evaluation function in an effort to enhance the efficiency, quality and usefulness of evaluations. In its whole-of department approach, staff responsible for evaluating international assistance work side by side with colleagues evaluating foreign policy and international trade, and a strategy is in place to enhance learning across branches. Guidance and directives for decentralised evaluations – planned for 2018 – provide an opportunity to improve transparency, and balance the quality and timeliness of decentralised evaluations, while promoting learning across branches.

Canada can build on its achievements

Staff and partners need guidance to implement the new feminist international assistance policy

The feminist international assistance policy provides a clear overall direction for Canadian development co-operation, and indicates how each of the six priority action areas – gender equality and the empowerment of women and girls; human dignity; growth that works for everyone; environment and climate action; inclusive governance; peace and security – will contribute to gender equality and women's empowerment. By 2021-22, Canada intends to ensure that 95% of its bilateral development co-operation targets or integrates gender equality and women's empowerment, and that no less than 50% is directed to sub-Saharan African countries.

Canada considers that the cross-cutting issues of gender equality, environmental sustainability and governance are integral for enhancing the sustainability and effectiveness of its development results and they comprise three of the six priority action areas under the new policy. However, these themes are not being addressed consistently, due in part to limited guidance.

As other DAC members have found, successful roll-out of a new policy and achievement of specific, time-bound targets depend on the swift provision of accompanying guidance and tools. Global Affairs Canada is in the process of developing policies for the six action areas, which it also intends to supplement with accompanying guidance and tools.

Recommendation:

Global Affairs Canada should complete and disseminate policies for the six priority action areas in its feminist international assistance policy and provide updated guidance and tools which will enable staff and partners to implement them.

Canada needs to clarify how its new partnering approach ensures effective development

The feminist international assistance policy seeks to maximise the effectiveness of Canada's international assistance by making it more integrated and responsive, improving

how it reports its results, increasing the effectiveness of its partnerships, and boosting investment in innovation and research.

Under the new policy, Canada's previous "countries of focus" approach will be replaced by a more flexible and needs-based approach to partner-country selection and allocation of resources. Staff and partners need clarity about how this new approach can be nimble, while also ensuring ongoing ownership, predictability and alignment. In addition, while partner country governments continue to be its primary partners, Canada plans to continue to broaden its partnerships to include other actors – local government, civil society, multilateral institutions, philanthropic organisations, the private sector and non-traditional donors.

Canada is to be commended for its willingness to join the Steering Committee of the Global Partnership for Effective Development Co-operation and its advocacy of development effectiveness amongst other development co-operation providers. However, its performance against some of the indicators monitored by the Global Partnership has declined. In order to show leadership within the provider community, Canada needs to clarify how its new approach will enable it to implement the four development effectiveness principles: ownership; focus on results; inclusive development partnerships; and transparency and accountability to each other.

Recommendation:

Canada should clearly communicate how its new approach to partnerships will enable it to implement development effectiveness principles.

Canada needs to be clearer about its civil society, multilateral and private sector partnerships

Canadian civil society organisations are seen as key partners in supporting local organisations, promoting global understanding and action amongst Canadians, and implementing and supporting Canada's international assistance. However, civil society organisations are also agents of change and independent actors in their own right, and play a vital role in supporting and building capacity amongst their partners in developing countries. Given Canada's emphasis on project-based funding over programme or institutional funding, it should consider how this supports civil society organisations' ownership of their programming.

Recommendation:

Global Affairs Canada should evaluate the quality, efficiency and effectiveness of its engagement with Canadian, international and local civil society organisations, and consider further strengthening predictability.

The feminist international assistance policy seeks to develop diverse mechanisms for working with the private sector. Canada established a Development Finance Institution (FinDev Canada) in 2018, and is now clarifying how FinDev Canada will operate, ensuring a focus on development impact from the outset. While Global Affairs Canada is piloting a number of approaches, it should continue to enhance its mechanisms to facilitate engagement with the private sector. It also lacks clear guidance and tools for its

staff, and could make better use of its in-house expertise to facilitate working with the private sector.

Recommendation:

Global Affairs Canada should develop a strategy for private sector engagement, and accompanying guidance and tools.

Canada is a valuable, trusted and flexible multilateral partner. Predictable core support made up 60% of its total funding to multilateral institutions in 2016, supplemented by earmarked funding. For some United Nations partners, a higher proportion of its funding is provided in mechanisms other than through core funding. Global Affairs Canada makes extensive use of multilateral organisations within its bilateral programmes, particularly in fragile contexts, and as a channel for humanitarian assistance. This results in a broad range of relationships between staff in multilateral institutions and Canadian staff at headquarters and missions. Multilateral partners would benefit from a clear strategy for Canada's multilateral engagement and continued regular, strategic dialogue with Canadian representatives.

Recommendation(s):

Canada should provide a greater level of unearmarked, core support to multilateral institutions.

Canada should continue to engage in regular, strategic dialogue with its key multilateral partners within an overall strategic framework for its multilateral engagement.

Amalgamation has been positive, but challenges remain

In amalgamating CIDA and DFAIT, Canada chose a deep integration approach in which management of international assistance was integrated into the department's existing branches. This has improved the coherence of Canada's approach to foreign policy, international trade, development, and peace and security. In addition, the department's organisational structure and integrated governance framework appear to be working well.

While amalgamation has been a structural success, challenges remain. Silos prevent the exchange of information and collaboration within Global Affairs Canada, and there remains a need for a shared culture, greater harmonisation and streamlining of processes across the department.

Global Affairs Canada has taken steps to ensure that development expertise is retained and valued in the amalgamated department, for example by appointing a Chief Development Officer to champion the international development profession. As the department implements Canada's ambitious feminist international assistance policy, staff in Ottawa and the missions are being asked to experiment, to innovate and to take responsible risks. To achieve this, they will need new skill sets, new ways of working and strong technical support from sector and cross-cutting specialists. Where this expertise is lacking, the department will need to provide it.

Recommendation(s):

Global Affairs Canada should resolve the remaining amalgamation challenges by further fostering a shared culture across the department, and by continuing to harmonise and streamline departmental systems and processes.

As it implements the feminist international assistance policy, Global Affairs Canada should ensure that staff are able to access the technical support they need, and build their own expertise, in order to experiment, innovate and take responsible risks.

Further work is needed to improve the efficiency and effectiveness of programme management

Despite efforts over the past decade, streamlining Canada's international assistance programming processes remains a work in progress. The feminist international assistance policy recognises that Canada needs to reduce the administrative burden on recipients of its funding and calls for more effective and efficient mechanisms and approaches.

While Global Affairs Canada has reduced timeframes for project initiation and approval, further work is needed to streamline other steps in the process – such as the time taken to sign contracts with implementing partners and to communicate decisions to mission staff and to implementing partners. This is constrained by the lack of service standards for critical stages in the programming process. Managers would be in a better position to manage performance and remove inefficiencies if they had access to accurate and timely data on programming processes.

Part of the challenge for Global Affairs Canada is the need to implement Treasury Board requirements that aim to ensure taxpayer money is used and accounted for properly. The department's ability to experiment, to be responsive and innovative, and to take responsible risks can be constrained by these compliance and control mechanisms, particularly when they add more steps to existing processes.

Current rules require bilateral development projects with a budget over USD 15 million (CAD 20 million) to be approved by the Treasury Board Secretariat. This low level of financial autonomy available to the Minister and senior managers adds time to the process.

Recommendation(s):

In order to make the programming process more efficient, Global Affairs Canada should expand its use of service standards and provide managers with timely data on their application.

Canada should consider increasing financial delegations for international assistance and agree an approach to grants and contributions which makes its international assistance efficient, effective and innovative, while also ensuring adequate controls.

Results need clearer links to development goals, and country-owned data and results should be supported

Global Affairs Canada is developing an ambitious data strategy, a departmental results framework and performance information profiles for its programmes. In addition, the department will develop results frameworks and theories of change for the new feminist international assistance policy and each of its six action areas. However, this complex results landscape raises the potential for duplication and overlap.

Canada aims to align its new integrated country frameworks with performance information profiles, creating a coherent approach to results-based management within country programmes. It will be important for Canada to draw on existing indicators and data which are both outcome-focused and country-owned – such as the Sustainable Development Goal indicators – and limit duplicative and parallel results data collection at country level.

Recommendation(s):

As Global Affairs Canada further strengthens its approach to results-based management it should ensure that results frameworks are simple and can demonstrate progress towards Canada's policy goals.

Global Affairs Canada should strengthen efforts to support and use country-owned data and results as it monitors its international assistance programming.

Canada's humanitarian objectives are to provide assistance based on humanitarian principles and on needs, to save lives, alleviate suffering and support the dignity of those affected. It also seeks to increase support to women and girls in humanitarian response efforts, and to local groups providing emergency assistance, including women's organisations. However, Canada needs to provide guidance on how to achieve these objectives, clarify its criteria for allocating funds to individual crises, and measure the results of its support, in particular the gender impact of its humanitarian assistance. These objectives are expected to be included in the humanitarian action section of Canada's human dignity action area policy, scheduled for completion by June 2018.

Canada still needs to address some challenges

Canada should scale up its official development assistance

Canada's net official development assistance (ODA) was USD 3.93 billion in 2016. This represented 0.26% of gross national income (GNI), well below the international benchmark of 0.7% ODA to GNI. Despite robust economic growth, Canada's ODA has dropped substantially from its level of 0.31% at the time of the 2012 peer review.

While the 2018 federal budget announced a CAD 2 billion increase to Canada's international assistance envelope over the next five years, this is not enough for Canada to return to its 2012 ODA/GNI level. In preparing its implementation framework for the 2030 Agenda for Sustainable Development, Canada has an opportunity to determine the ODA/GNI percentage it is willing to commit to and a timeframe for its achievement. This approach would add weight to Canada's global advocacy on resourcing the Sustainable Development Goals.

Recommendation:

Canada should introduce an ambitious target for increasing its share of ODA in gross national income and set out a path to meet the target, in line with the Addis Ababa Action Agenda and the 2030 Agenda for Sustainable Development.

Canada should take proactive action to ensure policy coherence for sustainable development

Canada has well-established structures and mechanisms for ensuring policy coherence and collaboration across the departments and agencies. These enable Global Affairs Canada to raise concerns about the potential negative impact of policies and regulations on developing countries. However, these mechanisms could be used more proactively to identify and analyse existing Canadian policies and regulations which may impede opportunities for developing countries to pursue their development aspirations and achieve the Sustainable Development Goals.

Recommendation:

Global Affairs Canada should work with central agencies and other departments to establish a mechanism enabling Canada to analyse areas where its domestic policy and regulatory framework has potentially negative impacts on developing countries, and identify actions to address this.

Summary of recommendations

List of all recommendations featured above:

i. Global Affairs Canada should complete and disseminate policies for the six priority action areas in its feminist international assistance policy and provide updated guidance and tools which will enable staff and partners to implement them.
ii. Canada should clearly communicate how its new approach to partnering will enable it to implement development effectiveness principles.
iii. Global Affairs Canada should evaluate the quality, efficiency and effectiveness of its engagement with Canadian, international and local civil society organisations, and consider further strengthening predictability.
iv. Global Affairs Canada should develop a strategy for private sector engagement, and accompanying guidance and tools.
v. Canada should provide a greater level of unearmarked, core support to multilateral institutions.
vi. Canada should continue to engage in regular, strategic dialogue with its key multilateral partners within an overall strategic framework for its multilateral engagement.
vii. Global Affairs Canada should resolve the remaining amalgamation challenges by further fostering a shared culture across the department, and by continuing to harmonise and streamline departmental systems and processes.
viii. As it implements the feminist international assistance policy, Global Affairs Canada should ensure that staff are able to access the technical support they need, and build their own expertise, in order to experiment, innovate and take responsible risks.
ix. In order to make the programming process more efficient, Global Affairs Canada should expand its use of service standards and provide managers with timely data on their application.
x. Canada should consider increasing financial delegations for international assistance and agree an approach to grants and contributions which makes its international assistance efficient, effective and innovative, while also ensuring adequate controls.
xi. As Global Affairs Canada further strengthens its approach to results-based management it should ensure that results frameworks are simple and can demonstrate progress towards Canada's policy goals.
xii. Global Affairs Canada should strengthen efforts to support and use country-owned data and results as it monitors its international assistance programming.
xiii. Canada should introduce an ambitious target for increasing its share of ODA in gross national income and set out a path to meet the target, in line with the Addis Ababa Action Agenda and the 2030 Agenda for Sustainable Development.
xiv. Global Affairs Canada should work with central agencies and other departments to establish a mechanism enabling Canada to analyse areas where its domestic policy and regulatory framework has potentially negative impacts on developing countries, and identify actions to address this.

Secretariat's Report

Chapter 1. Canada's global efforts for sustainable development

Efforts to support global sustainable development

Peer review indicator: The member plays an active role in contributing to global norms, frameworks and public goods that benefit developing countries

Canada is stepping up its global leadership in support of a better, safer world that is more just, prosperous and sustainable. Its global engagement is underpinned by Canadian values and national interests and a strong commitment to gender equality and the empowerment of women and girls. Membership of the G7 and G20 enables Canada to shape global processes, address global risks and contribute to sustainable development.

Canada contributes positively to global frameworks for development and is stepping up its global leadership

Since the change of government in October 2015, Canada has stepped up its participation and influence in global processes in an effort to restore "constructive Canadian leadership in the world" (GoC, 2017[7]).[1] Prime Minister Trudeau has made it clear that "Canada is back" and wants to play its part.[2]

Canada engages actively in global affairs and has contributed positively to the negotiation of the recent suite of global frameworks – the Sendai Framework, the Addis Ababa Action Agenda, the 2030 Agenda for Sustainable Development, the Paris Agreement on climate change and the Grand Bargain. Membership of the Group of Seven (G7) and Group of Twenty (G20) enable Canada to shape global processes, address global risks and contribute to sustainable development. It strives to achieve a "better, safer, more just, more prosperous, and sustainable world" (GAC, 2017[8]). The themes chosen for Canada's G7 Presidency in 2018 reflect the country's domestic priorities and show a good understanding of the interconnections between national and global challenges.[3]

Canada is committed to implementing the 2030 Agenda and to eradicating poverty and reducing inequality in Canada and globally (GAC, 2017[3]). It is developing a "comprehensive and integrated domestic and international framework" for implementing the 2030 Agenda and intends to present this in its voluntary national review at the 2018 High-Level Political Forum (GAC, 2017[4]). Including in this framework a specific commitment to increasing its official development assistance would enhance Canada's international standing and add weight to its advocacy on resourcing the Sustainable Development Goals (SDGs) (Chapter 3).

In March 2016 Canada launched its bid for a non-permanent seat on the United Nations (UN) Security Council in 2021-22 (GoC, 2016[5]). It has backed this up with a pledge to contribute up to 600 personnel for UN peace operations (GAC, 2016[12]) and a subsequent offer of innovative training programmes, tactical airlift support, an aviation task force and a quick reaction force (GoC, 2017[7]).[4] Canada hosted the UN Peacekeeping Defence Ministerial conference in November 2017 at which the Vancouver Principles on Peacekeeping and the Prevention of the Recruitment and Use of Child Soldiers were launched (GAC, 2017[8]). Since the conference, Canada has announced a twelve month deployment of a task force to the United Nations Multidimensional Integrated Stabilisation Mission in Mali (National Defence, 2018[9]). In addition, Canada is stepping up investment in national defence[5] and leads the North Atlantic Treaty Organisation (NATO) enhanced Forward Presence in Latvia (GoC, 2017[10]).

Canadian values and national interests underpin its global engagement

Canada recognises that it needs to play its part in responding to global challenges, including climate change, conflict, extremism, poverty and natural disasters (GAC, 2017[2]). Its foreign policy aims to pursue Canada's national interest, uphold its progressive values and preserve and strengthen a rules-based international order. National interests include a stable and predictable international order marked by peace, prosperity and free trade. A strong commitment to human rights and diversity, its multicultural society, and recognition of its failures in relation to indigenous people, drive Canada's values of "inclusion, compassion, accountable governance, and respect for diversity and human rights" (National Defence, 2017[11]). In its international advocacy, Canada seeks "to set a standard for how states treat women, gays and lesbians, transgendered people, racial, ethnic, cultural, linguistic and religious minorities, and Indigenous people" (GAC, 2017[2]).

Mandate letters task government ministers with implementing the commitments related to Canada's global priorities. These cover a range of areas, including implementing the Sustainable Development Goals; combatting terrorism, engaging in peace operations and addressing threats to global security; enhancing Canadian leadership in multilateral and international institutions; and strengthening relationships with Canada's key bilateral, regional and multilateral partners. Progress on each commitment is tracked and published online (GoC, 2017[10]).

Gender equality and the empowerment of women and girls are a key driver

Gender equality and the empowerment of women and girls are front and centre of Canada's global engagement and its international assistance (Chapter 2). This whole-of-government commitment is delivered in Canada's foreign policy, international assistance, defence, peace-keeping and trade, and builds on the nation's long-standing commitment to gender equality.

The Muskoka Initiative for Maternal, Newborn and Child Health (MNCH) was a key deliverable of Canada's Group of Eight (G8) presidency in 2010. Canada's commitment to MNCH has continued under the new government, with an emphasis on ensuring that it is "driven by evidence and outcomes, not ideology, including by closing existing gaps in reproductive rights and health care for women" (Prime Minister of Canada, 2015[12]).

Canada is focusing on clean growth and climate change

Climate change is a top priority for the new government. In addition to committing USD 2 billion (CAD 2.65 billion) over five years to help developing countries reduce emissions and adapt to climate change (GoC, 2015[19]), Canada ratified the Paris Agreement in October 2016 and established a Pan-Canadian Framework on Clean Growth and Climate Change in December 2016 (Environment and Climate Change Canada, 2016[14]). It participates actively in a range of global initiatives.[6]

Global Affairs Canada and Public Safety Canada co-ordinate their efforts to implement the Sendai Framework for Action on Disaster Risk Reduction, 2015-2030, and are active in relevant technical working groups. Canada has linked disaster risk reduction with climate change adaptation in its response to recent disasters, for example in working with the Asian and Caribbean Development Banks, whose support for community projects is delivered in a gender sensitive manner. This is consistent with Canada's overall policy focus and helps to address inequalities in the way men and women are affected by natural disasters (International Union for Conservation of Nature, 2009[15]).

Policy coherence for sustainable development

Peer review indicator: Domestic policies support or do not harm developing countries

A coherent and collaborative approach to policy making enables Global Affairs Canada to raise concerns about the potential impact of policies and regulations on developing countries. While Canada is making progress towards its G7 and G20 commitments related to policy coherence for sustainable development, it could build on its achievements by taking a more proactive approach. Canada did not include a clear statement on policy coherence for sustainable development in its feminist international assistance strategy.

Coherence and collaboration are central to policy making in Canada

Canada has a strong track record of cross-government collaboration and policy coherence, with regular dialogue and consultation a feature of the Canadian approach. The Privy Council Office, Treasury Board Secretariat, and various Cabinet committees play a key role in facilitating coherence during policy development, ensuring that proposals to Cabinet reflect existing policy and government objectives, and that cross-cutting issues and concerns of affected departments are properly addressed (GoC,(n.d.)[16]).[7] This provides an opportunity for Global Affairs Canada to react when proposals from other departments raise issues of policy coherence for sustainable development.

Prime Minister Trudeau has hard-wired into ministerial mandate letters the collective responsibility of ministers for collaborating in the delivery of government commitments (GoC, 2017[17]). Officials report that this collaborative approach is working well; for example seven ministers[8] jointly issued Canada's second national action plan on women, peace and security on 1 November 2017 (GoC, 2017[18]).

Amalgamation of foreign affairs, trade and development within Global Affairs Canada has led to improved policy coherence, especially in development programming and in

integrating foreign, trade and development policy. The establishment of geographic branches responsible for all aspects of Canada's engagement at country level (Chapter 4) mean that the department needs to be coherent across all aspects of its work – diplomatic, consular, trade, development, humanitarian, peace and security (GAC, 2017[4]). While officials report that this approach is working well, it is important to ensure that implications for developing countries continue to be carefully weighed in the trade-offs made when the department establishes policy positions.[9]

Canada needs a clear approach to policy coherence for sustainable development

The omission of a clear statement on policy coherence for sustainable development in Canada's new feminist international assistance policy is a missed opportunity.[10] The 2012 OECD DAC peer review recommended that Canada be proactive about meeting its commitment to policy coherence for development by embedding the concept within government departments and agencies, setting clear priorities for implementation, and monitoring, analysing and reporting on progress (OECD, 2012[19]). Canada has not implemented this recommendation (Annex A).

Officials found it difficult to point to many examples of action taken to achieve policy coherence for sustainable development in recent years, including systematic screening of domestic policies. Those mentioned in discussions included a number of initiatives that fall into the category of aid for trade. Global Affairs Canada could be more proactive in identifying actions Canada might take to improve the impact of its existing policy and regulatory framework on developing countries. Canada could establish a formal mechanism tasked with improving the impact of its policy and regulatory framework on developing countries, including the development of a strategy and accompanying guidance on actions it will take in order to do so. This would provide direction for staff, identify how trade-offs are to be dealt with, and enable Canada to build on action taken to date, including through implementing G7 and G20 commitments related to policy coherence for sustainable development.

Canada can do more on its G7 and G20 commitments

Canadian Finance Minister Paul Martin was a key player in the establishment of the G20 (G20, 2008[20]) as a complement to the Group of 8 (now G7).[11] Canada has played an active role on food security issues in both fora, and was amongst the first to contribute to the World Bank's Global Agriculture and Food Security Programme. In addition, it has been a strong advocate for tracking and accountability within the G20 and the G7.[12]

While Canada has taken a number of actions to implement its G7 and G20 commitments in areas that advance policy coherence for sustainable development (Box 1.1), there is more that Canada could do.

Canada has a strong anti-money laundering and counter-terrorist financing framework. However, a number of improvements could be made, such as ensuring that non-financial businesses and professions develop a better understanding of their risks and obligations and apply adequate mitigation measures and sanctions (Financial Action Task Force, 2016[21]).[13] While the cost of sending remittances from Canada fell from 11.9% of the amount sent in 2011 to 7.2% in 2017, they remain far short of the 3% target set by the G20[14] and just below the G20 average of 7.4%.[15] Canada will clearly need to do more than increasing the competitiveness of remittance markets and improving transparency and consumer protection of remittance transfers if it is to bring remittance costs down

further (Global Partnership for Financial Inclusion, 2017[22]), for example by focusing on cost reduction, and innovative technologies and business models (GPFI, 2017[23])

Box 1.1. Recent action to implement Canada's G7 and G20 commitments

- Amendments to the Income Tax Act in 2016 enable the Canada Revenue Agency to exchange financial account information with other jurisdictions under the Multilateral Convention on Mutual Administrative Assistance in Tax Matters (GoC, 2016[24]).
- Canada signed the Base Erosion and Profit Shifting Multilateral Convention in June 2017.
- Recent actions in support of the OECD Anti-Bribery Convention include:
  - anti-corruption training has commenced for Global Affairs Canada staff;
  - Canada has introduced an integrity regime to ensure that the government works with ethical suppliers domestically and internationally (GoC, 2015[25]);
  - four bribery cases were before the courts and six had been concluded as of August 2017; two prosecutions were stayed after wiretap evidence was ruled to be inadmissible (GAC, 2017[26]).

In 2014 Canada updated its strategy on advancing corporate social responsibility in its extractive sector abroad (GAC, 2014[27]). While this was seen as a step in the right direction, civil society organisations insist there is more that could be done, including to achieve justice for those whose rights are abused.[16] The creation in January 2018 of a Canadian Ombudsperson for Responsible Enterprise[17] and a multi-stakeholder advisory body on responsible business conduct are welcome developments (GAC, 2018[28]). Canada has also provided in-country support to improve governance in the extractive sector, as noted in Tanzania (Annex C). However, Canada could do more to promote greater corporate respect for human rights and better application by companies of human rights due diligence (Office of the United Nations High Commissioner for Human Rights, 2017[29]). The upcoming peer review of Canada's National Contact Point for the OECD Guidelines for Multi-National Enterprises is likely to lead to additional suggestions.

Canada could strengthen its progressive trade agenda

Canada's progressive trade agenda aims to ensure that all segments of Canadian society can take advantage of and otherwise benefit from the opportunities that flow from trade and investment (GAC, 2018[28]; GAC, 2017[30]). In addition to environmental assessments of proposed trade agreements (GAC, 2001[31]), Global Affairs Canada and Environment Canada collaborate "to incorporate environmental considerations and obligations" in agreements (GAC, 2016[32]). The modernised Canada-Chile Free Trade Agreement is the first with a dedicated trade and gender chapter. New trade agreements will include considerations of gender equality, indigenous rights, workers' rights and environmental protection in chapters on labour and gender. (Stephens, 2018[33]; GAC, 2017[30]). They will also refer to commitments to corporate social responsibility standards (GAC, 2018[34]; GAC, 2017[35]). Canada's progressive trade agreements would benefit from including a number of additional elements, however, such as specific gender-related standards and milestones or explicit goals. They would also benefit from addressing potential impacts of trade liberalisation on women's well-being and economic empowerment (UNCTAD,

2017[36]), as well as including an analysis of the long-term impact of trade agreements on the poorest in developing countries (The McLeod Group, 2017[37]).

Security, environment and agricultural tariffs need further work

Canada's ranking on the Commitment to Development Index, 17th out of 27 countries and 5th amongst G7 countries (Center for Global Development, 2017[38])) points to areas where it could do more to achieve policy coherence for sustainable development. For example, Canada's ranking of 25th for security would be enhanced by delivering on its stated intention to accede to the UN Arms Trade Treaty[18] (GAC, 2017[45]) and delivering on its commitment to contribute more to UN peacekeeping (GoC, 2017[13]). In addition, it will need to ensure safeguards are in place to eliminate any risks of incoherence with regard to its arms exports.[19] Canada is ranked 23rd on environment as a result of its low level of fuel taxes, and high per capita greenhouse gas emissions[20] and fossil fuel production.[21] While domestic agricultural subsidies are low, Canada could improve its ranking of 21st on trade by reducing tariffs on agricultural products and facilitating the speed and ease of imports (Center for Global Development, 2017[38]).

Global awareness

Peer review indicator: The member promotes whole-of-society contributions to sustainable development

Canada encourages global citizenship and support for international assistance amongst Canadians. Yet Canadians appear to have a limited awareness of the SDGs and the 2030 Agenda. Opportunities exist for Canada to address this by investing in development education to complement its information, communications and consultation efforts, and by regularly surveying public opinion.

Despite active communication with the public and promoting global citizenship amongst Canadians, awareness of the SDGs is limited

Global Affairs Canada communicates actively with Canadians about its international assistance and global issues using social media (Facebook, Twitter and YouTube).[22] The annual International Development Week, organised together with civil society organisations (CSOs), academics, think tanks and the private sector (GAC, 2018[40]), serves a number of purposes, including "stronger engagement by Canadians as global citizens" (GAC, 2017[4]). The eight provincial and regional councils for international co-operation, financed under Global Affairs Canada's "Connecting with Canadians" initiative,[23] are key partners in raising global awareness and citizenship in Canada.

Canada encourages citizens' knowledge of, and involvement in, international development on its website, suggesting a range of ways to do so: donating money; volunteering in Canada and internationally; studying; working for the government; and consulting.[24] It promotes voluntary and youth participation with a view to building a new generation of globally aware Canadians.[25] Global Affairs Canada also expects that recipients will publicly recognise its funding as a way of helping to engage Canadians in development issues (GAC, 2016[41]). Through its private refugee sponsorship programme, Canada encourages whole-of-society engagement and support for refugee resettlement.

Despite active discussion within civil society about the 2030 Agenda and how Canada might play a part in achieving the SDGs,[26] Canadians appear to have a limited awareness of the SDGs and the 2030 Agenda. A recent Privy Council Office (PCO) survey found that 57% of respondents were not at all aware of the SDGs or the 2030 Agenda, and 73% were unable to mention anything about the SDGs.[27] Similarly, an Abacus survey commissioned by the United Nations Association in Canada found that just 11% of respondents were aware of the goals (United Nations Association In Canada, 2017[42]). The OECD Development Communication Network has found similarly low levels of awareness and knowledge in other countries (OECD Development Communication Network, 2017[43]).[28]

Canada could build on the international assistance review and invest in development education

Canadians and partners shared their views about Canada's international assistance during the recent international assistance review (GAC, 2017[44]) (Annex C), with key points captured in the "What We Heard" report (GAC, 2017[45]). Following this extensive consultation exercise, Global Affairs Canada signalled its intention to continue talking with Canadians on policy priorities (GAC, 2017[3]).

Without regularly monitoring public opinion through surveys and other forms of analysis, it is difficult for Global Affairs Canada to assess the impact of its investment in development awareness (estimated to be 0.26% of bilateral ODA in 2015), and the extent to which Canadians support international assistance.

The experience of other DAC members shows the importance of understanding the public – what they know and what they don't know – and using this to set a clear, strategic vision for communicating with them about development. It is also important to have a range of communication activities – information, communication, consultation and development education (OECD, 2014[46]). In the context of the SDGs, more emphasis needs to be placed on engaging citizens as actors in development. Opportunities exist for Global Affairs Canada to increase Canadians' engagement as global citizens and increase their support for international assistance by balancing information and communication efforts with focused investments in development education.

Notes

[1] The Minister of Foreign Affairs is explicitly tasked with this in her mandate letter.

[2] At his victory rally in October 2015 the newly elected Prime Minister told the world that Canada is back (National Post, 2015[143]), repeating the phrase in November 2015 at the Commonwealth Heads of Government Meeting and the Paris Conference on Climate Change, and in his address to the 71st session of the United Nations General Assembly in September 2016 (GoC, 2015[13]); (GoC, 2015[168]); (GoC, 2016[169]).

[3] Canada's G7 Presidency themes are: economic growth and jobs; gender equality and women's empowerment; climate change, oceans and clean energy; and peace and security (GoC, 2017[44]). Its domestic priorities are: growth for the middle class; open and transparent government; a clean environment and a strong economy; diversity; and security and opportunity (GoC, 2015[170]).

[4] Critics claim that the subsequent offer, characterised by Prime Minister Trudeau as a "smart pledge" approach, would add further delays to decisions about Canada's contribution to UN peacekeeping missions (MacCharles, 2017[172]); (Berthiaume, 2017[171]).

[5] The new defence policy, launched on 7 June 2017 envisages an increase in spending from USD 14.3 billion (CAD 18.9 billion) in 2016-17 to USD 24.7 billion (CAD 32.7 billion) in 2026-27 (National Defence, 2017[173]).

[6] Canada was a founding member of the Climate & Clean Air Coalition, established in 2012 to reduce short-lived climate pollutants; it co-chairs its working group: www.ccacoalition.org/en. The Carbon Pricing Leadership Coalition brings together leaders from government, private sector, academia, and civil society to expand the use of carbon pricing policies: https://www.carbonpricingleadership.org/. The Global Methane Initiative was launched in 2004 to target methane abatement, recovery and use by focusing on biogas, coal mines, and oil and gas systems: http://globalmethane.org/about/index.aspx. Mission Innovation aims to reinvigorate and accelerate global clean energy innovation with the objective to make clean energy widely affordable, http://mission-innovation.net/.

[7] In the preparation of a Memorandum to Cabinet, consultation and formal meetings are required to be held with central agencies – the Privy Council Office, Department of Finance and Treasury Board Secretariat – and with affected departments and agencies to identify and address policy, fiscal and implementation issues and to ensure that cross-cutting issues and matters of concern to other departments and agencies are properly addressed (Privy Council Office, 2013[174]).

[8] The seven portfolios cover Foreign Affairs, National Defence, Status of Women, Justice, International Development and La Francophonie, Public Safety and Emergency Preparedness, and Immigration, Refugees and Citizenship.

[9] According to critics, trade-offs in which other issues have predominated include: the recent dramatic increase in defence spending compared with declining foreign aid (Brown, 2017[175]) (Vincent, 2017[176]); increased arms exports to Saudi Arabia (Brown, 2016[177]) (Vincent, 2017[176]); the impact of Canadian investment in countries such as the Democratic Republic of the Congo and Guatemala (Vincent, 2017[176]); and negative consequences for developing countries arising from Canada's trade agreements (The McLeod Group, 2017[37]).

[10] The only reference in the policy is a commitment to strengthening Canada's policy framework related to Canadian companies' operations in developing countries where international assistance is provided (GAC, 2017[53]).

[11] The G20 comprises all G7 members (Canada, France, Germany, Italy, Japan, the United Kingdom and the United States) plus Argentina, Australia, Brazil, China, India, Indonesia, Republic of Korea, Mexico, Russia (excluded from the G8 in 2014), Saudi Arabia, South Africa, Turkey and the European Union.

[12] Canada serves on the G20 Development Working Group Accountability Steering Committee and is currently chairing the G7 Accountability Working Group.

[13] The framework does not apply to legal counsels, legal firms and Quebec notaries. The high risk of misuse by legal persons and arrangements is not mitigated (Financial Action Task Force, 2016[21]).

[14] In 2011 and again in 2014, G20 leaders committed to reducing the cost of sending remittances to 5%. In 2016, the G20 aligned with the 2030 Agenda target of reducing the cost of remittances to less than 3% and to eliminate remittance corridors with costs higher than 5% by 2030 (GPFI, 2017[21]).

[15] Remittances from Canada cost more than those reported by Korea (4.87%), Russia (5.2%), the United States of America (5.68%), Brazil (5.8%), Italy (5.92%), and France (6.97%), but costs are lower than those reported by the United Kingdom (7.55%), Australia (9.65%) and Japan (11.65%) (GPFI, 2017[21]), and see also: https://www.gpfi.org/g20-national-remittance-plans.

[16] Development and Peace launched *A Voice for Justice* in September 2013 to highlight the environmental and human rights impact of Canadian mining companies operation abroad, https://www.devp.org/en/blog/voice-justice-ombudsman-responsible-mining. The Canadian Network on Corporate Accountability has called for a human rights and indigenous rights centred Corporate Accountability Strategy for Canada which prevents harm and provides access to remedies for those who have been harmed, http://cnca-rcrce.ca/recent-works/cnca-submission-to-canadas-2016-international-assistance-review/.

[17] The ombudsman provides a mechanism for investigating allegations about Canadian companies abroad, facilitating resolution of disputes, recommending remedies and monitoring their implementation. In addition to recommending changes to corporate policies, the ombudsperson will be able to recommend changes to government policy.

[18] In April 2017, legislation to enable Canada to join the Arms Trade Treaty was introduced into parliament https://www.canada.ca/en/global-affairs/news/2017/04/a_bill_to_enhancetransparencyandaccountabilityincanadasexportcon.html. (GAC, 2017[178]). Canada was the 15th largest arms exporter in the period 2012-16, https://www.sipri.org/commentary/blog/2017/state-major-arms-transfers-8-graphics.

[19] Saudi Arabia was the second highest recipient of Canadian arms exports (USD 107.3 billion) in 2016 after the United States of America.

[20] Canada is the third highest per capita emitter of greenhouse gases in the OECD with over half of national emissions resulting from the transport and oil and gas sectors (OECD, 2017[179]). While the Pan-Canadian Framework on Clean Growth and Climate Change aims to reduce emissions in all sectors towards Canada's target of 523 megatonnes in 2030 (30% below 2005 levels), projections indicate total emissions will be 742 megatonnes in 2030 (GOC, 2017[180]) (Environment and Climate Change Canada, 2016[20]).

[21] Fossil fuels comprised 74% of primary energy supply in 2015. While progress has been made in reducing fossil fuel support, the OECD estimates fossil fuel support at USD 2.26 billion per annum. More involvement of sub-national governments is required to significantly reduce subsidies (OECD, 2017[179]). In 2017, the Auditor General found that while Environment and Climate Change Canada had established a plan to support Canada's 2009 G20 commitment to phase out inefficient fossil fuel subsidies, it had not yet implemented its plan. It also recommended that Finance Canada develop a time-bound plan of actions to phase-out and rationalise inefficient fossil fuel subsidies by 2025 (Auditor General of Canada, 2017[181]).

[22] https://www.facebook.com/CanadaDevelopment, https://twitter.com/canadadev, and https://www.youtube.com/channel/UCIVMBvs03h74NSdQMH31jKA.

[23] CCIC comprises 81 members: 2 academic institutions, 8 regional/provincial councils, 6 labour unions and 65 CSOs (Canadian Council for International Co-operation, 2016[182]). GAC is providing USD 9.9 million over five years to the 8 councils through the Connecting with Canadians initiative, which aims to involve more Canadians, especially children and youth, as global citizens and agents of change, increasing the participation and the support of Canada's efforts in international development (GAC Project Browser, 2018).

[24] http://international.gc.ca/world-monde/issues_development-enjeux_developpement/involved-participer/index.aspx?lang=eng&_ga=2.136279925.551664437.1518080200-181528249.1486561985.

[25] The Volunteer Cooperation Programme, 2015-2020, has the dual aim of greater Canadian participation in development and increasing partner capacity, http://www.international.gc.ca/world-monde/study_work_travel-etude_travail_voyage/volunteer_cooperation_program-

programme_cooperation_volontaire.aspx?lang=eng. The International Youth Internship Program, http://www.international.gc.ca/world-monde/study_work_travel-etude_travail_voyage/youth_internship-stages_jeunes.aspx?lang=eng, and the International Aboriginal Youth Internships initiative, http://www.international.gc.ca/world-monde/study_work_travel-etude_travail_voyage/aboriginal_internships-stages_autochtones.aspx?lang=eng, offer young Canadians work experience, participation in Canada's development co-operation and opportunities to promote Canadian development co-operation efforts in Canada and internationally.

[26] For example, the CCIC has published a series of blogs on SDG implementation and the British Columbia Council for International Cooperation has facilitated a conversation with British Columbians about how they might implement the SDGs. It subsequently produced a report, *Where Canada Stands*, for the 2017 High Level Political Forum on Sustainable Development (Simpson, 2017[183]).

[27] From a presentation of the PCO Survey: Sustainable Development Goals, PCO Communications and Consultations, June 2017.

[28] Analysis in 2017 found that 28-45% of people have heard of the goals and while 25% of citizens in 24 countries know the name only, just 1% know the SDGs very well (OECD Development Communication Network, 2017[49]).

References

Auditor General of Canada (2017), *2017 Spring Reports of the Auditor General of Canada to the Parliament of Canada: Report 7—Fossil Fuel Subsidies*, http://www.oag-bvg.gc.ca/internet/English/parl_oag_201705_07_e_42229.html (accessed on 07 February 2018). [181]

Berthiaume, L. (2017), *UN frustrated Liberals have not decided on peacekeeping mission despite hosting upcoming summit | National Post*, National Post, September 13, http://nationalpost.com/news/politics/canada-wont-be-rushed-into-peacekeeping-mission-sajjan (accessed on 30 January 2018). [171]

Brown, S. (2017), *"The System is Broken": Canada's Latest Rationale for Stinginess – Centre for International Policy Studies*, CIPSBLOG, October 2, 2017,, http://www.cips-cepi.ca/2017/10/02/the-system-is-broken-canadas-latest-rationale-for-stinginess/ (accessed on 14 February 2018). [175]

Center for Global Development (2017), *Commitment to Development Index*, https://www.cgdev.org/commitment-development-index-2017 (accessed on 06 February 2018). [38]

Environment and Climate Change Canada (2016), *Pan-Canadian Framework on Clean Growth and Climate Change: Canada's Plan to Address Climate Change and Grow the Economy*, http://publications.gc.ca/collections/collection_2017/eccc/En4-294-2016-eng.pdf (accessed on 02 February 2018). [14]

Financial Action Task Force (2016), *Anti-money laundering and counter-terrorist financing measures - Canada*, http://www.fatf-gafi.org/media/fatf/documents/reports/mer4/MER-Canada-2016.pdf (accessed on 08 February 2018). [21]

G20 (2008), *The Group of Twenty: A History*, University of Toronto, http://www.g20.utoronto.ca/docs/g20history.pdf (accessed on 14 February 2018). [20]

GAC (2018), *Announcement by the Honourable François-Philippe Champagne, Minister of* [28]

International Trade, concerning the creation of a Canadian ombudsperson for responsible enterprise (CORE) - Canada.ca, Ottawa, Canada - January 17, https://www.canada.ca/en/global-affairs/news/2018/01/announcement_by_thehonourablefrancois-philippechampagneministero.html (accessed on 30 January 2018).

GAC (2018), *Highlighting gender in trade: Working at the cutting edge of trade and gender in the Canada-Chile FTA*, http://international.gc.ca/gac-amc/publications/blueprint_2020-objectif_2020/highlighting_gender_trade-mettre_accent_sur_genre_commerce.aspx?lang=eng (accessed on 05 February 2018). [34]

GAC (2018), *International Development Week - February 4 to 10, 2018*, Partners for a Better World, http://international.gc.ca/gac-amc/campaign-campagne/idw-sdi/index.aspx?lang=eng (accessed on 09 February 2018). [40]

GAC (2017), *2016 International Assistance Review: What we heard*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/what_we_heard-que_nous_entendu.aspx?lang=eng (accessed on 09 February 2018). [45]

GAC (2017), *Address by Minister Champagne to the Canada-Chile Chamber of Commerce - Canada.ca*, https://www.canada.ca/en/global-affairs/news/2017/03/_address_by_ministerchampagnetothecanada-chilechamberofcommerce.html?=undefined&wbdisable=true (accessed on 14 February 2018). [30]

GAC (2017), *Address by Minister Freeland on Canada's foreign policy priorities - Canada.ca*, June 6, https://www.canada.ca/en/global-affairs/news/2017/06/address_by_ministerfreelandoncanadasforeignpolicypriorities.html (accessed on 30 January 2018). [2]

GAC (2017), *Canada breaks new ground as it signs modernized free trade agreement with Chile focusing on trade and gender - Canada.ca*, News Release, June 5, 2017 - Ottawa, Ontario, https://www.canada.ca/en/global-affairs/news/2017/06/canada_breaks_newgroundasitsignsmodernizedfreetradeagreementwith.html (accessed on 07 February 2018). [35]

GAC (2017), *Canada launches global effort to help UN peacekeepers prevent recruitment and use of child soldiers - Canada.ca*, Vancouver, British Columbia, November 15, https://www.canada.ca/en/global-affairs/news/2017/11/canada_launches_globalefforttohelpunpeacekeeperspreventrecruitme.html?wbdisable=true (accessed on 30 January 2018). [8]

GAC (2017), *Canada prepares to join the Arms Trade Treaty - Canada.ca*, April 13, 2017 - Ottawa, https://www.canada.ca/en/global-affairs/news/2017/04/canada_prepares_tojointhearmstradetreaty.html (accessed on 06 February 2018). [39]

GAC (2017), *Canada's Fight against Foreign Bribery - Eighteenth Annual Report to Parliament*, http://www.international.gc.ca/trade-agreements-accords-commerciaux/topics-domaines/other-autre/corr-18.aspx?lang=eng (accessed on 07 February 2018). [26]

GAC (2017), *Global Affairs Canada, 2017-18 Departmental Plan*, http://international.gc.ca/gac-amc/assets/pdfs/publications/plans/dp-pm/dp-pm_1718_en.pdf (accessed on 07 February 2018). [3]

GAC (2017), *OECD Development Assistance Committee Peer Review of Canada 2018: Memorandum of Canada*. [4]

GAC (2017), *Report to Parliament on the Government of Canada's Official Development Assistance 2016-17*, http://international.gc.ca/gac-amc/assets/pdfs/publications/odaaa-16-17-eng.pdf (accessed on 15 December 2017). [44]

GAC (2017), *Exports of Military Goods 2016*, http://www.international.gc.ca/controls-controles/assets/pdfs/reports/mer-2016-eng.pdf (accessed on 08 February 2018). [178]

GAC (2016), *Canada to support peace operations - Canada.ca*, Ottawa, Ontario - August 26, 2016, https://www.canada.ca/en/global-affairs/news/2016/08/canada-to-support-peace-operations.html?wbdisable=true (accessed on 30 January 2018). [6]

GAC (2016), *Public Visibility and Recognition*, http://international.gc.ca/world-monde/funding-financement/public_visibility_recognition-visibilite_reconnaissance_publique.aspx?lang=eng (accessed on 09 February 2018). [41]

GAC (2016), *Trade and Environment*, http://www.international.gc.ca/trade-agreements-accords-commerciaux/topics-domaines/env/trade-commerce-env.aspx?lang=eng (accessed on 07 February 2018). [32]

GAC (2014), *Doing Business the Canadian Way: A Strategy to Advance Corporate Social Responsibility in Canada's Extractive Sector Abroad*, http://www.international.gc.ca/trade-agreements-accords-commerciaux/assets/pdfs/Enhanced_CS_Strategy_ENG.pdf (accessed on 14 February 2018). [27]

GAC (2001), *Framework for Conducting Environmental Assessments of Trade Negotiations*, (Updated 9 September 2013), http://www.international.gc.ca/trade-agreements-accords-commerciaux/env/framework-cadre.aspx?lang=eng (accessed on 07 February 2018). [31]

GoC (2017), *Canadian contributions to United Nations peace support operations | Prime Minister of Canada*, Vancouver, British Columbia - November 15, https://pm.gc.ca/eng/news/2017/11/15/canadian-contributions-united-nations-peace-support-operations (accessed on 30 January 2018). [7]

GoC (2017), *Gender Equality: A Foundation for Peace: Canada's National Action Plan, 2017-2022, for the Implementation of the UN Security Council Resolutions on Women, Peace and Security*, http://international.gc.ca/world-monde/assets/pdfs/cnap-eng.pdf (accessed on 02 February 2018). [18]

GoC (2017), *Mandate Letter Tracker: Delivering results for Canadians - Canada.ca*, https://www.canada.ca/en/privy-council/campaigns/mandate-tracker-results-canadians.html (accessed on 30 January 2018). [10]

GoC (2017), *Minister of Foreign Affairs Mandate Letter (February 1, 2017) | Prime Minister of Canada*, https://pm.gc.ca/eng/minister-foreign-affairs-mandate-letter (accessed on 30 January 2018). [1]

GoC (2017), *The Prime Minister's overall expectations of his ministers outlined in all the mandate letters - Canada.ca*, https://www.canada.ca/content/canadasite/en/privy-council/campaigns/mandate-tracker-results-canadians/mandate-letters.html (accessed on 05 February 2018). [17]

GoC (2016), *Prime Minister announces Canada's bid for a non-permanent seat on the United Nations Security Council | Prime Minister of Canada*, New York – March 16,, https://pm.gc.ca/eng/node/40723 (accessed on 30 January 2018). [5]

GoC (2016), *Reporting and sharing of financial account information with other jurisdictions - Canada.ca*, https://www.canada.ca/en/revenue-agency/services/tax/international-non- [24]

residents/enhanced-financial-account-information-reporting/reporting-sharing-financial-account-information-other-jurisdictions.html (accessed on 08 February 2018).

GoC (2016), *Prime Minister Justin Trudeau's Address to the 71st Session of the United Nations General Assembly | Prime Minister of Canada*, New York - September 20,, https://pm.gc.ca/eng/news/2016/09/20/prime-minister-justin-trudeaus-address-71st-session-united-nations-general-assembly (accessed on 30 January 2018). [169]

GoC (2015), Prime Minister announces investment in Global Climate Change Action | Prime Minister of Canada, Valletta, Malta - November 27, https://pm.gc.ca/eng/news/2015/11/27/prime-minister-announces-investment-global-climate-change-action (accessed on 30 January 2018). [19]

GoC (2015), *About the Integrity Regime - Government of Canada's Integrity Regime - Accountability - PSPC*, (Updated 17 May 2017), https://www.tpsgc-pwgsc.gc.ca/ci-if/apropos-about-eng.html (accessed on 07 February 2018). [25]

GoC (2015), *Canada's National Statement at COP21 | Prime Minister of Canada*, Paris, France - November 30, https://pm.gc.ca/eng/news/2015/11/30/canadas-national-statement-cop21 (accessed on 30 January 2018). [168]

GoC (2015), *Prime Minister announces investment in Global Climate Change Action | Prime Minister of Canada*, Valletta, Malta - November 27, https://pm.gc.ca/eng/news/2015/11/27/prime-minister-announces-investment-global-climate-change-action (accessed on 30 January 2018). [13]

GoC (2015), *Making Real Change Happen: Speech from the Throne to Open the First Session of the Forty-second Parliament of Canada*, https://www.canada.ca/content/dam/pco-bcp/documents/pm/speech_from_the_throne.pdf (accessed on 30 January 2018). [170]

GoC((n.d.)), *Privy Council Office Secretariats - Privy Council Office*, http://www.pco-bcp.gc.ca/index.asp?lang=eng&page=secretariats#VIII (accessed on 05 February 2018). [16]

GPFI (2017), *G20 National Remittance Plan: Canada - 2018-2020*, Global Partnership for Financial Inclusion, https://www.gpfi.org/sites/default/files/SGDE-EDRMS-%238108549-v7-2018-2020_Canada_National_Remittance_Plan.pdf (accessed on 06 February 2018). [22]

GPFI (2017), "Update to Leaders on Progress Towards the G20 Remittance Target", *2017 Update to Leaders on Progress Towards the G20 Remittance Target, June 2017*, https://www.gpfi.org/sites/default/files/documents/CORRECT%20VERSION%20Final%202017%20Progress%20Reporting%20-%20National%20Remittance%20Plans%20endorsed%281%29.pdf (accessed on 06 February 2018). [23]

International Union for Conservation of Nature (2009), *How natural disasters affect women*, https://www.iucn.org/content/how-natural-disasters-affect-women (accessed on 14 February 2018). [15]

MacCharles, T. (2017), *Canada to spread its peacekeeping efforts around | Toronto Star*, The Star, Wed., Nov. 15, https://www.thestar.com/news/canada/2017/11/15/canada-to-spread-its-peacekeeping-efforts-around.html (accessed on 30 January 2018). [172]

National Defence (2017), *Strong Secure Engaged: Canada's Defence Policy*, http://dgpaapp.forces.gc.ca/en/canada-defence-policy/docs/canada-defence-policy-report.pdf (accessed on 02 February 2018). [11]

National Defence (2017), *Canada Unveils New Defence Policy - Canada.ca.*, [173

https://www.canada.ca/en/department-national-defence/news/2017/06/canada_unveils_newdefencepolicy.html?_ga=2.56250347.1547379921.1517820512-131740856.1489747055 (accessed on 05 February 2018).]

National Defence (2018), *Canada Announces Second Peacekeeping Smart Pledge - Will send Aviation Task Force to UN Mission in Mali*, March 19, 2018, Ottawa, https://www.canada.ca/en/department-national-defence/news/2018/03/canada-announces-second-peacekeeping-smart-pledge---will-send-aviation-task-force-to-un-mission-in.html (accessed on 15 May 2018). [9]

OECD (2014), *Engaging with the Public: 12 Lessons from DAC Peer Reviews and the Network of DAC Development Communicators*, https://www.oecd.org/dac/peer-reviews/12%20Lessons%20Engaging%20with%20the%20public.pdf (accessed on 01 March 2018). [46]

OECD (2012), *Canada: Development Assistance Committee Peer Review 2012*, http://www.oecd.org/dac/peer-reviews/canadapeerreview2012.pdf (accessed on 18 January 2018). [19]

OECD Development Communication Network (2017), *What People Know and Think About the Sustainable Development Goals*, https://www.oecd.org/development/pgd/International_Survey_Data_DevCom_June%202017.pdf (accessed on 10 March 2018). [43]

OECD (2017), *OECD Environmental Performance Reviews: Canada 2017*, http://www.oecd-ilibrary.org/docserver/download/9717421e.pdf?expires=1517586450&id=id&accname=ocid84004878&checksum=21F1FAF83B06EFE0FCCF5267B77FEDE9 (accessed on 02 February 2018). [179]

Office of the United Nations High Commissioner for Human Rights (2017), *Statement at the end of visit to Canada by the United Nations Working Group on Business and Human Rights*, Ottawa, 1 June 2017,, http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=21680&LangID=E (accessed on 12 February 2018). [29]

Prime Minister of Canada (2015), *Minister of International Development and La Francophonie Mandate Letter*, https://pm.gc.ca/eng/minister-international-development-and-la-francophonie-mandate-letter (accessed on 19 December 2017). [12]

Privy Council Office (2013), *A Drafter's Guide to Cabinet Documents*, http://www.pco-bcp.gc.ca/docs/information/publications/mc/docs/dr-guide-eng.pdf (accessed on 05 February 2018). [174]

Simpson, M. (2017), *Where Canada Stands*, HuffPost Canada Blog, 19 July, 2017., http://www.huffingtonpost.ca/bc-council-for-international-cooperation/where-canada-stands_a_23036572/?utm_hp_ref=ca-bccic (accessed on 12 February 2018). [183]

Stephens, H. (2018), *Canada's Progressive" Trade Agenda: Let's Be Careful How Far We Push It*, https://d3n8a8pro7vhmx.cloudfront.net/cdfai/pages/3195/attachments/original/1516232717/Canadas_Progressive_Trade_Agenda_Lets_Be_Careful_How_Far_We_Push_It.pdf?1516232717 (accessed on 02 February 2018). [33]

The McLeod Group (2017), *Canadian Trade Policy*, McLeod Group Blog, June 26, 2017, http://www.mcleodgroup.ca/2017/06/23/canadian-trade-policy/ (accessed on 14 February 2018). [37]

UNCTAD (2017), *The New Way of Addressing Gender Equality Issues in Trade Agreements: Is it a True Revolution?*, http://unctad.org/en/PublicationsLibrary/presspb2017d2_en.pdf (accessed on 01 March 2018). [36]

United Nations Association In Canada (2017), *Canadians as effectively engaged Global Citizens, Sustainable Development Goals*, http://unac.org/canadians-as-effectively-engaged-global-citizens-sustainable-development-goals/ (accessed on 12 February 2018). [42]

Vincent, R. (2017), *How feminist is Canada's new plan for women, peace and security?*, McLeod Group guest blog by Rachel Vincent, November 27, 2017, http://www.mcleodgroup.ca/2017/11/26/how-feminist-is-canadas-new-plan-for-women-peace-and-security/ (accessed on 14 February 2018). [176]

Chapter 2. Policy vision and framework

Framework

Peer review indicator: Clear policy vision aligned with the 2030 Agenda based on member's strengths

Canada's feminist international assistance policy draws on a strong track record of gender advocacy and has been universally welcomed. It is underpinned by a human rights-based and inclusive approach and a commitment to implementing the 2030 Agenda. The policy articulates a vision which will help Canada to be coherent in the changes it is striving to make in its development co-operation.

Canada's feminist approach is driving its development co-operation

The feminist international assistance policy, launched in June 2017, has been roundly welcomed within the global development community. It provides the overall framework for Canada's development co-operation, articulates a vision which will help Canada to be coherent in the changes it seeks for its development co-operation, and establishes synergies with foreign, trade, defence and security policies (GAC, 2017[1]; National Defence, 2017[2]) forming a whole of government strategy for Canada's international assistance. In addition, senior management of Global Affairs Canada share a strong commitment to implementing the policy across all of the department's work streams.

Canada's entry point for implementing the 2030 Agenda is SDG 5 – achieving gender equality and empowering all women and girls – and this will drive progress towards achieving the other goals. Gender equality forms the first of six priority action areas outlined in the new policy and is critical to achieving each of the other five (Figure 2.1). Canada aims to build on its existing sectoral experience[1] and its long track record of gender mainstreaming.

The policy delivers on the International Development Minister's mandate to focus "on helping the poorest and most vulnerable, and supporting fragile states" (Prime Minister of Canada, 2015[3]). As such, it meets the first recommendation of the 2012 peer review (Annex A (OECD, 2012[4])). However, defining this new approach and objectives in measurable terms remains a work in progress (Chapter 6).

Canada's policy is aligned with the 2030 Agenda for Sustainable Development, the Paris Agreement and the World Humanitarian Summit, and meets its Official Development Assistance Accountability Act requirement that assistance be provided "with a central focus on poverty reduction and in a manner that is consistent with Canadian values" (Government of Canada, 2008[5]).

Figure 2.1. Priority action areas of Canada's international assistance policy

Source: Global Affairs Canada (2017), OECD Development Assistance Committee Peer Review of Canada 2018: Memorandum of Canada.

Canada's focus on the poorest and most vulnerable is underpinned by a human rights-based and inclusive approach

The feminist international assistance policy marks a welcome shift to focusing on the poorest and most vulnerable and responding to local needs and priorities. The policy also commits Canada to a human rights-based and inclusive approach to international assistance. This marks a significant departure from the focus of the previous government, which in the opinion of one commentator emphasised commercial gain over poverty reduction (Brown, 2015[6]).

The policy recognises the primary role of governments in establishing development priorities, and seeks to broaden the range of actors with which Canada will work. However, it is silent on how Canada will maintain its commitments to development effectiveness and how it will work with partners to achieve the SDGs (Chapter 5).

Canada has set itself an ambitious agenda given its current global footprint (Chapter 3). Canada will direct at least 50% of bilateral development assistance to sub-Saharan Africa by 2020-21. However, while assistance to least developed countries is to increase, no specific targets have been set for this group. (GAC, 2017[1]).

Principles and guidance

Peer review indicator: Policy guidance sets out a clear and comprehensive approach, including to poverty and fragility

Canada plans to integrate gender equality and women's empowerment throughout its international assistance. The new policy lists the actions it will take to achieve transformational change for the poorest and most vulnerable. However, implementation will require updated guidance and tools, some of which is underway. Canada takes cross-cutting issues seriously and has a coherent approach to fragile states. It plans to review its approach to risk to enable more responsive and timely assistance.

An integrated approach seeks to achieve transformational change

Canada is seeking to achieve transformational change for the poorest and most vulnerable, especially for women and girls. Strong connections exist between the policy's six action areas (Figure 2.1) and Canada plans to tackle them in an integrated manner. Canada's approach is comprehensive, covering the social, economic and environmental dimensions of sustainable development.

The policy provides clear direction to staff and partners on the activities Canada will support in each action area. For example, the core action area on gender equality and the empowerment of women and girls will focus on four key activities:

1. addressing sexual and gender-based violence
2. supporting local women's organisations and movements that advance women's rights
3. improving public-sector institutional capacity
4. helping to build a strong base of evidence to support gender equality actions (GAC, 2017[1]).

The policy also outlines how the other five priority action areas will contribute to gender equality and women's empowerment. Canada's intention is to be strategic and focused, transformative and activist, evidence-based and accountable (GAC, 2017[1]).

Policies are being developed for the six priority action areas and Global Affairs Canada plans to update existing guidelines and tools to assist staff and partners to implement the new feminist international assistance policy. Staff and partners have been waiting for this guidance, as the peer review team observed in Tanzania (Annex C). As other DAC members have found, successful roll-out of a new policy depends on swift provision of accompanying guidance and tools. Officials' estimate that work beginning in late 2017 would result in policies, guidelines and tools in March 2018 seems overly ambitious. Updated guidance is also needed on additional areas, including policy coherence for sustainable development (Chapter 1); taking responsible risks (Chapter 4); engagement with multilateral and private sector organisations (Chapter 5); and humanitarian assistance (Chapter 7), some of which is in the pipeline.

Guidance on cross-cutting issues needs to be updated in light of the new policy

Global Affairs Canada has clear guidance on addressing human rights (GAC, 2017[7]) and has prepared strategic papers on cross-cutting issues – gender equality (GAC, 2014[8]),

environmental sustainability (GAC, 2014[8]) and governance. It considers these to be integral to enhancing the sustainability and effectiveness of its development results and they form priority action areas under the new policy. Application of strategies on gender equality and environmental sustainability meets Canadian government expectations of the public service regarding environmental assessment and gender-based analysis. Nevertheless, updated guidance is needed in light of the new feminist international assistance policy.

Canada's approach to fragile states is coherent and risk-based

The new policy commits Canada to engaging more effectively with fragile states and countries in crisis. It aims to ensure that women and girls are at the centre of decision making, and that their specific needs and aspirations are taken into account. In fragile states and contexts, Canada is piloting conflict mapping and the use of integrated conflict analysis. Canada's second National Action Plan on Women, Peace and Security (GoC, 2017[9]) echoes this and specifies for each implementing partner the actions that will be tracked and reported upon regularly. The 2015-16 progress report on Canada's first *National Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security* was a comprehensive and very useful tool to measure progress and identify challenges (GoC, 2016[10]).

Basis for decision making

Peer review indicator: Policy provides sufficient guidance for decisions on channels and engagements

Staff and partners need clarity about Canada's new approach to engaging with partner countries. Development effectiveness principles should continue to underpin Canada's engagement with a broadened range of partnerships. Canada is a valued multilateral partner and places high value on the role of civil society in development. A strategy would help Canada to increase and diversify its private sector engagement.

Clarity needed as Canada shifts from its former "countries of focus" approach

The new policy directs international assistance to where Canadian support "can make the biggest difference". It moves away from Canada's previous approach of working in 25 "countries of focus" in an effort to respond better, and more nimbly, to local needs (Chapters 3 and 5).

As observed in Tanzania, staff and partners need greater clarity about the implications of this shift away from the former countries of focus approach (Chapter 5, Annex C).

Canada applies good practice in developing its rationale for engaging in countries. It draws on analysis of a range of indices that consider poverty levels (Multi-dimensional Poverty Index, OECD Fragility Framework, Fragile States Index, Global Peace Index and the Gender Equality Index), gender equality, fragility, and the financial and sectoral focus of other donors, as well as a gap analysis indicating where Canada can make the biggest difference.[2]

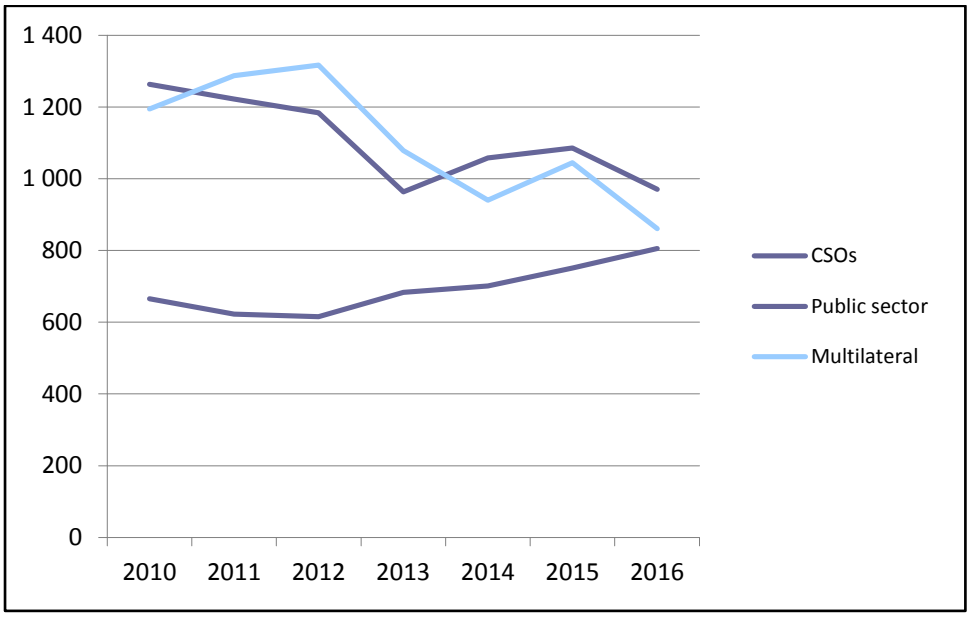
Development effectiveness principles need to be upheld while broadening partnerships

Canada recognises that partner country governments are responsible for establishing their development priorities and that they will remain its primary partners. At the same time it plans to broaden its work with other partners – local government, civil society, multilateral institutions, philanthropic organisations, the private sector and non-traditional donors (GAC, 2017[1]) and to work more in multi-stakeholder partnerships.[3]

Official development assistance (ODA) disbursed through partner government institutions and multilateral organisations declined in the period 2010-2016, while ODA channelled through civil society organisations (CSOs) increased (Figure 2.2; Chapters 3 and 5). Global Affairs Canada's attempts to improve the effectiveness of international assistance – by making it better-leveraged and more integrated, responsive, and accountable – would be enhanced by a clearer description of how development effectiveness principles underpin this approach. The need for this was observed in Tanzania, for example (Chapter 5, Annex C). For instance, Canada could explain how working through inclusive development partnerships with multilateral, non-government and private sector actors contributes to country ownership, a focus on results and mutual accountability.

Figure 2.2. Bilateral ODA by channel (2010-2016)

Constant 2015 USD million



Source: OECD.Stat Creditor Reporting System.

Engagement with civil society could be more effective

The change of government has brought about a positive change in Canada's relationship with CSOs involved in international development. CSOs welcome Global Affairs Canada's greater openness to engagement and regular consultation. However, there is room for improvement.

Global Affairs Canada acted quickly to update its civil society policy following the release of its feminist international assistance policy. In the policy Canada affirms the critical role that civil society plays in development, as actors and advocates. It highlights the importance of fostering multi-stakeholder approaches to development and the need for a safe, enabling environment for civil society (Global Affairs Canada, 2017[11]). This is good practice.

Canada views Canadian CSOs as key partners in supporting local organisations, promoting global understanding and action amongst Canadians (Global Affairs Canada, 2017[11]), and implementing and supporting Canada's international assistance. While it also sees CSOs as agents of change and independent development actors in their own right, limited support is provided to CSOs to support and build capacity amongst their partners in developing countries in order to create the world that Canada seeks to achieve (Chapter 1). The current practice of encouraging the submission of projects implemented by a broad range of Canadian CSOs is very labour intensive for CSOs as well as for Global Affairs Canada (Chapter 5), as the peer review team observed in Tanzania (Annex C). Moreover, the current emphasis on project funding as opposed to programme or core funding tends to weaken rather than strengthen CSO ownership over programming. Whether the current approach is building the capacity of local CSOs and enhancing Canadians' global awareness is unclear (Chapter 1). An evaluation would clarify the quality, efficiency and effectiveness of Canada's engagement with Canadian, international and local CSOs.

A strategy is needed to guide engagement with the private sector

Canada has an ad hoc approach to engaging with the private sector (Kindornay, 2016[13]) and unlike other DAC members, has not established specific funding windows and mechanisms for this work (Kindornay, 2016[12]). It does, however, have experience related to blended finance (Chapter 3). A distinct strategy for engaging with the private sector, as recommended in the 2012 peer review (OECD, 2012[4]), would help staff and private sector partners achieve the new policy's intention to "increase and diversify the range of mechanisms for working with the private sector to support sustainable development" (GAC, 2017[1]) (Chapter 5).

Canada is a valuable, trusted and flexible multilateral partner

Multilateral organisations value Canada as a trusted and flexible partner. Its core support to multilateral institutions is predictable and supplemented with earmarked funding (Chapter 3). Canada also plays a valuable role in its engagement on governing boards where it has a long track record of advocating for gender equality and women's empowerment, and has shown leadership in increasing coherence between UN Funds and Programmes; improving reporting on results; optimising the balance sheets of multilateral and regional development banks; and promoting climate change mitigation and adaptation.

Canada makes extensive use of multilateral organisations within its country programmes (multi-bi) as observed in Tanzania, and particularly in fragile contexts (Chapter 3), and as a channel for humanitarian assistance (Chapter 7). However, multilateral partners note that this can lead to high transaction costs for individual organisations. Canada's relationship with, and use of, multilateral organisations would benefit from a clearly articulated strategy for multilateral engagement and regular, strategic dialogue with more individual institutions (Chapter 5).

Canada was a founding member of the Multilateral Organisation Performance Assessment Network (MOPAN) and plays an active role in it. Canada has advocated strongly for including gender as a cross-cutting issue in assessments and, as chair of the Technical Working Group (2016-17), drove the finalisation of the MOPAN 3.0 assessment methodology. MOPAN reports are used to meet Canada's legal requirement for five yearly evaluation of programmes (Chapter 6). This is good practice.

Notes

[1.] The former five priority areas for action were: stimulating sustainable economic growth; increasing food security; securing the future of children and youth; advancing democracy; and promoting stability and security. In addition Canada was a leader in improving maternal, new born and child health, and responding quickly and effectively to international humanitarian crises (GAC, 2015[21]).

[2]. This draws on advice provided by GAC officials.

[3]. For example, Canada is an active member of the Global Partnership Initiative on Effective Triangular Co-operation. The initiative was launched at the Global Partnership for Effective Development Cooperation's 2016 High Level Meeting in Nairobi. The core group includes Mexico, Canada, Islamic Development Bank, Japan, the UN Office for South-South Cooperation and the OECD. See: http://www.expo.unsouthsouth.org/2017-antalya/programme/side-events/29-nov-d/.

References

Brown, S. (2015), *A backwards decade on foreign aid: How commercial gain came to replace poverty reduction as the primary goal of Canadian foreign aid*, https://www.thestar.com/opinion/commentary/2015/10/15/a-backwards-decade-on-foreign-aid.html (accessed on 10 March 2018). [6]

GAC (2017), *Advancing human rights*, (updated), http://international.gc.ca/world-monde/funding-financement/advancing_human_rights-promouvoir_droits_personne.aspx?lang=eng (accessed on 19 February 2018). [7]

GAC (2017), *Canada's feminist international assistance policy*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng (accessed on 20 December 2017). [1]

GAC (2014), *Environmental Integration Process – Development Programming*, http://international.gc.ca/world-monde/funding-financement/environmental_integration_process-processus_integration_environnement.aspx?lang=eng (accessed on 19 February 2018). [8]

Global Affairs Canada (2017), *Civil Society Partnerships for International Assistance Policy*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/civil_policy-politique_civile.aspx?lang=eng (accessed on 15 December 2017). [11]

GoC (2017), *Gender Equality: A Foundation for Peace: Canada's National Action Plan, 2017-2022, for the Implementation of the UN Security Council Resolutions on Women, Peace and Security*, http://international.gc.ca/world-monde/assets/pdfs/cnap-eng.pdf (accessed on 02 February 2018). [9]

GoC (2016), *2015-2016 Progress Report – Canada's National Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/gender_equality-egalite_sexes/women_report-rapport_femmes-2015-2016.aspx?lang=eng#a3_1_2_1 (accessed on 15 February 2018). [10]

Government of Canada (2008), *Official Development Assistance Accountability Act: S.C. 2008, c. 17*, http://laws-lois.justice.gc.ca/eng/acts/O-2.8/FullText.html (accessed on 13 February 2018). [5]

Kindornay, S. (2016), *A new approach to private sector engagement in Canadian development cooperation? – CIDP | Canadian International Development Platform*, Canadian International Development Platform, http://cidpnsi.ca/a-new-approach-to-private-sector-engagement-in-canadian-development-cooperation/ (accessed on 16 February 2018). [13]

Kindornay, S. (2016), *What should Canada's portfolio for private sector engagement in development look like? – CIDP | Canadian International Development Platform*, Canadian International Development Platform, http://cidpnsi.ca/what-should-canadas-portfolio-for-private-sector-engagement-in-development-look-like/ (accessed on 16 February 2018). [12]

National Defence (2017), *Strong Secure Engaged: Canada's Defence Policy*, http://dgpaapp.forces.gc.ca/en/canada-defence-policy/docs/canada-defence-policy-report.pdf (accessed on 02 February 2018). [2]

OECD (2012), *Canada: Development Assistance Committee Peer Review 2012*, http://www.oecd.org/dac/peer-reviews/canadapeerreview2012.pdf (accessed on 18 January 2018). [4]

Prime Minister of Canada (2015), *Minister of International Development and La Francophonie Mandate Letter*, https://pm.gc.ca/eng/minister-international-development-and-la-francophonie-mandate-letter (accessed on 19 December 2017). [3]

Chapter 3. Financing for development

Overall ODA volume

Peer review indicator: The member makes every effort to meet ODA domestic and international targets

Canada's overall aid volume has not increased significantly since the last peer review. As its economy has grown, the share of its aid volume in the overall economy (ODA/GNI) has declined. Canada's current announced increases in ODA will not see it return to the 2012 ODA/GNI level of 0.31%. Canada could more systematically disclose forward spending information about its international assistance.

After a period of stagnation, Canada has announced an increase to its aid budget

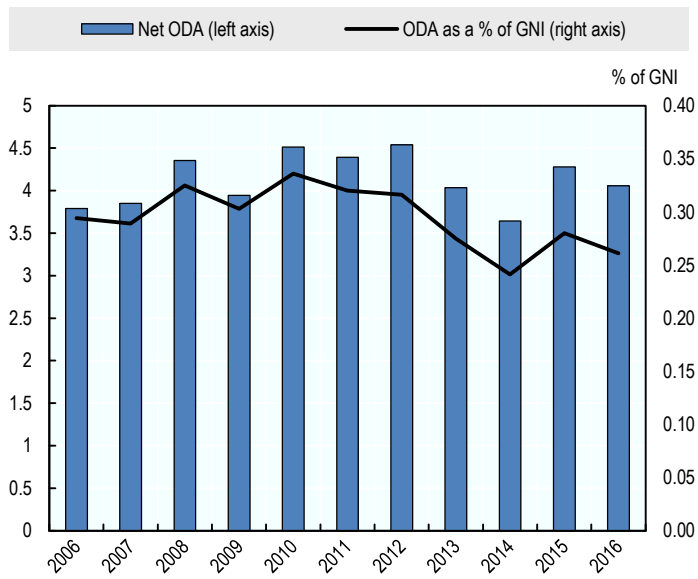
In 2016, Canada provided USD 3.93 billion in net official development assistance (ODA), a decrease of 5.2% in real terms from 2015. This funding represented 0.26% of gross national income (GNI), well below the international target of 0.7% ODA/GNI and below the DAC member average of 0.32%. Preliminary data indicate that Canada provided USD 4.27 billion in net ODA in 2017 (OECD statistics, CRS database). Among G7 countries, Canada ranks lowest for volume and fifth lowest for its ODA/GNI ratio (Annex B). Despite robust economic growth (OECD, 2017[1]), Canada's ODA as a percentage of GNI has dropped substantially from 0.32% in 2012 (Figure 3.1). Canada has not adopted a plan to take ODA levels towards the international commitment of 0.7% of GNI as recommended in the 2012 peer review (OECD, 2012[3]) (Annex A).

The size of the International Assistance Envelope (IAE),[1] roughly 97% of which is ODA, is determined through the annual federal budget process (GAC, 2017[2]). Canada's IAE increased to roughly USD 3.8 billion per annum (CAD 5 billion) over 2005-10, and has remained at that level during the review period (OECD, 2013[3]). In 2015, the Prime Minister's publically available mandate letter called on the Minister of International Development to establish a new funding framework alongside a new policy (Prime Minister of Canada, 2015[4]). While neither the 2017 Federal Budget nor the new policy indicated any significant change or increase to Canada's International Assistance Envelope,[2] the 2018 federal budget announced a CAD 2 billion increase to the envelope over the next five years (GoC, 2018[5]), which is a promising development. Nevertheless, the planned increase is not likely to see Canada return to its 2012 ODA/GNI level. Canada now has an opportunity to include in its SDG implementation framework the aid levels it is prepared to further commit to and a timeframe for achieving them, in line with SDG target 17.2.[3]

Refugee resettlement costs represented 10% of Canada's total ODA in 2016, at USD 390 million,[4] an increase of 89% from 2015 (OECD, 2017[7]) (Figure 3.1). While refugee costs are counted as ODA, they fall outside Canada's International Assistance Envelope and therefore increases in these expenditures do not drain resources from existing international assistance commitments. This approach represents good practice. Canada's budget for 2018 commits a further CAD 20.3 million over five years to resettle an additional 1 000 refugee women and girls As part of Canada's total resettlement target of 137,350 refugees and protected persons for 2018-2020[5] (GoC, 2018[5]).

Figure 3.1. Canada's net ODA: trends in volume and as a share of GNI (2011-16)

USD billions, 2015 constant prices



Note: Spikes in ODA volume 2015-16 are not due to an increase in the size of the International Assistance Envelope. In 2015, some multilateral organisations received two institutional support payments in one calendar year (the Canadian financial year runs April to March). In 2016, the increase (from 2014) is based on in-donor refugee costs, which are not part of the IAE.
Source: OECD statistics CRS database, https://stats.oecd.org/Index.aspx?DataSetCode=CRS1.

Canada meets reporting requirements but could more systematically disclose disaggregated forward-spending information

Canada reports all of its international assistance, via the OECD Creditor Reporting System (CRS). It is one of six DAC members rated "excellent" for their statistical reporting in 2016 on flows in 2015 (OECD DCD/DAC/STAT, 2017[7]). However, while annual reporting data is submitted on time to the OECD, it is often subject to final verification by Global Affairs Canada causing delays in finalising Canadian totals. Canada plans to participate in an OECD/DAC statistical peer review in 2018 which will focus on reporting issues[6]. Domestically, Canada submits detailed annual reporting on expenditure, in line with its Official Development Assistance Accountability Act (ODAAA).[7] The exact value of the IAE has not been publicised in advance for the past five years (neither in the federal budget nor the annual estimates document). In its new feminist international assistance policy, however, Canada committed to sharing the level of the envelope from 2018 (GAC, 2017[8]), and has done so in the 2018 federal budget

(GoC, 2018[5]). In light of its commitment to transparency and predictability, Canada could consider communicating not just the level and structure of the IAE,[8] but also estimates for allocations by each government department, and allocations to Global Affairs Canada programmes. Although indicative budgets for country-programmable aid are published via the OECD survey on forward spending (OECD, 2016[9]), how and whether bilateral forward-spending plans are routinely shared with partner-country governments varies from programme to programme.

Bilateral ODA allocations

Peer review indicator: Aid is allocated according to the statement of intent and international commitments

Canada's approach to bilateral ODA allocations is being reconfigured to reflect new policy priorities. Support to least developed countries represents approximately half of bilateral ODA, and support to climate and environment is on the rise, reflecting significant commitments in this area. Canada's strong commitment to achieving results for women and girls is reflected in ambitious targets for allocations towards gender equality and women's empowerment.

Canada's goal of directing almost all bilateral ODA to 25 countries of focus was not realised

In 2014, Canada committed to allocating 90% of its geographic country programme aid to 25 "countries of focus".[9] The DAC's mid-term review of Canada's development co-operation suggested this commitment would lead to a period of stability for Canada's partner countries and an increasing share of ODA programmed through partner countries – known as country-programmable aid (CPA) (OECD, 2014[10]). However, this has not been the case. In 2016, 68% of Canada's gross aid was disbursed as bilateral ODA, a decline from 78% in 2014, and 70% in 2015 (Annex B). Of Canada's gross bilateral aid disbursements in 2016 (unless otherwise specified):

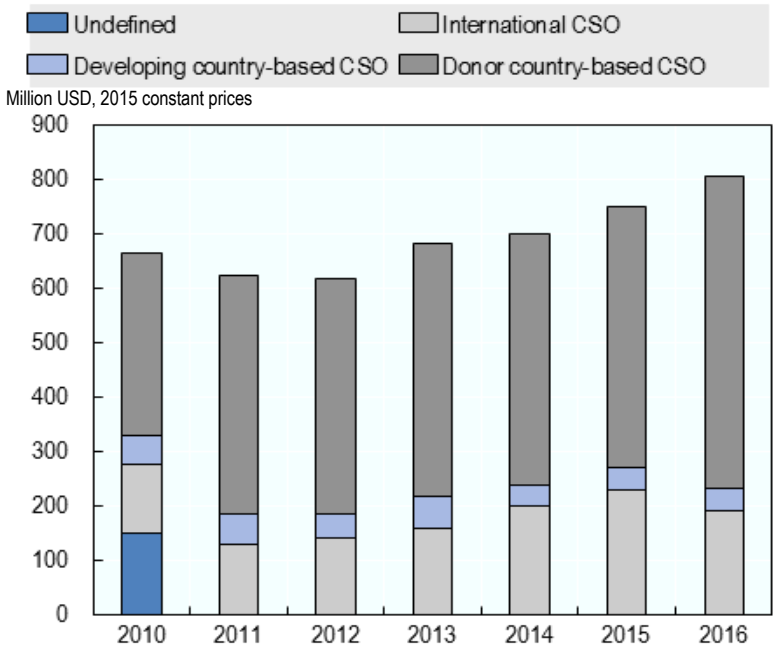
- 100% were grants, compared to 96% in 2015
- 63% went to 132 recipient countries, with the remainder unallocated by country (2015-6 average)
- 29% were CPA, down from 31% in 2015 and below the DAC average of 46.8%
- 20% were channelled to and through civil society organisations
- 65% went to the 25 countries of focus (Annex B, OECD CRS statistics database).

Changes in the global context made it difficult to continue the previous government's 90% commitment for countries of focus. For example, Syria and Lebanon have ranked amongst Canada's top 15 bilateral recipients since 2013 (Annex B), despite not being "countries of focus". This reflects increased funding for areas related to the Syrian refugee crisis (Global Affairs Canada, 2017[11]). Conversely, Benin, Myanmar and Mongolia (all designated countries of focus) did not feature in the top 30 funded countries during the same period (Annex B, OECD statistics CRS database).

Indicative forward spending data suggest the volume of Canada's CPA will continue to drop through to 2019 (OECD, 2016[9]). In 2016, 10% of CPA was budget support, 44% project type interventions, 8% technical assistance, and 38% contributions to pooled

funds (Annex B). In contrast, aid to and through CSOs has increased in both volume and as a share of bilateral ODA since 2014 and is well above the DAC average (Chapter 5) (Figure 3.2).

Figure 3.2. Canada's gross bilateral ODA disbursements to and through CSOs by type of CSO (2010-16)



Source: OECD statistics CRS database, https://stats.oecd.org/Index.aspx?DataSetCode=CRS1.

In 2017, under the new feminist policy, Canada's "countries of focus" approach has been replaced by a more flexible and needs-based approach to partner-country selection and allocation (described in Chapter 5). In order to shift to this new approach of responsive allocations, Canada will need to focus efforts on tracking which countries are getting funding and ensure allocations are in line with policy intentions via its new integrated country frameworks (Chapter 5). Moving away from the countries of focus approach has helped to recalibrate the type of relationship Canada has with its partner countries. For example, countries that fall into the "peace and security" category benefit from the Peace and Stabilisation Operations programme (GoC, 2017[12]), which has the flexibility to address some of the issues that are not covered by development or humanitarian aid.

Canada plans to direct half of its bilateral aid to sub-Saharan Africa, but has not identified targets for least developed countries

At 0.1% of GNI in 2016, Canada's total ODA to least developed countries (LDCs) was lower than the UN target of 0.15% (Annex B). LDCs received 53% of bilateral ODA in 2016, an increase from 49% in 2015 and higher than the 2016 DAC average of 40%. Of Canada's total bilateral ODA, 41% was allocated to fragile and conflict-affected states; this has remained relatively constant over the last five years and is above the DAC average (Annex B, Table B3). The new policy sets no target for LDCs or fragile and conflict-affected states, instead aiming to direct 50% of Canada's bilateral assistance towards sub-Saharan Africa by 2021-22. Eleven of the 25 former countries of focus are in

sub-Saharan Africa, and in 2016, 41% of allocable bilateral ODA was disbursed to sub-Saharan Africa, an increase from 35% in the previous year (Annex B). While Canada is on track to meet the 50% target within four years, it is not yet clear from which programmes the additional 9% of funding will be transferred or where it will be directed.

Canada has set new targets for allocating aid to gender equality and women's empowerment

In 2015-16, 63% of bilateral allocable aid had gender equality and the empowerment of women and girls as either a principal or significant objective – this has remained above 60% over the past five years (Annex B, Table B5). Canada's new Feminist International Assistance Policy includes specific targets to increase Canadian support for gender. By 2021-22, no less than 95% of Canada's bilateral support will target or integrate gender equality and the empowerment of women and girls (80% integrated and 15% targeted) (GAC, 2017[8]). Canada recognises that this input-focused target is ambitious, and Global Affairs Canada will need to take measures to build internal gender capacity so that the quality of delivery is not compromised as it mainstreams gender across its programming (GAC, 2017[13]) (Chapter 4). In order to accurately track its progress towards this target, Canada will need to maintain the integrity of its coding of projects using the gender policy marker.

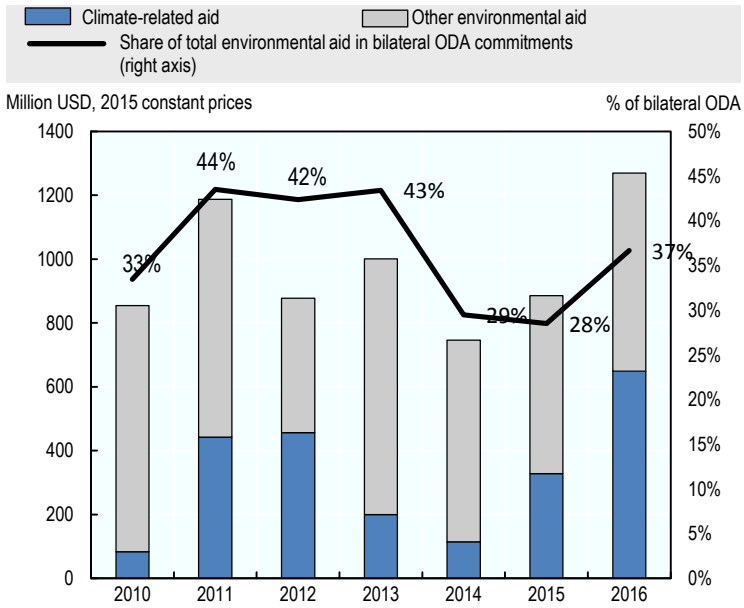
In the new policy, Canada explains that the remaining five action areas are interrelated and indivisible, with Canada aiming to support multiple action areas through each of its investments (GAC, 2017[8]) (Chapter 2). At the time that Global Affairs Canada submitted its memorandum to the DAC, more than half of the allocations for 2017-18 were directed to the human dignity action area, which includes humanitarian assistance, health, education and food security.

Increased spending on climate change reflects policy commitments

Previously a cross-cutting issue, Canada has re-designated environment and climate change as an action area and committed USD 2 billion (CAD 2.65 billion) over five years (2015-2020) to help developing countries reduce emissions and adapt to climate change (GoC, 2015[14]). In line with these commitments, the proportion and volume of bilateral aid supporting climate change has increased over the past three years (Figure 3.3). For example, 5% of allocable bilateral ODA commitments supported climate change adaptation and/or mitigation in 2014, increasing to 11% in 2015 and 19% in 2016 (USD 628 million) (Annex B, OECD statistics CRS database).

Figure 3.3. Canada's bilateral allocable ODA to support global and local environment objectives

2016 commitments



Source: OECD statistics CRS database, https://stats.oecd.org/Index.aspx?DataSetCode=CRS1.

Multilateral ODA allocations

Peer review indicator: The member uses the multilateral aid channel effectively

Canada consistently makes use of multilateral organisations for more than half of its aid, providing core and earmarked support. Canada is directing increasing shares of earmarked funding towards humanitarian emergencies. An overarching strategy could enhance multilateral effectiveness.

Canada channels more than half its ODA to and through multilaterals

In 2016, 53% of Canada's total ODA was channelled to and through multilaterals. Of this, 32% was provided as core contributions, with the remaining 21% provided as non-core. These levels have remained relatively constant over the last six years (Annex B). In 2016, of core multilateral contributions: 29% was disbursed to the World Bank Group (IDA), 21% to United Nations organisations, 11% to regional development banks (mostly to the African Development Bank and the Asian Development Bank), and 39% to other multilaterals (the largest recipient organisations were GAVI, the Global Fund and the Green Climate Fund) (Annex B).

Humanitarian response makes up a high and increasing share of Canada's non-core multilateral ODA. In 2015, 33% of non-core ODA commitments to multilaterals (USD 391 million) went to emergency response, mostly via the World Food Programme, and the UN Refugee Agency (UNHCR) (OECD statistics CRS database). Despite high levels

of multilateral finance, Canada does not have a distinct multilateral strategy or policy. Canada's multilateral partners would appreciate more predictable financing from Canada and regular dialogue with Canada on its expectations from multilateral partners (Chapters 2 and 5).

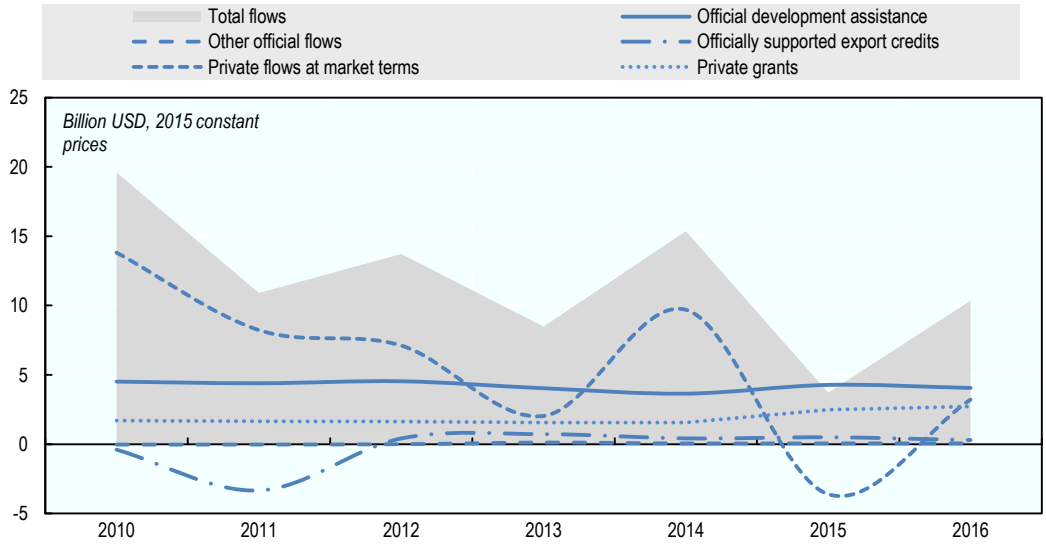
Financing for development

Peer review indicator: The member promotes and catalyses development finance additional to ODA

In line with the Addis Ababa Action Agenda, Canada is committed to using its ODA to leverage new forms of development finance, such as through private sector approaches and domestic resource mobilisation. Canada is also making use of new mechanisms to catalyse private sector finance, and has launched a new Development Finance Institution to support this effort.

Canada reports to the OECD on other official flows[10] to developing countries at market terms and meets all its reporting requirements for these flows. In 2016 Canada reported USD 59 million in other official flows, and officially guaranteed export credits totalled USD 289 million. That same year, Canada's total private flows at market terms were USD 3.1 billion, and net private grants stood at USD 2.6 billion (Annex B) (Figure 3.4).

Figure 3.4. Canada's net resource flows to developing countries (2010-16)



Note: Fluctuations in private flows at market terms are affected by economic cycles, volatility of markets and perceived risk. For example, in 2015, Canadians made significant withdrawals in the Americas and repatriated the funds, instead of transferring funds in other countries.
Source: OECD statistics CRS database, https://stats.oecd.org/Index.aspx?DataSetCode=CRS1.

Canada co-chairs the Addis Tax Initiative, which includes 19 DAC members that have agreed to collectively double their spending on supporting domestic resource mobilisation (DRM) by 2020 (International Tax Compact, 2015[15]). It is also leading on developing a

knowledge-sharing platform for DRM via the OECD Forum on Tax Administration. Canada has gradually increased its support to DRM over the past three years, disbursing USD 7.4 million in 2016, roughly 2% of total DAC disbursements for DRM (current prices, OECD statistics CRS database). Canada's new feminist policy does not include specific reference to DRM. In order to contribute meaningfully to international commitments in this area, Canada would benefit from setting out specifically how it will support DRM in its governance action area policy.

Canada is making efforts to use ODA to catalyse additional development finance

Canada has reported that in 2013, USD 47.5 million of private sector funds were mobilised for developing countries through shares in collective investment vehicles[11], focusing on small and medium enterprise development, microfinance and renewable energy, for example through the International Finance Corporation's Catalyst Fund[12] (OECD, 2017[17]). However, OECD reporting only accounts for the "first level" or direct mobilisation, thereby automatically excluding Canada's significant efforts to mobilise private sector resources via grants to NGOs, which are not systematically tracked.

In April 2017, the Treasury Board approved new authorities to federal departments to deliver transfer payments in line with its overarching Innovation Agenda (Chapter 4). Global Affairs Canada plans to make use of some of these generic terms and conditions to use new funding models – such as incentive-based funding, prizes and challenges, and micro-funding (GAC, 2017[2]) – which could potentially allow Global Affairs Canada to use ODA to better leverage additional funding from the private sector. However, this is a work in progress. Budget 2018 re-allocates existing envelope resources towards an innovation programme (CAD 873.4 million over five years) and a sovereign loans programme (CAD 626.6 million over five years), though further details have yet to be announced (GoC, 2018[5]). As emphasised in the mid-term review, Canada will need to continue to ensure that poverty reduction and development effectiveness commitments are met as it works to develop fit-for-purpose financing instruments (OECD, 2014[10]).

Canada has made modest but sustained use of blended finance initiatives since the 1980s in the areas of climate finance, small and medium-sized enterprise development, agriculture and trade finance. Through blended finance, grants are used to provide partial protection against investment risks, while concessional finance facilitates other products such as loans, equity, guarantees and insurance by external partners. Canada is working on guidance and due diligence procedures for blended finance to enhance its delivery (OECD, 2017[17]).

Canada has launched a new development finance institution

Canada has established a new development finance institution (DFI), branded as FinDev Canada[13], as a wholly owned subsidiary of Export Development Canada (EDC).[14] First announced in 2015, FinDev Canada will initially be capitalised with USD 226 million (CAD 300 million) to attract funds and support private investment in developing countries, including through the use of loans, loan guarantees or equity stakes. It is not clear at this time whether funds from the capitalisation will be counted as ODA, nor whether they will be part of Canada's International Assistance Envelope. Canada also explains that DFI activities will complement other forms of innovative financing managed by Global Affairs Canada (EDC, 2017[18]).

FinDev Canada is developing a development impact assessment framework to support measurement and report on development outcomes (EDC, 2017[19]). It will have a governing board and also establish an independent advisory council composed of a range of external stakeholders, including representatives from partner countries, to help guide the approach (EDC, 2017[18]). FinDev Canada has also adopted reporting and transparency polices[15]. How Canada ensures a clear separation between FinDev Canada and the export credit arm of EDC, and guards against corruption, will be closely scrutinised. In addition, Canada will need to show how its new DFI complements rather than replaces additional ODA investments, as suggested by various commentators (The McLeod Group, 2017[19]; Keenan, 2017[21]), and is encouraged to build on lessons and good practices from other DAC members with longstanding DFIs.

Notes

[1] Canada manages most resources for ODA through its 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 whole-of-government planning and budgeting framework supporting co-ordination and coherence across federal organisations involved in international assistance activities. On average, around 3% of the allocations in the envelope are not eligible to be counted as Canadian aid or ODA (under the Official Development Assistance Accountability Act). This includes some disbursements for peace and security. Nor does the envelope include all items that can be included as Canadian ODA, such as those allocated through other government expenditures (e.g. first year support to refugees in Canada from developing countries), non-budgetary items (bilateral debt forgiveness), or "imputed values" (allocations for developing country students studying in Canada) (CCIC, 2016[112]; GAC, 2017[2]).

[2] There have however been modest increases over the last two years. Budget 2016 introduced USD 193 million in new funding over two years to increase Canada's ability to respond to emerging international assistance priorities, while Budget 2017 allocated a further USD 193 million over five years to support Canada's membership of the Asian Infrastructure Investment Bank (GAC, 2017[58]).

[3] SDG 17.2 is as follows: "Developed countries to implement fully their official development assistance commitments, including the commitment by many developed countries to achieve the target of 0.7 per cent of gross national income for official development assistance (ODA/GNI) to developing countries…". See: https://sustainabledevelopment.un.org/content/documents/11803Official-List-of-Proposed-SDG-Indicators.pdf.

[4] In response to the increasing severity of global refugee crises, Canada resettled 46 700 refugees within its borders in 2016, a 133% increase on the previous year: www.unhcr.org/news/press/2017/4/58fe15464/canadas-2016-record-high-level-resettlement-praised-unhcr.html.

[5] This is not the full extent of Canada's refugee resettlement target. Canada has also set multiyear immigration levels, see: https://www.canada.ca/en/immigration-refugees-citizenship/news/notices/supplementary-immigration-levels-2018.html.

[6] http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC/STAT(2017)8&docLanguage=En

[7] 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 ODA This

report provides a summary of the collective efforts of Canadian federal departments and agencies that provide ODA, in accordance with the ODAAA, http://international.gc.ca/gac-amc/assets/pdfs/publications/odaaa-16-17-eng.pdf. Six months after this report is submitted, an accompanying report, the Statistical Report on International Assistance, is published. The statistical report provides international assistance expenditure statistics, including ODA and other official assistance, for Canada as a whole. This report is presented on an expenditures basis, http://www.international.gc.ca/gac-amc/publications/odaaa-lrmado/sria-rsai-2015-16.aspx?lang=eng (GAC, 2017[2]).

[8] Budget 2018 breaks down the IAE funding structure into the following categories: new funding, core development, humanitarian, crisis pool, peace and security, international financial institutions and the strategic priorities fund (GoC, 2018[4]).

[9] Countries of focus in July 2014 were: **Americas:** Caribbean Regional Program, Colombia, Haiti, Honduras, Peru. **Asia**: Afghanistan, Bangladesh, Indonesia, Mongolia, Myanmar, Philippines, Vietnam. **Eastern Europe:** Ukraine **North Africa and Middle East:** West Bank and Gaza, Jordan. **Africa:** Benin, Burkina Faso, Democratic Republic of the Congo, Ethiopia, Ghana, Mali, Mozambique, Senegal, South Sudan, Tanzania. An additional 12 countries were designated as partner countries (and thus of lower priority): Bolivia, Cuba, Egypt, Guatemala, Iraq, Kenya, Morocco, Nicaragua, Nigeria, Pakistan, South Africa, Sri Lanka.

[10] Other official flows (OOF) are defined as official sector transactions that do not meet official development assistance (ODA) criteria. OOF include: grants to developing countries for representational or essentially commercial purposes; official bilateral transactions intended to promote development, but having a grant element of less than 25%; and, official bilateral transactions, whatever their grant element, that are primarily export-facilitating in purpose. (https://data.oecd.org/drf/other-official-flows-oof.htm)

[11] Collective investment vehicles (CIVs) are legal entities in which different actors pool their resources and invest the pooled funds..

[12] For details see: https://ifcext.ifc.org/ifcext/pressroom/ifcpressroom.nsf/0/0F16BCACFBC6D5C985257D090067EB45

[13] https://www.findevcanada.ca/en

[14] EDC is based in Montreal and is a privately owned crown corporation (https://www.edc.ca/en/Pages/default.aspx)

[15] FinDev Canada's Disclosure Policy, effective January 22nd, 2018, sets out FinDev Canada's commitment to a regime of transparency and establishes the framework for the routine disclosure of information of DFI Canada's business activities: https://www.findevcanada.ca/en/what-guides-us/transparency-policy-and-approach

References

EDC (2017), *Development Finance Institution*, https://www.edc.ca/EN/About-Us/Pages/development-finance-institution.aspx (accessed on 08 January 2018). [19]

EDC (2017), *Establishing Canada's Development Finance Institution: Discussion Paper for Stakeholder Engagement The Role of DFIs: what is a DFI and what does it do?*, https://www.edc.ca/EN/About-Us/Documents/DFI-Discussion-paper.pdf (accessed on 08 January 2018). [18]

GAC (2017), *Canada's feminist international assistance policy*, Global Affairs Canada, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng (accessed on 20 December 2017). [8]

GAC (2017), *Memorandum of Canada: OECD DAC Peer Review of Canada*, Global Affairs Canada. [2]

GAC (2017), *Synthesis of Evaluations of Grants and Contributions Programming funded by the International Assistance Envelope, 2011-2016*, Global Affairs Canada, http://international.gc.ca/gac-amc/publications/evaluation/2016/evaluations_grants-evaluations_subventions.aspx?lang=eng (accessed on 15 December 2017). [13]

Global Affairs Canada (2017), *Report to Parliament on the Government of Canada's OFFICIAL DEVELOPMENT ASSISTANCE 2016-17*, http://international.gc.ca/gac-amc/assets/pdfs/publications/odaaa-16-17-eng.pdf (accessed on 15 December 2017). [11]

GoC (2018), *Budget 2018: Equality + Growth*, Government of Canada, Ottawa, https://www.budget.gc.ca/2018/docs/plan/toc-tdm-en.html (accessed on 28 February 2018). [5]

GoC (2017), *The Peace and Stabilization Operations Program*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/response_conflict-reponse_conflits/psop.aspx?lang=eng (accessed on 13 February 2018). [12]

GoC (2015), *Prime Minister announces investment in Global Climate Change Action | Prime Minister of Canada*, Valletta, Malta - November 27, https://pm.gc.ca/eng/news/2015/11/27/prime-minister-announces-investment-global-climate-change-action (accessed on 30 January 2018). [14]

International Tax Compact (2015), *Addis Tax Initiative*, https://www.addistaxinitiative.net/index.htm (accessed on 13 February 2018). [15]

Keenan, K. (2017), *Is Export Development Canada ready to run Canada's new DFI?*, http://www.mcleodgroup.ca/2017/11/08/is-export-development-canada-ready-to-run-canadas-new-dfi/ (accessed on 09 January 2018). [21]

OECD (2017), *Amounts Mobilised from the Private Sector by Official Development Finance Interventions*, OECD Publishing, Paris, http://www.oecd-ilibrary.org/docserver/download/8135abde-en.pdf?expires=1515506329&id=id&accname=guest&checksum=81DDFF532B875E2542B8F50979BEDDB1 (accessed on 09 January 2018). [16]

OECD (2017), "Canada", in *Development Co-operation Report 2017: Data for Development*, OECD Publishing, Paris, http://dx.doi.org/10.1787/dcr-2017-16-en. [6]

OECD (2017), *Developments in indidual OECD and selected non-member economies: Canada*, OECD Publishing, Paris, http://dx.doi.org/10.1787/888933631285. [1]

OECD (2017), *Survey on Blended Finance Activities of DA Members 2017: Canada response*. [17]

OECD (2016), *Donors' forward spending plans (Edition 2016) - OECD International Development Statistics - OECD iLibrary*, OECD Publishing, Paris, http://dx.doi.org/10.1787/04ef2f8a-en (accessed on 12 February 2018). [9]

OECD (2014), "Mid-term Review of Canada; Letter to DAC Delegates and observers, 14 October 2014", (unpublished), Ottawa. [10]

OECD (2012), *Canada: Development Assistance Committee Peer Review 2012*, http://www.oecd.org/dac/peer-reviews/canadapeerreview2012.pdf (accessed on 18 January 2018). [3]

OECD DCD/DAC/STAT (2017), *DAC statistical reporting issues in 2016*, OECD, http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC/STAT(2017)15&docLanguage=En (accessed on 19 December 2017). [7]

Prime Minister of Canada (2015), *Minister of International Development and La Francophonie Mandate Letter*, Government of Canada, https://pm.gc.ca/eng/minister-international-development-and-la-francophonie-mandate-letter (accessed on 19 December 2017). [4]

The McLeod Group (2017), *The Latest on Canada's Development Finance Institution*, http://www.mcleodgroup.ca/2017/11/01/the-latest-on-canadas-development-finance-institution/ (accessed on 09 January 2018). [20]

Chapter 4. Canada's structure and systems

Authority, mandate and co-ordination

Peer review indicator: Responsibility for development co-operation is clearly defined, with the capacity to make a positive contribution to sustainable development outcomes

The amalgamation of CIDA and the Department of Foreign Affairs and International Trade has brought significant changes to how Canada organises and manages development co-operation. While amalgamation has achieved positive results, such as improved coherence of Canada's global engagement, challenges remain include creating a new, unified culture in Global Affairs Canada and improving harmonisation across the department.

The organisation and management of Canada's development co-operation have changed significantly

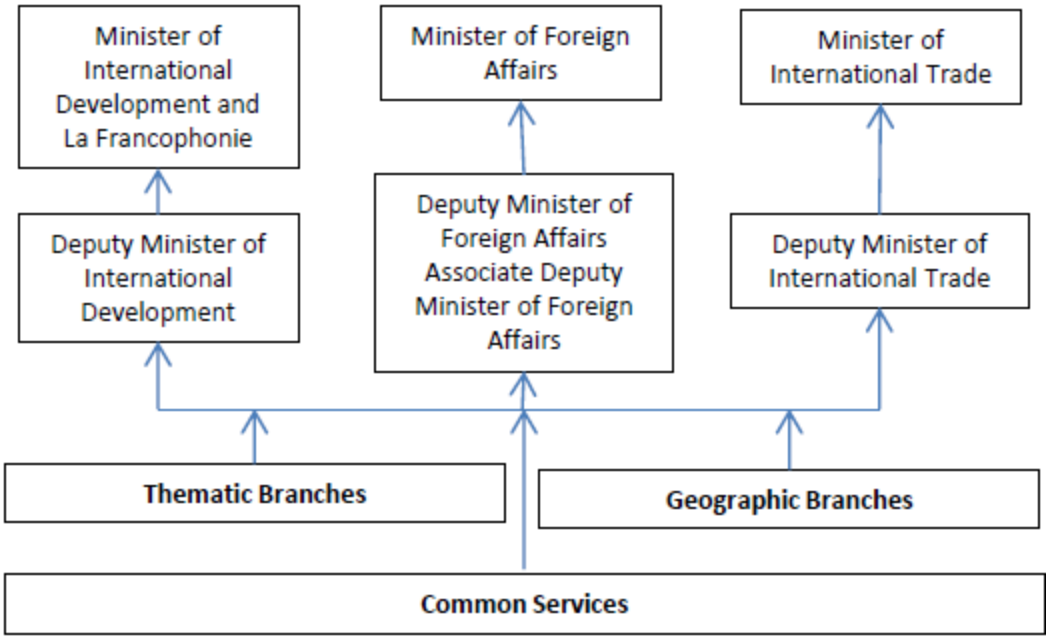
The amalgamation of the former Canadian International Development Agency (CIDA) with the Department of Foreign Affairs and International Trade (DFAIT) in June 2013 has significantly altered the way Canadian development co-operation is organised and managed. The intention was to fully leverage resources and expertise in order to improve effectiveness, align strategic approaches and achieve better results (Foreign Affairs Trade and Development Canada, 2014[1]).

The deep integration approach chosen by Canada, where management of international assistance was integrated into the department's existing branches, can have benefits, such as a more coherent approach to global engagement, in which development concerns influence foreign, trade and security policies. It can also bring improvements to corporate functions, such as planning, results reporting and evaluation. However, based on the experience of other DAC members, deep integration can also have risks, such as the loss of in-depth development expertise, and lower priority placed on improving the efficiency and effectiveness of development co-operation as development competes with other policy areas for corporate resources.

Development is now fully integrated with foreign policy, trade and security across the department, which has been renamed Global Affairs Canada, and this has improved the coherence of Canada's approach to global engagement (Chapter 1). The department reports to three ministers – foreign affairs, international trade, and international development and La Francophonie – with a deputy minister responsible to each. Departmental officials are accountable to the appropriate minister for their respective portfolios. The back-office functions, which provide common services,[1] serve the department as a whole (Figure 4.1 and Annex D).

The office of Minister of International Development,[2] responsible for leading Canada's development co-operation and humanitarian assistance, has continued under the new government. In addition to refocusing Canada's assistance on the poorest and most vulnerable, and supporting fragile states, the minister is tasked to work closely with other ministers on providing assistance to countries that are vulnerable to climate change; development financing; international migration and the settlement of 25 000 Syrian refugees; and integrating international opportunities into the Canada Service Corps.[3]

Figure 4.1. Global Affairs Canada: structure of amalgamated department



Note: For more details see Annex D at the end of this report.

Global Affairs Canada has an integrated governance framework, with the Executive Board and Policy Committee at the highest level, supported by four level two committees and 14 operational committees at level three (Figure 4.2.). In addition, oversight and accountability are provided to the Executive Board by the Performance Measurement and Evaluation (Chapter 6), and Audit committees, which in turn inform decision making (GAC, 2017[2]).

Figure 4.2. Global Affairs Canada: corporate governance structure

Source: (GAC, 2017[2]), *OECD Development Assistance Committee Peer Review of Canada 2018: Memorandum of Canada*

The organisational structure and governance systems used over the past five years appear to be working well. CIDA's experience with planning, results measurement and evaluation is having a positive influence on the development of corporate processes (Chapter 6). Continuing challenges are discussed further below.

There is a clear whole-of-government approach, including in responding to crises

The Canadian system has well-developed approaches for ensuring coherence and co-ordination across the federal government. Mandate letters instruct ministers to co-operate and this co-operation is implemented through Cabinet, and by the Deputy Minister and inter-departmental committees (Government of Canada,(n.d.)[3]). In each country, the Head of Mission maintains an overview of the engagement of all Canadian departments and agencies.

While there is evidence of a coherent approach being taken by Global Affairs Canada to its participation in federal government co-ordination and policy-making processes, it remains unclear whether amalgamation has resulted in greater commitment by other departments to policy coherence for development, given the lack of clear objectives, a specific plan, and monitoring and reporting processes (Chapter 1).

Based on its experience, notably in Afghanistan, Canada has strengthened its comprehensive approach to crises. For example, Canada designated a Special Envoy to Myanmar in October 2017, two months into the Rohingya crisis, to provide direct advice to the Prime Minister. Inter-departmental collaboration facilitates a coherent approach to Canada's political and financial engagement in Myanmar, defining priorities, applying a conflict lens to its programming, and understanding the possible consequences of an intervention for the drivers of conflict, or the humanitarian consequences of a political decision such as imposing economic sanctions.

Harmonisation and establishing a unified culture are proving challenging

Two risks were identified at amalgamation – integration of corporate systems and adaptation of employees to new roles and responsibilities. A change management plan was established to respond to these. An independent review in June 2015 found the first

two years of amalgamation to be highly successful: governance structures were working; improvements were observed in operational effectiveness and policy coherence across the department; the elimination of duplicate functions had increased efficiency; and crisis responses were integrated. Two areas were identified for further focus – enhancing collaboration across the department and strengthening a shared organisational culture (Global Affairs Canada, 2016[4]).

Evidence obtained during the peer review points to the fact that while amalgamation has been a structural success, some silos remain hindering exchange of information and collaboration within the department. Work is needed to create a more unified culture and greater harmonisation and streamlining across the department.

Systems

Peer review indicator: The member has clear and relevant processes and mechanisms in place

Despite efforts over the past decade, streamlining of programme processes remains a work in progress. While Canada's quality assurance processes are thorough, evaluations have identified inconsistency in addressing cross-cutting issues. Innovation and experimentation in Global Affairs Canada would be enhanced by simpler, more timely processes and more responsible risk taking. Canada is improving the transparency of its international assistance.

Greater streamlining would reduce the time spent on project management

The 2012 peer review recommended further simplification and modernisation of Canada's development co-operation. This remains a work in progress (Annex A). An Authorised Programming Process (APP) was introduced in January 2013 to standardise the programming of grants and contributions.[4] While this has clarified for staff the steps they need to take, and the sign-offs required, the 2016 International Assistance Review found that Canada needs to further simplify and streamline its project planning and selection processes (GAC, 2017[5]). Staff and implementing partners emphasise that this work remains critical to achieving effective and efficient international assistance.

An International Assistance Operations Bureau was created in April 2017 to find ways "to improve effectiveness, efficiency and coherence…and solve cross-cutting operational issues" (GAC, 2017[2]). Its analysis shows that in recent years the time between project initiation and project approval has been shortened (Figure 4.3). As a result of revisions to the Management Statement of Intent tool in 2013, the project initiation process is estimated to have fallen from 28 weeks to about 2 weeks, with the longest time being 6 weeks. It was not possible for the peer review team to analyse why it takes so long to get from project approval to contract signing – an issue raised by many despite the improvements mentioned above – as the department did not provide information on this.

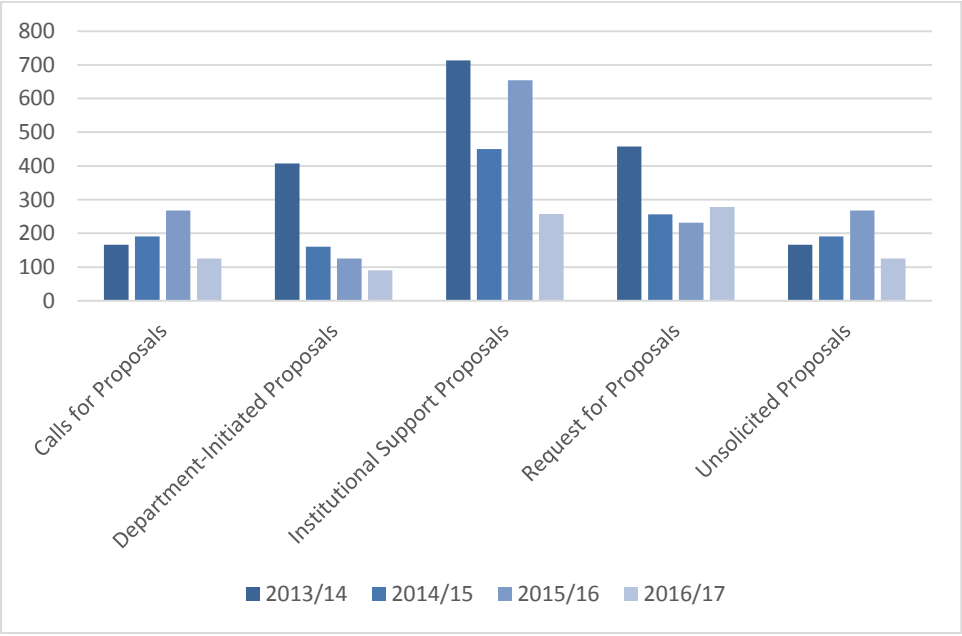
Simplification and streamlining clearly present a significant challenge for Global Affairs Canada. Part of the problem results from the compliance and control mechanisms which central agencies require of all Canadian departments. However, internal factors have also been at play. The process of obtaining internal approvals within Global Affairs Canada can be lengthy. Implementing partners lack clear guidance, and as observed in Tanzania

(Annex C), Global Affairs Canada does not have service standards in place for a number of critical stages in the approval and contracting process, including for the length of time to process proposals following receipt; take funding decisions; review project budgets; finalise and sign contracts with implementing partners; and approve proposed amendments to projects.

Action is being taken to address a number of these issues, however. The department is consolidating its corporate information systems with a view to managing and reporting on grants and contributions in a more consistent and efficient manner (GAC, 2017[6]). In late 2017, Global Affairs Canada created a Task Force on Improving Effectiveness to examine ways to simplify and streamline programming processes. Work has commenced on streamlining reporting requirements, the application process, contribution agreement content and the agreement negotiations process.

The efficiency of programming processes could be further enhanced if managers were to receive accurate and timely data – delivered for example by a dashboard system – enabling them to identify and respond to the factors holding up project processing.

Figure 4.3. Number of days between project initiation and project approval



Note: Final set of data received from Global Affairs Canada on 25 April 2018.
Source: Global Affairs Canada.

An audit of the APP, planned for 2019-20 (GAC, 2016[7]), should help identify areas where greater simplification and streamlining could be achieved. The audit might consider the impact of the generic provision of back-office contracting and financial services in the amalgamated department, and the relatively low level of financial authority available to managers in Ottawa and the field compared with other DAC members.[5] It might also look at removing any steps which add no value in the programming process, or constrain innovation, and reviewing those that remain to maximise efficiency in the process.

Quality assurance processes are comprehensive but cross-cutting issues are not consistently addressed

The APP requires thorough quality assurance steps, including consideration by geographic branch investment review committees for projects of USD 3.77 million (CAD 5 million) or over. Sectoral, gender, environment and governance specialists are also consulted and must sign off proposals. The department's fiduciary risk evaluation tool (FRET) is applied during the assessment phase and its results incorporated into final agreements. During implementation, projects are subject to rigorous performance management.[6] Evaluations are carried out by the Development Evaluation Division or the appropriate branch (Chapter 6).

A review of project evaluations funded in the period 2011-2016 found that the three cross-cutting themes – gender equality, environmental sustainability and governance – were not consistently addressed. Limited guidance, decentralisation of programming and the withdrawal of technical support (Section 4.3) were suggested as reasons for this (Global Affairs Canada, 2017[8]). The department intends that the suite of policy guidance, being prepared for the action areas of the feminist international assistance policy, will help to ensure more consistent treatment of these.

Aid transparency is improving

The provision of transparent information on Canada's development co-operation is improving in line with Canada's commitment to open government (GoC, 2018[9]). Global Affairs Canada publishes a range of reports on its website, enabling Canadians and partners to access information about development co-operation.[7] Project information is published on Global Affairs Canada's Project Browser and reported to the International Aid Transparency Initiative (IATI), which Canada chaired for the past two years. Global Affairs Canada began publishing to IATI in October 2012, and in 2016 was ranked 12th on the Aid Transparency Index (4th among bilateral donors) with a "good" rating. Areas still to address include improving the breadth and quality of data and increasing the number of activity-level indicators on the IATI registry (Publish What You Fund, 2016[10]).

Budget 2018 provided information about the funding structure of the International Assistance Envelope and new resources and allocations (GoC, 2018[11]). While this is a move in the right direction, publication of programme allocations would provide greater transparency (Chapter 3).

Risk management practices are being streamlined and harmonised

The new feminist international assistance policy commits to "more efficient and effective funding mechanisms and approaches", a willingness to "take responsible risks" and an expansion in Canada's "range of tools to enable joint program assistance with other donors" (GAC, 2017[12]). Given slow progress to date with streamlining, delivering on this commitment in a timely fashion will be challenging.

The department implements comprehensive risk management practices in accordance with Treasury Board of Canada expectations (Treasury Board of Canada, 2010[13]).[8] Corporate risks are identified and reported upon in the annual Departmental Results Report in accordance with integrated risk management practices. Each programme's Performance Information Profile (Chapter 6) will include a risk management section, and

each project includes a risk management table and is subject to a FRET assessment. Risks are updated on a regular basis.

Global Affairs Canada is currently reviewing its suite of risk management tools with a view to streamlining and harmonising risk management processes across programming in all three areas – foreign affairs, trade and development. Its plans to modernise risk management procedures are part of ensuring timely decision-making (GAC, 2016[14]).

Innovation and experimentation are priorities for Canada

Canada has set itself the goal of becoming a leader in development innovation and is actively engaging in a number of partnerships to achieve this.[9] This positive initiative needs to be accompanied by appropriate changes to programming processes, risk management and financial delegations that will enable Global Affairs Canada to innovate.

A number of actions have been taken to promote innovation and experimentation:

- A government directive has encouraged departments to experiment and test new innovations in their work, while measuring the impact (GoC, 2016[15]).
- Updated generic terms and conditions for grants and contributions, issued by the Treasury Board Secretariat in April 2017, allow for the use of prizes and challenges, incentive-based financing and micro-funding (Chapter 3).
- In 2015, a departmental Champion for Innovation was established and a Development Innovation Unit has been established within Global Affairs Canada to share resources and build staff capacity.
- Canada is collaborating with the International Development Innovation Alliance to actively promote and advance innovation.
- Canada is making specific investments to advance development innovation, including through the International Development Research Centre and Grand Challenges Canada.
- Budget 2018 announced the reallocation of existing resources to support innovation in Canada's international assistance (GoC, 2018[11]).

Global Affairs Canada recognises the importance of measuring the performance and impact of innovative approaches. Given that this area is challenging it is encouraging that Global Affairs Canada has engaged actively with the DAC on innovation and is seeking to share with and learn from other members.

Budget 2018 included the announcement of CAD 1.5 billion over five years for two new programmes supporting innovation in Canada's development co-operation: an International Assistance Innovation Program (CAD 873.4 million) and a Sovereign Loans Program (CAD 626.6 million) (GoC, 2018[9]). This appears to be a welcome attempt to mainstream innovation across development programmes by providing support from the Development Innovation Unit. Nevertheless, it will be challenging for staff in Global Affairs Canada to innovate if the department is unable to simplify, streamline and speed up its programming processes.

Capabilities throughout the system

Peer review indicator: The member has appropriate skills and knowledge to manage and deliver its development co-operation, and ensures these are located in the right places

Efforts have been made to retain and value development expertise within Global Affairs Canada. However, some development staff remain concerned about their status within the department. With fewer specialist staff it will be challenging to implement Canada's new feminist international assistance policy. Canada is also making slow progress on decentralisation.

A Chief Development Officer champions development within the department

Global Affairs Canada has taken a number of steps to ensure that development expertise is retained and valued within the amalgamated department. There are experienced development professionals in senior and middle management positions and a Chief Development Officer (CDO) position was created in April 2014 to champion the international development profession within the department. The CDO's work resulted in an International Assistance Workforce Strategy being endorsed by the department's Executive Board in 2017 (GAC, 2017[2]). In 2016 the development community was consulted on this role and its achievements. As a result, the 2017-2018 CDO Action Plan is focusing on: providing thought leadership and bringing the development community together; raising issues of concern for the development community and advocating for good development practice at senior level meetings; and investing in the development workforce (GAC, 2017[2]).

The department is adopting a competency-based approach (CBA) to human resources management as part of its work to promote excellence amongst its staff.[10] The intention is to have a competency passport for each employee which will assist with rotations and appointments in future. Global Affairs Canada's Corporate Risk Profile notes that "failure to align the department's financial, human and IT resources with its priorities could impede its ability to deliver results and promote innovation and experimentation with new approaches" (GAC, 2017[18]). The department is responding to this by continuing to develop the competency-based approach to align staff skills and experiences with managers' requirements.

In addition to achieving the international assistance competencies included in the CBA (e.g. project and portfolio management, and international development expertise), development professionals are also encouraged to develop behaviours, knowledge, skills and experiences in other competencies, such as bilateral and multilateral international relations expertise and diplomatic representation and political finesse. Striking a balance between developing a core set of competencies and retaining specific development expertise was flagged as an issue for Global Affairs Canada by one senior manager.

Staff are able to undergo training offered by the Canadian Foreign Service Institute, including on-boarding and a newly structured orientation programme for new employees. There is a strong focus on online training, such as the Gender Analysis Plus training being offered across the public service. The institute provides integrated pre-posting training for all staff posted abroad to enable them to understand the interdependencies of their work across the department's foreign policy, trade and development streams.

International assistance staff numbers have not changed

Following amalgamation, both the total number of staff working on international assistance and the number of back-office staff[11] have remained the same, as have the number of field based development staff[12] (Tables 4.1 and 4.2). Downsizing of the public service prior to amalgamation saw 313 positions (84 of which were vacant) cut from the CIDA workforce (Lomøy, 2004[19]) which together with the retirement and resignation of former CIDA support staff, led to a loss of institutional knowledge from the amalgamated department.

Table 4.1. Changes in departmental personnel 2012-13 to 2016-17

Human Resources – Full-time equivalents

	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017
Foreign Affairs and International Trade	12 383 (984 less than planned)				
CIDA	1 642 (161 less than planned)				
Foreign Affairs Trade and Development		11 084 (502 less than planned)	11 042 (12 less than planned)		
Global Affairs Canada				10 888	11 003 (98 less than planned)
Total	**14 025**	11 084	11 042	10 888	11 003

Note: CIDA and DFAIT amalgamated in the 2013-2014 financial year to become DFATD, renamed GAC in 2015.
Source: (Canadian International Development Agency, 2013[20]; Foreign Affairs and International Trade Canada, 2013[21]; Foreign Affairs Trade and Development Canada, 2014[1]; Foreign Affairs, 2015[22]; Global Affairs Canada, 2016[4]).

The 2012 peer review noted a shift towards greater use of generalists and outside advisers by CIDA; this trend appears to have continued following amalgamation (OECD, 2013[22]; Global Affairs Canada, 2017[8]). Regular movement of pool-managed employees (mobile and rotational) within Global Affairs Canada runs the risk of further diluting development expertise and undermining the quality of relationships with partner governments and implementing partners, something experienced by other DAC members over the years. Care will be needed to ensure adequate expertise in cross-cutting and specialist areas. External stakeholders have suggested, for example, that a gender audit is needed to ensure that Global Affairs Canada is fit for purpose to deliver on the new policy (McLeod Group, 2017[23]).

Table 4.2. Global Affairs Canada's human resources, 31 December 2016

International assistance staff compared with total staff

	International assistance	Total workforce	International assistance	Total workforce	International assistance	Total workforce
Executives	97		30		127	
Professional staff	578		138		716	
Total Canadian	675	4 670	168	1 342	843	6 012
Locally engaged staff			161	3 631	161	3 631
Total	675	4 670	329	4 973	1 004	9 643

Note: Total workforce figures are drawn from GAC's 2017-18 Corporate Human Resources Plan. The international assistance figures represent positions fully dedicated to international assistance or where international assistance is a substantial portion of their responsibilities. Other positions which support international assistance have not been included. 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.
Source: (GAC, 2017[2]; GAC, 2017[24]). GAC (2017) *OECD Development Assistance Committee Peer Review of Canada 2018: Memorandum of Canada*

There are concerns about the status of development staff within the department

The review team identified some dissatisfaction with the status of development staff within the department and the way in which Global Affairs Canada manages appointments. Some silos remain and a number of staff feel that communication has not been as open as they would like. Moreover, some staff do not fully appreciate changes in the approach to delivering staff training and the expanded opportunities available from the Canadian Foreign Service Institute. In addition, the review team heard complaints that the terms and conditions of development staff are not as good as for trade and foreign policy officials. The introduction of three-year movement amongst rotational and mobile staff [13] is considered to be disruptive – particularly for women, who make up some 68% of development staff. Finally, staff indicated that they were not clear about the impact on them of a rotational international assistance stream.

Canada's 2017 Public Service Employee Survey included staff from Global Affairs Canada. However, although the survey results are available for many departments and agencies, they were not available for Global Affairs Canada at the time of writing. This means it is not possible compare staff satisfaction levels with the last survey in 2014.

Progress on decentralisation is slow

Canada's efforts to decentralise have progressed slowly since the 2012 peer review. Heads of Mission, Development Directors and Heads of Co-operation were granted financial authority to approve projects up to USD 188 622 (CAD 250 000) in 2014. While this is a start, it is very low by DAC member standards and reflects low levels of financial authority across Global Affairs Canada, as was noted in the 2012 peer review.

Global Affairs Canada is experimenting with a range of approaches to managing its country programmes. In Mali it is following a twin-hat approach, whereby the Head of Mission is also the Head of Co-operation. The Director of the Tanzania programme is based at the Canadian mission in Dar es Salaam as Head of Co-operation and has managerial responsibility for field-based and headquartered members of the programme team (Annex C). Under this model the Head of Mission and the Director/Head of

Co-operation report directly to the Director-General for Southern and Eastern Africa in the Sub-Saharan Africa branch. While there are benefits to following this approach in Tanzania, there is a risk that in other contexts such an approach might place development in a different position vis-à-vis foreign policy, trade and security, creating challenges for the amalgamated department's unified structure.

The roll out of Field Services Support Projects (FSSP), intended to replace Programme Support Units in the field, has been very slow. Only a few country programmes have established a FSSP to date. Tanzania was one of the first missions to contract an FSSP in 2016 and while the project became operational in July 2017, the small local funds and development initiatives element has not been fully rolled out. In addition, it is difficult to see how the FSSP technical advisors will maintain strong connections with the Canadian mission, and with other providers and partners active in the sectors in which they are tasked to work, if they are primarily contracted to focus on project management tasks (Annex C). This in turn may impact Canada's ability to provide technical support at country level.

Locally engaged staff could be more valued

Locally engaged staff play a critical role in development co-operation, providing local context; maintaining close relationships with government officials, implementing partners and local civil society organisations; and ensuring institutional knowledge and memory within missions. The added value of locally engaged staff, and consequently the effectiveness of Canada's international assistance, could be enhanced by offering more face-to-face training opportunities in addition to those offered online (including mandatory courses); providing them with greater opportunities for field-based monitoring of projects and programmes; and ensuring that pre-posting management training for Canadian-based staff who will be managing locally engaged staff includes elements to enhance the sense of value of locally engaged staff (Annex C).

Notes

[1] Common services include: human resources; international platform; corporate planning, finance and information technology; public affairs; legal; consular, security and emergency management; chief audit executive; international assistance operations (Annex D).

[2] This office replaced that of Minister for International Co-operation and was created when the amalgamation occurred and is designated in the Department of Foreign Affairs, Trade and Development Act (Government of Canada, 2013[21]).

[3]Canada Service Corps is a new initiative offering young Canadians an opportunity to serve their community: see https://www.canada.ca/en/employment-social-development/services/canada-service-corps.html.

[4] Global Affairs Canada has the following categories of projects: institutional support projects; projects which are initiated by the department; projects arising from a request for proposal or a call for proposal; and unsolicited project proposals

[5] The financial and contractual signing authorities for expenditure initiation and entry into a financial instrument for grants and contributions programming are as follows: Minister USD 15.09 million (CAD 20 million) and USD 75.4 million (CAD 100 million) for multilateral; Deputy Minister USD 7.54 million (CAD 10 million); Assistant Deputy Minister USD 3.77 million (CAD 5 million); Director General USD 1.5 million (CAD 2 million); Director and Head of Mission,

Development Director and Head of Co-operation in missions USD 188 622 (CAD 250 000); Deputy Director and Development Deputy Director in missions USD 37 724 (CAD 50 000).

[6] Performance management includes results-based management, integrated risk management, performance reporting, evaluation and audit.

[7] The annual Report to Parliament on the Government of Canada's Official Development Assistance and the Departmental Results Report are tabled in Parliament each autumn and the annual Statistical Report on International Assistance is published in the spring.

[8] A recent report by the Auditor General of Canada on managing the risk of fraud found that Global Affairs Canada had ways to manage fraud risk but could improve some fraud risk controls. (Auditor General of Canada, 2017[108]).

[9] Global Affairs Canada is a member of the International Development Innovation Alliance, established in 2015, and partners with Grand Challenges Canada to find solutions to challenges with maternal and new-born health, http://www.grandchallenges.ca/. IDRC's Foundations for Innovation programme is strengthening institutions and skills science, technology, engineering and mathematics skills and institutions in developing countries, https://www.idrc.ca/en/program/foundations-innovation.

[10] This in turn contributes to Destination 2020, a whole of government programme of renewal which was launched in 2014 to develop "a world-class Public Service equipped to serve Canada and Canadians now and into the future" (Privy Council Office, 2018[109]; GoC, 2014[110]).

[11] In 2012-13, internal services staff members totalled 1 284 at DFAIT and 739 at CIDA, a combined total of 2 023. In 2013-14, DFATD employed 1 984 staff, a difference of 39 (Canadian International Development Agency, 2013[20]) (Foreign Affairs and International Trade Canada, 2013[21]) (Foreign Affairs Trade and Development Canada, 2014[21]).

[12] In 2011, 170 CIDA staff were posted to the field (OECD, 2013[22]), while in 2017 there were 168 Global Affairs Canada executive and professional staff in missions and regions (GAC, 2017[22]). CIDA had 1 642 staff in 2012-13, 739 of whom worked in internal services. The remaining 903 staff were distributed as follows: 129 in Canadian engagement for development, 181 in global engagement and strategic policy and 593 in development programming (Canadian International Development Agency, 2013[20]). Numbers of headquarters staff are more difficult to compare following the integration of development staff across the amalgamated department. However, the 1 106 staff currently assigned to GAC's Strategic Outcome 3, International Assistance and Poverty Alleviation compare favourably with the 903 staff working on development at CIDA in 2012-13 (GAC, 2016[111]).

[13] Rotational employees are able to be assigned in Canada or abroad; mobile employees are assigned in the National Capital Region; non-rotational employees work at headquarters or in a regional office (GAC, 2017[24]).

References

Canadian International Development Agency (2013), *CIDA reports - 2012-2013 Departmental Performance Report*, http://www.international.gc.ca/gac-amc/publications/plans/dpr-rmr/dev_dpr-rmr_1213.aspx?lang=eng#a8 (accessed on 27 February 2018). [20]

Foreign Affairs and International Trade Canada (2013), *Departmental Performance Report 2012-13*, http://www.international.gc.ca/gac-amc/publications/plans/dpr-rmr/dpr-rmr_1213.aspx?lang=eng (accessed on 27 February 2018). [21]

Foreign Affairs Trade and Development Canada (2014), *Departmental Performance Report 2013-14*, http://www.international.gc.ca/gac-amc/publications/plans/dpr-rmr/dpr-rmr_1314.aspx?lang=eng (accessed on 27 February 2018). [1]

Foreign Affairs, T. (2015), "Departmental Performance Report 2014-15", http://www.international.gc.ca/department-ministere/assets/pdfs/plans/dpr-rmr_2014-2015-eng.pdf (accessed on 20 February 2018). [22]

GAC (2017), *2016 International Assistance Review: What we heard*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/what_we_heard-que_nous_entendu.aspx?lang=eng (accessed on 09 February 2018). [5]

GAC (2017), "2017-18 Corporate Risk Profile". [18]

GAC (2017), "2017-2018 Chief Development Officer Action Plan". [17]

GAC (2017), *Audit of the Grants and Contributions IT System Projects*, http://international.gc.ca/gac-amc/publications/audits-verification/2017/gcitsp-pstisc-2017-18.aspx?lang=eng (accessed on 22 February 2018). [6]

GAC (2017), *Canada's feminist international assistance policy*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng (accessed on 20 December 2017). [12]

GAC (2017), "Global Affairs Canada 2017-18 Corporate Human Resources Plan", *(unpublished)*. [24]

GAC (2017), *OECD Development Assistance Committee Peer Review of Canada 2018: Memorandum of Canada*. [2]

GAC (2016), *Risk management*, http://international.gc.ca/world-monde/funding-financement/risk_management-gestion_risques.aspx?lang=eng (accessed on 15 February 2018). [14]

GAC (2016), *Risk-Based Audit Plan 2016-2019*, http://www.international.gc.ca/gac-amc/publications/audits-verification/2016/rbap-paasr-2016-19.aspx?lang=eng&_ga=2.72556122.891188969.1519299640-181528249.1486561985 (accessed on 22 February 2018). [7]

Global Affairs Canada (2017), *Synthesis of Evaluations of Grants and Contributions Programming funded by the International Assistance Envelope, 2011-2016*, http://international.gc.ca/gac-amc/publications/evaluation/2016/evaluations_grants-evaluations_subventions.aspx?lang=eng (accessed on 15 December 2017). [8]

Global Affairs Canada (2016), "Departmental Performance Report 2015-16", [4]

http://www.international.gc.ca/gac-amc/assets/pdfs/publications/plans/dpr-rmr/dpr-rmr_2015-2016-eng.pdf (accessed on 22 February 2018).

GoC (2018), *Budget 2018: Equality + Growth*, Government of Canada, Ottawa, https://www.budget.gc.ca/2018/docs/plan/toc-tdm-en.html (accessed on 28 February 2018). [11]

GoC (2018), *Open Government*, https://open.canada.ca/en (accessed on 26 February 2018). [9]

GoC (2016), *Experimentation direction for Deputy Heads - December 2016*, https://www.canada.ca/en/innovation-hub/services/reports-resources/experimentation-direction-deputy-heads.html (accessed on 26 February 2018). [15]

Government of Canada((n.d.)), *Deputy Minister committees*, https://www.canada.ca/en/privy-council/programs/appointments/senior-public-service/deputy-minister-committees.html (accessed on 02 March 2018). [3]

Lomøy, J. (2004), "Mid-term Review of Canada, 14th October 2014, Ottawa", *(unpublished)*. [19]

McLeod Group (2017), *Why Global Affairs Canada Needs A Gender Audit*, McLeod Group Blog, September 25, 2017, http://www.mcleodgroup.ca/2017/09/24/why-global-affairs-canada-needs-a-gender-audit/ (accessed on 14 February 2018). [23]

Publish What You Fund (2016), "12. Canada - Global Affairs Canada (GAC)", *2016 Aid Transparency Index*, http://ati.publishwhatyoufund.org/wp-content/uploads/2016/donors/canada.pdf (accessed on 26 February 2018). [10]

Treasury Board of Canada (2010), *Framework for the Management of Risk*, http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=19422 (accessed on 26 February 2018). [13]

Chapter 5. Canada's delivery modalities and partnerships

Partnering

Peer review indicator: The member's approach to partnerships for development co-operation with a range of actors (national and local government, UN agencies, development banks, CSOs, foundations, knowledge institutions, media, private sector) reflects good practice.

The new feminist policy commits Global Affairs Canada to more effective partnerships globally, regionally, nationally and locally to advance the interests of women and girls. Canada works with a broad range of partners to deliver its development co-operation, applying a mix of programming mechanisms and ensuring they are well aligned with the needs of beneficiaries. A distinct strategy, as has been set out for civil society, would benefit private sector and multilateral partnerships.

Canada engages with a broad range of partners and instruments to deliver programmes globally, regionally and in individual countries. Within Global Affairs Canada, international assistance is disbursed through three main channels, or branches:

- Global Issues and Development: 47% of Global Affairs Canada's total international assistance 2015-16, 34% of which went to humanitarian assistance
- Geographic Programmes: 32% of Global Affairs Canada's total international assistance in 2015-16
- Partnerships for Development Innovation: 7% of Global Affairs Canada's total international assistance 2015-16 (GAC, 2017[6])

Programming and budgeting processes are currently in transition following the introduction of the new policy, which promises more responsive, streamlined and transparent assistance with lower transaction costs for partners and increased use of multi-stakeholder partnerships and joint approaches (GAC, 2017[6]). Achieving this is work in progress. Although during discussions with the peer review team partners appeared generally positive about their flexible and trusted relationship with Canada, they tended to comment that funding arrangements involve high transaction costs, and a heavy reporting burden and financial accountability requirements (Chapter 4, Chapter 6).

Canada's support in countries is broadly responsive and inclusive

A recent review found that Canada's overall programming for 2011-2016 was relevant to development needs and well-aligned to the needs of partner priorities (GAC, 2017[12]). Overall, Canada's assistance was assessed as being relevant and responsive in supporting poverty reduction, though less effective in reaching the poorest and most vulnerable. Canada's new differentiated approach to partnering promises greater responsiveness to the most vulnerable (GAC, 2017[6]).

Canada's engagement in fragile contexts is a good model to follow

Canada uses a broad range of instruments in fragile contexts. These include the Peace and Stabilisation Operations Programmes (PSOP), which co-ordinate the cross-government response to crises, including natural disasters (GoC, 2017[2]). Because PSOP manages all aspects of the crisis response – from analysis to the co-ordination of diplomatic, military, security, and development efforts – it is a good model of whole-of-government engagement in fragile and crisis contexts. For instance, in the Middle East, development programmes mainly focus on social services and infrastructure, linking local and refugees' needs, whereas in Venezuela, Canada has increased its focus on governance and public accountability because political and social indicators were becoming worrisome.

Multilateral partners would benefit from guidance on how the new policy affects their partnerships with Canada

Canada channelled around half of its ODA to and through multilaterals in 2016 (Chapter 3). In general, Canada's approach to multilateral development funding is based on overall programming objectives and the type of partnership. There are three main funding lines for multilateral partners. Canada provides long-term institutional funding to multilateral partners, which provides support for partner mandates. Canada also gives voluntary and assessed contributions to multilateral partners and provides earmarked contributions for select global programs implemented by multilateral partners. As such, Canada's support involves a continuum of programming approaches that range between core and earmarked funding, including use of thematic funds.[1] For example, Canada has a three-year core funding agreement with the United Nations Development Programme (2016-2018), but not with other UN agencies for development funding. UNICEF receives more funding overall, but its core funding is provided on a year-to-year basis, with more support channelled as non-core funding for specific activities often managed at country level (OECD statistics CRS database).[2] Multilateral partners consistently commented that they would appreciate more predictable financing from Canada, and regular and systematic bilateral exchanges with Canada, particularly on its expectations vis-a-vis the new feminist policy.

Canada has strengthened its engagement with Canadian civil society

Canada has long been viewed as a leader in the donor community in terms of promoting an enabling environment for civil society, and acknowledging civil society organisations (CSOs) as development actors in their own right. Global Affairs Canada's ability to draw on CSO expertise for making programmes more effective is seen as a strength (GAC, 2017[3]).[3] Under the previous government, but post-amalgamation, core funding to Canadian civil society fell, making CSOs more reliant on contestable funds. This was perceived to erode the previously strong relationship between CSOs and the Canadian government (Aid Watch Canada, 2017[4]).

Under the current government, the relationship is being revitalised. Canada's new Policy for Civil Society Partnerships was adopted in September 2017,[4] and has been broadly welcomed by Canadian civil society (Bacher, 2017[5]) (Chapter 2). The new policy promises "more predictable, equitable, flexible and transparent funding mechanisms," (GAC, 2017[6]) and Canada is gradually introducing new processes for contracting CSOs, including two-stage calls for proposals, a calendar detailing when calls will go out, longer funding windows, and streamlined reporting requirements. However, there is no

indication that Canada will return to programme-based or core-funding approaches in its engagement with CSOs.

CSO funding has become increasingly concentrated. On average, over the past five years 68% of all ODA to CSOs has gone to Canadian organisations, and in 2016 approximately 60% of this funding went to just 20 of the hundreds of Canadian CSOs funded to implement projects (OECD statistics CRS database)[5]. An initiative under the new policy, to allocate USD 77 million (CAD 100 million) over the period 2017-22 to small and medium Canadian CSOs, represents an effort to spread funding more widely (GAC, 2017[6]). However, it may also contribute to fragmentation and higher transaction costs. Canada has an opportunity to improve the quality, efficiency and effectiveness of its engagement with CSOs by evaluating the extent to which its approach to partnering with Canadian CSOs delivers results in both partner countries and in Canada.

The new civil society policy pledges more systematic engagement with developing country CSOs, "given their important role in generating locally driven, innovative solutions that reflect local priorities and approaches and that are, therefore, often most enduring" (GAC, 2017[6]). In 2016, 5% of funding to and through CSOs was disbursed directly to developing country CSOs; this proportion has gradually declined over the past five years (OECD statistics CRS database). Canada may struggle to strike a balance between fostering new partnerships with local CSOs and its re-engagement with and loyalty to Canadian CSOs. The new Women's Voice and Leadership initiative commits USD 116 million (CAD 150 million) over five years to respond to the needs of local women's organisations in developing countries, although commentators have noted that it is not clear exactly how this funding will be channelled or to what results it will contribute (Bacher, 2017[5]).

Canada aims to work more with the private sector, but has not yet put in place a distinct policy for this

The 2012 peer review recommended that Canada make use of analysis and broad consultation to develop a strategy for working with the private sector that provides a clear rationale for Canada's engagement (OECD, 2012[7]). However, this has not yet been realised, although the new feminist policy aims for Canada to develop diverse mechanisms for working with the private sector.

Despite the lack of a distinct policy for private sector engagement, pockets of good practice exist. For example, Canada hosts and funds Convergence, an investment network and design fund facility to promote blended financing by public, private and philanthropic partners through information sharing, connecting public and private investors, and piloting structured financing models[6] (GAC, 2017[8]).

Canadian private sector partners note that despite Canada's willingness to engage, they have experienced administrative burdens, delays and a lack of workable processes and mechanisms compared to other donors. They consider that Global Affairs Canada needs a funding window, a budget, a team and a financial delegation before it can meaningfully engage with the private sector.[7] The department recognises there is still work required to systematically engage with the private sector in order to build sustainable economic growth in local communities, and that it needs to use funding mechanisms other than traditional grants and contributions, such as loans, equities and guarantees (Chapter 3).

As it works towards more effective partnerships with the private sector, Canada has an opportunity to set out clearly the development results it wants to achieve and ensure its engagement with private sector partners follows development effectiveness principles from the outset (OECD, 2016[10]). In addition, both Global Affairs Canada staff and their partners would benefit from dedicated in-house expertise, and a strategy, tools and instruments.

Country-level engagement

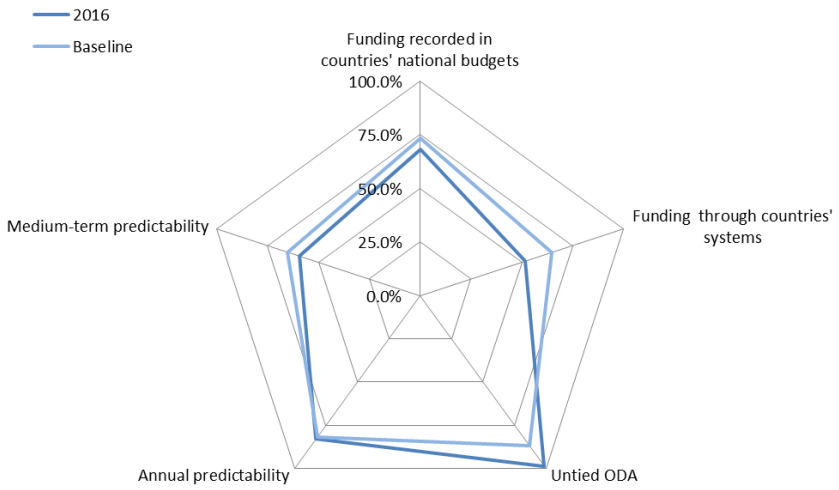
Peer review indicator: The member's engagement in partner countries is consistent with its domestic and international commitments, including those specific to fragile states

In an attempt to increase flexibility and responsiveness, Canada has adopted a new approach to its bilateral partnerships focused on how Canada's international assistance will be tailored to different categories of country partnerships. Integrated strategies for each country would benefit from including mechanisms to promote alignment with partner priorities and increased use of programme-based approaches.

Aid effectiveness has waned

The 2012 peer review recommended Canada to update its Aid Effectiveness Action Plan and use this to step up performance in areas such as aid predictability (OECD, 2012[1]). Despite this, Canada has not had a current aid effectiveness plan since 2012. In addition, performance against most of the indicators monitored by the Global Partnership for Effective Development Co-operation (GPEDC) continued to decline in the most recent report (Figure 5.1).[8] One exception is untying of aid. Since the last peer review, Canada has untied all of its aid (100% - and the DAC average in 2016 was 81%).[9] The new feminist policy emphasises the importance of improving the effectiveness of Canada's international assistance, and an aid effectiveness policy is being drafted as part of the policy suite renewal under the new feminist policy. However, the extent to which country-driven processes will be ensured in the suite of policies and guidelines that are being developed is not yet clear (Chapter 2).

Figure 5.1. Canada's progress towards effective development



Source: OECD (2017), "Canada" in *Development Co-operation Report 2017: data for development*, http://dx.doi.org/10.1787/dcr-2017-en

Canada is transitioning to a new framework for its bilateral partnerships

Canada's countries of focus approach has been replaced by a new approach to partner country selection and allocation that is intended to be more flexible and needs-based. The new, differentiated approach will be based on the type of country (i.e. with no pre-determined bilateral partners), with partnerships falling into one of four categories (Table 5.1, Chapters 2 and 3). Canada explains the rationale in the new policy: assistance "must […] be nimble and able to respond quickly to evolving needs and opportunities: how and where we provide assistance needs to become more flexible." (GAC, 2017[2]). However, while the rationale may be clear, Canada needs to clarify to its partners how the new approach can be nimble while also ensuring ongoing ownership, predictability and alignment.

Table 5.1. Canada's new differentiated approach for country partnerships

More effective engagement with fragile states and countries in crisis	Better-integrated support will help developing countries facing crisis situations or protracted humanitarian challenges.
Stronger Partnerships for Sustainable Development	Longer-term development assistance for low-income countries will reduce poverty and vulnerability and create the conditions for more inclusive growth.
Productive Partnerships for Transition	Targeted assistance that supports more democratic, inclusive and accountable governance, and that supports sustained economic growth in middle-income countries, will help those countries transition into fuller, more self-sufficient economic partners.

Source: Canada's Feminist International Assistance Policy (GAC, 2017[3])

The last complete set of country assistance strategies was approved for the period 2009-14 for Canada's then 20 partner countries.[10] Each strategy was intended to be accompanied by a mutual accountability framework. The 2014 mid-term review noted that a planned refresh of country strategies would enable Canada to extend integrated policy approaches and strengthen results-based management in each country (OECD, 2014[4]). This process was delayed by the change in government and in anticipation of the new policy. Consequently, most bilateral partnerships currently operate without an overarching strategy for international assistance; Tanzania is one example (Annex C). The implications of this for planning, monitoring and reporting are discussed in Chapter 6.

New integrated country frameworks will improve coherence

Canada is rolling out Integrated Country Frameworks in four countries in 2018, after piloting the approach in three countries in 2017.[11] Canada intends that Integrated Country Frameworks will promote more integrated planning of different programs including international assistance, diplomacy and advocacy, trade, security and stability. This is in contrast to past country strategies, which covered bilateral international assistance, and is good practice. Once processes and templates have been finalised these new strategies will enable Canada to provide clarity and predictability to country partners about its new policy and approach to bilateral relationships.

While Canada is clear that the new frameworks will align with partner country priorities, it has not indicated how it will balance its own priorities with those of its bilateral partners. A robust and systematised approach to ensuring Integrated Country Frameworks align with partner government national plans and development co-operation frameworks would be helpful. Furthermore, the SDG goals, targets and indicators prioritised by both country partners and Canada should guide strategy development (Chapter 6).

Canada undertakes in-depth context analysis for each country via the annual investment planning process in order to deliver targeted assistance using a mixture of instruments. An increasingly integrated approach to country strategies can only strengthen their relevance. However, Canada should take this opportunity to ensure that in each country multiple projects funded and managed through separate channels do not result in a lack of co-ordination, high transaction costs and duplication, examples of which were seen in Tanzania (Annex C).

Canada is active in donor co-ordination, but could strengthen its commitment to programme-based approaches

Canada plays a strong and valued leadership role through donor co-ordination mechanisms, actively convening co-ordination groups and networks in partner countries (GAC, 2017[5]). For example, in Burkina Faso, Ethiopia, Mali, Mozambique, Senegal and Tanzania, Canada convenes a range of donor co-ordination groups (GAC, 2017[6]) (Annex C). This puts Canada in a good position to encourage dialogue among government and development partners to increase the use of country systems and programme-based approaches, including in its own work.

Canada makes use of a range of programming mechanisms, including modest use of programme-based approaches to harmonise its assistance with that of other donors. Over the five years to 2016, 15% of all country programmable aid was delivered through programme-based approaches. Of this funding, the majority was either through basket or pooled funds (38%), or sector budget support (33%) (GAC, 2017[7]). A 2009 CIDA policy

on programme-based approaches guides these efforts, but could now be refreshed to bring it in line with global and domestic developments (CIDA, 2009[8]). Administrative delays can also limit effectiveness. In Tanzania, for example, Canada has contributed to the Health Basket Fund since 2005. In March 2017, the Treasury Board approved a new Health Basket Fund contribution arrangement for five years. However, approval delays meant that Canada re-joined the fund later than the other five donors and therefore missed the opportunity to influence initial policy dialogue (Annex C).

Notes

[1] For example, Canada contributes to UNFPA's Supply Fund, a global thematic programme dedicated to expanding access to family planning commodities. See: www.unfpa.org/sites/default/files/resource-pdf/FINAL_UNFPA_Backgrounder_web.pdf.

[2] In 2015, USD 193 million were disbursed to UNICEF as non-core funding, compared to USD 13 million as core funding (OECD statistics CRS database). See Annex C for an explanation of the Tanzania context, where UNICEF received 7% of all Canada's bilateral funding in 2016.

[3] However, in the context of fragile states its disproportionate reliance on CSOs has meant that links to national plans and policies were not taken into account (GAC, 2017[5]).

[4] A previous version – the Partnerships Policy – was first announced in 2015 under the previous government, but never fully implemented. The original policy has been refreshed to align it to the new feminist policy and the 2030 Agenda.

[5] OECD CRS data suggests that 375 different CSOs received funding from Global Affairs Canada in 2016 (Calendar year). However, some of these may be the result of double counting. The actual figure is approximated by GAC at 270. .

[6] Convergence is receiving USD 14.4 million over 2016-2021; at the time of writing, seven grants totalling USD 2.7 million had been awarded, see https://www.convergence.finance.

[7] These comments were made to the review team in meetings with private sector partners in Ottawa.

[8] GPEDC monitoring data (with a 2016 baseline) show that Canada has seen a drop in its aid on partner country budgets (68%, down from 73%), and funding through country systems (52%, down from 65%). While annual predictability has increased slightly (83% - up by 1%), medium-term predictability has fallen (59%, down from 65%) (OECD/UNDP, 2016[22]).

[9] Nonetheless, 95% of all contracts awarded under Canadian ODA go to Canadian contractors (OECD, 2017[110]).

[10] A list of 20 priority countries was set out in 2009, which was expanded to 25 priority countries in 2014 (AidWatch Canada, 2018[112]).

[11] In 2017 Integrated Country Frameworks (ICFs) were piloted in in Ukraine, Colombia and Senegal. In 2018, 15 ICFs will be completed in two separate categories:

- 13 Whole-of-Department ICFs for Afghanistan, Burkina Faso, Chile, Colombia, Costa Rica, Ghana, Guatemala, Japan, Norway, Portugal, Singapore, South Africa and South Sudan
- 2 Whole-of-Government ICFs for Mali and Ukraine.

References

Aid Watch Canada (2017), *Trends in Global Affairs Canada's Partnerships with CSOs*, http://aidwatchcanada.ca/csos-in-development/overview-of-dfatd-support-for-csos/ (accessed on 29 January 2018). [4]

AidWatch Canada (2018), *Trends in the Allocation and Priorities for Canadian ODA*, http://aidwatchcanada.ca/canadian-aid-trends/allocation-of-canadian-oda/ (accessed on 05 March 2018). [19]

Bacher, S. (2017), *Unjustified Delay in Canada's Civil Society Partnerships Policy*, http://www.mcleodgroup.ca/2017/11/28/unjustified-delay-in-canadas-civil-society-partnerships-policy/ (accessed on 17 January 2018). [5]

CIDA (2009), *Policy on Programme Based Approaches*, (unpublished). [8]

Department of Finance Canada (2017), *Canada at the IMF and World Bank Group: 2016-17*, http://www.fin.gc.ca/bretwood/pdf/bretwd17-eng.pdf (accessed on 20 December 2017). [14]

GAC (2017), *Canada's feminist international assistance policy*, Global Affairs Canada, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng (accessed on 20 December 2017). [1]

GAC (2017), *OECD DAC Peer Review of Canada: Memorandum of Canada*, (unpublished). [8]

GAC (2017), *Synthesis of Evaluations of Grants and Contributions Programming funded by the International Assistance Envelope, 2011-2016*, Global Affairs Canada, http://international.gc.ca/gac-amc/publications/evaluation/2016/evaluations_grants-evaluations_subventions.aspx?lang=eng (accessed on 15 December 2017). [3]

GAC (2017), *Civil Society Partnerships for International Assistance Policy*, Global Affairs Canada, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/civil_policy-politique_civile.aspx?lang=eng (accessed on 15 December 2017). [6]

GAC (2017), *Programme based Approaches - Data*, (unpublished). [12]

Global Affairs Canada (2017), *Report to Parliament on the Government of Canada's OFFICIAL DEVELOPMENT ASSISTANCE 2016-17*, http://international.gc.ca/gac-amc/assets/pdfs/publications/odaaa-16-17-eng.pdf (accessed on 15 December 2017). [15]

GoC (2017), *The Peace and Stabilization Operations Program*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/response_conflict-reponse_conflits/psop.aspx?lang=eng (accessed on 13 February 2018). [2]

IDRC (2017), *Research for global challenges: Annual Report 2016-17*, IDRC, https://www.idrc.ca/sites/default/files/sp/Documents%20EN/idrc-annual-report-2017-en.pdf (accessed on 24 January 2018). [16]

OECD/UNDP (2016), *Making Development Co-operation More Effective: 2016 Progress Report*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264266261-en. [18]

OECD (2012), *Canada: Development Assistance Committee Peer Review 2012*, OECD, http://www.oecd.org/dac/peer-reviews/canadapeerreview2012.pdf (accessed on 18 January 2018). [7]

OECD (2014), "Mid-term Review of Canada; Letter to DAC Delegates and observers, 14 [11]

October 2014", (unpublished), Ottawa.

OECD (2016), *Private Sector Engagement for Sustainable Development: Lessons from the DAC HIGHLIGHTS*, OECD Publishing, Paris, https://www.oecd.org/dac/peer-reviews/Highlights-from-a-Peer-Learning-Review.pdf (accessed on 09 February 2018). [10]

OECD (2017), *2017 Report on the untying recommendation*, https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/2017-Report-DAC-Untying.pdf (accessed on 07 February 2018). [17]

OECD (2018), *Making Blended Finance Work for the Sustainable Development Goals*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264288768-en. [9]

Chapter 6. Canada's results, evaluation and learning

Management for development results

Peer review indicator: A results-based management system is being applied

Global Affairs Canada has embraced new government-wide results measurement requirements and is implementing a series of initiatives to enhance the use of results information for learning and impactful reporting. As Canada rolls out new processes at different levels, it would benefit from ensuring results are clearly linked to development goals and that it supports and uses country-led data and results.

Government-wide reforms have strengthened the focus on results, performance and accountability

Canada has a long track record in results-based management, especially for its projects, but has struggled to implement systems which aggregate results to programme and corporate level (OECD, 2017[9]). Since 2016, new government-wide requirements mean that the measurement of, and management for, results by Global Affairs Canada is in a state of transition. The change stems from the new Treasury Board of Canada's Policy on Results (2016[10]), and an accompanying directive which mandates systematic performance and results measurement across government (Treasury Board Secretariat of Canada, 2016[11]). With respect to results, Global Affairs Canada is adopting:

- A Departmental Results Framework which will enable measurement of indicators against selected corporate-level results – some relating to international assistance (GAC, 2017[12]) (Table 6.1).
- A Program Inventory that divides the department into 58 programmes according to departmental spending.
- Performance Information Profiles (PIPs) – one for each programme in the inventory – which will act as repositories for programme performance information and support the Departmental Results Framework. Some PIPs contain performance information for geographic and thematic international assistance programmes, while others relate to the trade and foreign policy.

The new international assistance policy identifies input-focused targets (such as promising to direct 50% of bilateral funding to sub-Saharan Africa) (Chapter 3), but has not yet defined measurable results in the form of long-term outcomes. To address this gap, Canada is in the process of developing international assistance results frameworks for the feminist policy and each of its six action areas. There remains a need to ensure that corporate-level indicators are directly relevant to the respective corporate results (Table 6.1).

Table 6.1. Global Affairs Departmental Results Framework

Core Result 3: Development, Peace and Security Programming Global Affairs Canada programming contributes to reducing poverty, increasing opportunity for people around the world, alleviating suffering in humanitarian crises, and fostering peace and security, and in so doing, advances the Sustainable Development Goals	
Result: 3.1	Result: 3.1 Indicators
Improved physical, social and economic well-being for the poorest and most vulnerable, particularly for women and girls, in countries where Canada engages.	3.1.1: Number of people with access to new technology and practices that improve the environment and address climate change.
	3.1.2: Percentage of targeted organizations that represent or advocate for the rights of women, children, marginalized groups or at-risk populations.
	3.1.3: Percentage of entrepreneurs, medium and small size enterprises, and farmers connected to new market and trade opportunities.
	3.1.4: Number of boys and girls that complete their primary and secondary education.

Note: Result 3.1 is provided as an example and is one of five results under core result 3 which address international assistance. In total the framework includes 5 core results, 16 sub-results and 44 indicators.
Source: GAC (2018) Global Affairs Canada 2018-19 Departmental Plan, http://international.gc.ca/gac-amc/assets/pdfs/publications/plans/dp-pm/dp-pm_1819_en.pdf.

Alongside department-wide initiatives based on new domestic requirements, within international assistance programming, Global Affairs Canada continues to work towards establishing a system for aggregating project level results data to the programme and corporate levels.[1] A data strategy and a common set of indicators to be used across multiple PIPs and results frameworks will help build coherence (OECD, 2017[9]). However, the results landscape is complex and it is difficult to get an overview of the whole system, leading to potential for duplication and overlap. As Canada implements its corporate results system, it should ensure that where relevant, development goals and outcomes are at the forefront. It should also be mindful of the complex contexts in which development assistance is delivered and the specific commitments made by development partners to manage for country-level results.[2] For example, Canada should ensure the new frameworks will incorporate and align to the SDGs, targets and indicators prioritised by Canada's partners.

Canada's new feminist policy promises to improve how it reports results to the public. Its two key mechanisms for doing so are an annual report to parliament on the results of international assistance (GAC, 2017[13]), and the annual Departmental Results Report where international development results are presented alongside those of the rest of the department (GAC, 2017[12]). Although Canada is still developing systems to report aggregated results from across its development programmes and projects, the Global Affairs Canada's 2016-2017 Annual Report on the results of international assistance includes examples of concrete results to which Canada has contributed, organised by country (or region) (GAC, 2017[13]). For the first time, it is accompanied by a web-based interactive platform[3] for communicating these results to partners and the public. This is good practice.

Canada's structured reporting requirements may affect partners' ability to actively manage for results

Results-based management in programmes has been described as "generally scant and in some cases non-existent" in a review undertaken by the Evaluation Division of the Office of the Inspector General (GAC, 2017, p. 17[5]). The 2014 OECD mid-term review recommended Canada advance its results-based management of country programmes, but the absence of country strategies since 2014 (see Chapter 5) has hindered progress.[4] The intent is for the new Integrated Country Frameworks, to be aligned with the PIPs, creating a coherent approach to results-based management within country programmes. However, this is still a work in progress. As Canada develops the new Integrated Country Frameworks and corresponding PIPs it has an opportunity to incorporate a results approach using existing indicators and data which are both outcome-focused and country-owned (such as the SDG indicators), and to build mechanisms for results-based dialogue with partners into processes.[5]

Projects have well-established results requirements and Canada is known for its rigorous results-based management processes for projects (GAC, 2017[5]). Nonetheless, the Department faces challenges to ensure staff and partners give results-based management adequate attention, the lack of which can reduce the quality of results information (OECD, 2017[9]; GAC, 2017[5]). Some partners view results-based management as a compliance and accountability mechanism, rather than a tool for learning and steering; while other partners and staff see these requirements as running counter to the flexibility and innovation required in fragile contexts, for example. As seen in Tanzania, there is a perception that intermediate outcomes cannot be altered once projects commence. This can limit partners' ability to adapt to changes in the context, often arising as a result of lengthy decision-making processes (Chapter 4). Data on intermediate results and outcomes are often lacking, and results information is not well used to actively manage and take corrective action during project implementation (GAC, 2017[5]). Extensive web-based guidance is available for staff and partners on results-based management[6]., However, as was found for other providers, incentives and resources tend to be weighted towards disbursements, leading to less attention and resources for the business of effective monitoring and management of interventions (OECD, 2017[9]).

Canada supports statistical capacity building in partner countries, but could use their data and statistics more

Despite guidance which encourages use of country-led results (GAC, 2016[14]), Canada's specific reporting requirements for its projects can limit partners' ability to build and sustain their own monitoring and evaluation capacity and systems, as was seen in Tanzania (Annex C). In 2013-15 Canada committed on average USD 52.3 million per year to finance national statistical capacities and systems in developing countries (OECD, 2017[15]), and is among the top five donors for its support to statistical capacity building (Paris21, 2017[16]). Canada is especially commended for supporting birth registration in several partner countries.[7] Nonetheless, Canada could do more to support and use national statistics and administrative data for monitoring its own results, rather than creating potentially duplicative systems through the use of external monitors, and project-specific data requirements (Annex C).

Evaluation system

Peer review indicator: The evaluation system is in line with the DAC evaluation principles

Canada's evaluation system has been strengthened through reforms which reflect new government requirements and a whole-of-department approach. Building in-house capacity for evaluation should improve the quality and utility of evaluations, but Canada needs to continue to take measures to safeguard independence. Staff in country offices would benefit from guidance on more strategic use of evaluation through the project life-cycle.

New structures and processes enable stronger links between results-based management and evaluation

The Policy and Directive on Results (2016[1]) includes evaluation, bringing performance monitoring and evaluation closer together in an attempt to increase flexibility, and to ensure evaluation findings enrich the policy and planning cycle.[8] A new Performance Measurement and Evaluation Committee,[9] and newly appointed Head of Evaluation, both have a whole-of-department mandate. In addition, the new Performance Information Profiles (Section 6.1) require a summary of evaluation needs, enabling more strategic use of evaluation within the programme planning and reporting cycle (GAC, 2017[2]). The policy re-confirms the Canadian requirement for systematic evaluation of 100% of its international assistance, governed and budgeted via a rolling five-year evaluation plan (GAC, 2015[3]). In practice, this requirement is covered by programme-level evaluations and MOPAN assessments of core support to multilateral organisations (Chapter 2). Global Affairs Canada also plans to introduce guidance and directives for decentralised evaluation in 2018; although it is unclear what these will include or how they align to the government-wide evaluation policy (GAC, 2017[4]).

Canada is building in-house evaluation capacity

Global Affairs Canada is strengthening its in-house evaluation function in an effort to enhance the efficiency, quality and usefulness of evaluations. It has re-structured its evaluation office, in which two evaluation teams work side-by-side – one focusing on international assistance and the other on the department's foreign policy and trade functions (OECD, 2016[5]). The overall evaluation staff contingent has increased significantly in size. The department's evaluation office is within the strategic policy branch and is organisationally separate from programming functions. However, as more evaluations are completed in-house, Canada will need to monitor checks and balances to ensure the independence of evaluation is safeguarded. This is highlighted in the DAC evaluation standards, which recommend that "Evaluators are independent from the development intervention, including its policy, operations and management functions" (OECD, 2010[6]).

De-centralised evaluations must strike a balance between quality and timeliness

While corporate evaluations which cover programme, thematic and strategic evaluation are managed centrally as described above, branches fund and manage de-centralised evaluations of projects, with the department's central evaluation support unit (ESU)

providing technical advice and quality assurance (OECD, 2016[5]). Each year 50-60 decentralised evaluations are completed by geographic branches, and country offices. A 2017 meta-evaluation of decentralised evaluations found that 50-60% of evaluation products (terms of reference, work plans and evaluation reports) met DAC quality standards, but few achieved a "highly satisfactory" rating. The review highlighted challenges in striking a balance between ensuring quality standards are met (which is a lengthy process), and completing evaluations quickly enough so that findings can be used by projects and programmes on the ground (GAC, 2017[4]). Furthermore, in Tanzania externally contracted and pre-agreed mid-term and final evaluations are often the default approach (Annex C). Canada would benefit from more adaptive and strategic use of evaluations throughout the project lifecycle.

Canada should continue to engage in joint or collaborative evaluation approaches with other donors and development partners. In its rolling five-year evaluation plan Canada commits to both enhanced engagement with developing country practitioners, and to increasing the number of joint and country-led evaluations (GAC, 2015[3]). GPEDC data indicate that just 50% of new interventions plan to involve partner countries in final evaluations (OECD/UNDP, 2016[7]). Canada could engage more strategically with its partners on joint evaluations, but must first keep track of its decentralised evaluations and ensure it has a clear overview of what is being undertaken where, and by whom.

Institutional learning

Peer review indicator: Evaluations and appropriate knowledge management systems are used as management tools

Canada has formalised systems to track management responses to evaluations and the extent to which recommendations are followed through. It has also adopted a horizontal learning strategy to increase the use of evidence across branches. Despite significant progress, Canada could further improve its knowledge management system to ensure that decentralised evaluations are shared across the department, with partners and the public.

Canada doing more to learn from and disseminate evaluation findings

Historically, Canada has faced challenges ensuring lessons from evaluations are used across the department, largely because it lacks a comprehensive knowledge-management system to facilitate broader learning (GAC, 2017[5]). A recent review found a lack of complementarity between programmes, which was attributed to a lack of knowledge sharing and information dissemination (GAC, 2017[5]). Developing a common approach to reporting on lessons and sharing good practice is therefore a priority (GAC, 2017[5]).

A new government-wide policy requires enhanced knowledge management, including the publication of all evaluations and management responses (Treasury Board Secretariat of Canada, 2016[11]). Departments must also provide evidence of how they have learned from evaluations and the extent to which recommendations are taken up. The department has taken measures to meet these requirements, and introduced systems to track learning and follow up on corporate evaluation, reporting back to the new central Performance Measurement and Evaluation Committee (Chapter 4). In addition, in an attempt to

promote and enable learning from research, results and evaluation, Global Affairs Canada is currently developing a plan to implement an evaluation-based learning strategy.

While corporate evaluation reports are now available both to the public and staff, branch-led evaluations cannot yet be systematically accessed. Plans to develop a centralised repository for branch-led evaluations are set out in the rolling five-year evaluation plan (GAC, 2015[3]), and a searchable decentralised evaluation database is expected to be complete by August 2018This initiative should be considered a priority, not just for learning, but also to increase the transparency and accountability of Canada's international assistance.

Canada has also made efforts to provide access to research and knowledge for evidence-based programming. An International Assistance Research and Knowledge Division (within the Strategic Policy branch) helps staff find and access research and knowledge (GAC, 2017[15]). The division supports 22 thematic communities of practice, and an internal research and knowledge portal. In addition, building external links with Canadian research organisations and funders such as IDRC (Box 6.1), the Canadian Association for the Study of International Development (CASID) and the Canadian Council for International Cooperation, allows external research to be fed into the department. As Canada implements the new feminist policy, there is room to make more use of evidence generated by Southern researchers and think tanks – such as those supported by IDRC– to increase the uptake of local and innovative solutions to development challenges (Box 6.1).

A new data strategy will support knowledge management and dissemination further. The strategy, which is yet to be completed, aims to ensure that appropriate systems and tools are in place, and also to equip staff with the capacity to analyse and use data in policy and programming. Overall, as Canada embeds a range of strategies and initiatives to enhance knowledge management it should ensure they are complementary and coherent, while finding ways to encourage staff to make use of data, evidence and results in their day-to-day work.

Box 6.1. Canada's International Development Research Centre

The International Development Research Centre (IDRC) is a Canadian federal crown corporation established in 1970. It is one of the few organisations in the world concerned specifically with supporting and building sustainable capacity for research and researchers in developing countries. For example, IDRC directly funds the Think Tank Initiative, a global network of 43 Southern think-tanks dedicated to leveraging quality local data and research to enhance debate on the SDGs. IDRC's 2015-20 strategic plan includes three key programme areas: agriculture and the environment; technology and innovation; and inclusive economies. It has three strategic objectives:

- •Invest in knowledge and innovation for large-scale positive change
- •Build the leaders for today and tomorrow
- •Be the partner of choice for greater impact.

With its arms-length status and long-term perspective on development issues, IDRC has a unique position within the Canadian system. It is core-funded through a parliamentary appropriation which is counted as ODA and sits within the International Assistance Envelope (totalling 70% of IDRC's revenue). The remaining revenue comes from donor funding for specific projects. In 2016-17, Global Affairs Canada was responsible for 25% of IDRC's donor funding. Given IDRC's long-term perspective on development issues, Global Affairs Canada recognises the benefit of more systematic engagement and dialogue with IDRC and its partners at a strategic level. For instance, in October 2017, Global Affairs Canada and IDRC instituted twice annual senior management exchanges to discuss how the two organisations can increase strategic collaboration.

IDRC has a rigorous monitoring and reporting system, reporting annually to parliament and the public against each of its objectives, and to its governing board on specific five-year targets. Partners value IDRC's flexible reporting systems, which allow for innovative action-research based approaches. IDRC is reinforcing Global Affairs Canada's push for increased engagement with the private sector by supporting scientific researchers to partner with the private sector in new ways. One example is an innovative project which has demonstrated the feasibility of using insects rather than soybean and fishmeal for poultry and fish farming in sub-Saharan Africa. The project has helped reduce costs for small-scale farmers and re-direct crops that were used for feed towards human consumption (IDRC, 2017[11]; Global Affairs Canada, 2017[12]).

The recurring portion of IDRC's parliamentary appropriation has not increased since 2007, and donor funding has declined over the last five years (IDRC, 2017[11]). IDRC is now looking to diversify and increase donor funding, whilst enhancing efficiency. Without a sustained increase in resources, IDRC's ability to achieve innovative results at scale and contribute to the wider evidence base for sustainable development may be compromised in the long term.

Notes

[1] The Architecture for Results of International Assistance (ARIA) is a conceptual framework for aggregation of results which has never been fully implemented, and is now being reviewed (OECD, 2017[9]).

[2] High-level agreements among development partners (including Canada) to boost development effectiveness through an enhanced focus on results were made at Paris (2005), Busan (2011) and Nairobi (2016) (OECD, 2005[117]) (OECD, 2011[115]) (GPEDC, 2016[116]).

[3] See http://international.gc.ca/gac-amc/campaign-campagne/odaaa-lrmado/index.aspx?lang=eng.

[4] Tanzania and other missions use *Strategia*, an integrated mission planning and prioritising tool, directly linked to mission budget processes, for planning and reporting on an annual basis.

[5] Better use of country-level results data was discussed and recommended for DAC members in Chapter 6 of the 2017 OECD Development Co-operation Report (Zwart and Egan, 2017[18]) and in (Zwart, 2017[17]).

[6] For example, see the recently updated and extensive "Results-Based Management for International Assistance Programming at Global Affairs Canada: A How-to Guide" www.international.gc.ca/development-developpement/assets/pdfs/partners-partenaires/bt-oa/rbm-gar-guide-e.pdf.

[7] Canada – the only donor funding birth registration in Tanzania – is supporting a UNICEF project with USD 7.5 million over four years which aims to register and issue birth certificates to 3.5 million Tanzanian girls and boys under the age of five. For more information see: http://w05.international.gc.ca/projectbrowser-banqueprojets/project-projet/details/D000402001

[8] The 2016 policy replaces the Treasury Board's 2009 Policy on Evaluation (https://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15024). Both policies are consistent with the requirements of the 2006 Financial Administration Act (http://laws-lois.justice.gc.ca/eng/acts/f-11/) which requires 100% evaluation coverage of development grants and contributions via corporate-level evaluation.

[9] The mandate and role of the PMEC is specified in the Directive on Results, section 4.1 (https://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=31306)

References

GAC (2015), *Rolling Five-Year Development Evaluation Work Plan*, Global Affairs Canada, http://international.gc.ca/gac-amc/publications/evaluation/workplans_lessons-lecons_plans_travail/dev-rfydewp-ptqcmed15.aspx?lang=eng (accessed on 15 December 2017). [10]

GAC (2016), *Results-Based Management for International Assistance Programming Results-Based Management for International Assistance Programming at Global Affairs Canada: A How-to Guide*, Global Affairs Canada, http://www.international.gc.ca/development-developpement/assets/pdfs/partners-partenaires/bt-oa/rbm-gar-guide-e.pdf (accessed on 15 December 2017). [16]

GAC (2017), *Meta-Evaluation of Global Affairs Canada's Decentralized Evaluations*, Global Affairs Canada, http://international.gc.ca/gac-amc/publications/evaluation/2017/decentralized_evaluations-evaluations_decentralisees.aspx?lang=eng (accessed on 15 December 2017). [13]

GAC (2017), *Global Affairs Departmental Results Framework-DRAFT*, (unpublished). [4]

GAC (2017), *Synthesis of Evaluations of Grants and Contributions Programming funded by the International Assistance Envelope, 2011-2016*, Global Affairs Canada, http://international.gc.ca/gac-amc/publications/evaluation/2016/evaluations_grants-evaluations_subventions.aspx?lang=eng (accessed on 15 December 2017). [6]

GAC (2017), *Report to Parliament on the Government of Canada's official Development Assistance 2016-17*, Global Affairs Canada, http://international.gc.ca/gac-amc/assets/pdfs/publications/odaaa-16-17-eng.pdf (accessed on 15 December 2017). [5]

GAC (2017), *OECD DAC Peer Review of Canada: Memorandum of Canada*, (unpublished). [15]

Global Affairs Canada (2017), *Global Affairs Canada Performance Information Profile Template*, (unpublished). [9]

Global Affairs Canada (2017), *Canada's feminist international assistance policy*, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng (accessed on 20 December 2017). [19]

GPEDC (2016), "Nairobi Outcome Document", Global Partnership for Effective Development Co-operation, Nairobi, http://effectivecooperation.org/wp-content/uploads/2016/12/OutcomeDocumentEnglish.pdf (accessed on 08 February 2018). [21]

OECD/UNDP (2016), *Making Development Co-operation More Effective: 2016 Progress Report*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264266261-en. [14]

OECD (2005), *Paris declaration on aid effectiveness.*, OECD. [22]

OECD (2010), *Quality Standards for Development Evaluation*, OECD, Paris, https://www.oecd.org/development/evaluation/qualitystandards.pdf (accessed on 02 February 2018). [12]

OECD (2011), *Busan partnership for effective development co-operation*, http://www.oecd.org/dac/effectiveness/49650173.pdf (accessed on 08 February 2018). [20]

OECD (2016), *Evaluation Systems in Development Co-operation: 2016 Review*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264262065-en. [11]

OECD (2017), "Canada", in *Development Co-operation Report 2017: Data for Development*, OECD Publishing, Paris, http://dx.doi.org/10.1787/dcr-2017-16-en. [7]

OECD (2017), *Provider Case Studies: Canada*, http://www.oecd.org/dac/results-development/docs/results-case-study-canada.pdf (accessed on 15 December 2017). [1]

Paris21 (2017), *Partner Report on Support to Statistics: PRESS 2017*, http://www.paris21.org/sites/default/files/2017-10/PRESS2017_web2.pdf (accessed on 06 March 2018). [8]

Treasury Board Secretariat of Canada (2016), *Directive on Results*, Treasury Board Secretariat of Canada, https://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=31306 (accessed on 15 December 2017). [3]

Treasury Board Secretariat of Canada (2016), *Policy on Results*, Treasury Board Secretariat of Canada, https://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=31300 (accessed on 15 December 2017). [2]

Zwart, R. (2017), "Strengthening the results chain: Synthesis of case studies of results-based management by providers", *OECD Development Policy Papers*, No. 7, OECD Publishing, Paris, http://dx.doi.org/10.1787/544032a1-en. [17]

Zwart, R. and J. Egan (2017), "Development Co-operation Report 2017 Making better use of results data in development co-operation", OECD, Paris, http://www.oecd-ilibrary.org/docserver/download/4317041ec010.pdf?expires=1517485375&id=id&accname=guest&checksum=36FC9C735B8AEDD97E543FB8DAD146C5 (accessed on 01 February 2018). [18]

Chapter 7. Canada's humanitarian assistance

Strategic framework

Peer review indicator: Clear political directives and strategies for resilience, response and recovery

Canada remains a major donor that helps to shape the humanitarian policy landscape. Humanitarian aid is at the top of Canada's ODA spending, representing 22.3% of its total ODA bilateral commitments on average in 2015-16, well above the DAC average. Based on solid whole-of-government co-ordination, already praised in the last peer review, Canada has further strengthened its integrated response to major crises, such as in the Middle East; its humanitarian budget has kept increasing in recent years; and the Peace and Stabilisation Operations Programme is a good tool to help address the factors that create violence and humanitarian needs.

Guidance is needed to achieve humanitarian objectives

Canada's humanitarian objectives are clear: provide assistance based on humanitarian principles and on needs, to save lives, alleviate suffering and support the dignity of those affected. It also seeks to increase support to women and girls in humanitarian response efforts and to local groups providing emergency assistance, including women's organisations. As humanitarian aid represents Canada's second largest ODA allocation sector, Canada should now develop more precise guidance on how to achieve these objectives and measure the achievements.

Humanitarian aid is now fully integrated within Canada's Feminist International Assistance Policy (GAC, 2017[1]). In so doing, Canada clearly integrates humanitarian aid as one of its tools to respond to people's needs in crisis, alongside peacebuilding and stability. It also helps Canada to analyse risks and vulnerability in a crisis context and define how its various instruments can be mobilised coherently.

Although the policy gives direction to Canada's humanitarian aid, it does not provide an action plan for achieving its objectives and is not specific about how to ensure its investment will improve the situation for women and girls affected by conflicts. For example, reporting on gender distribution in projects is necessary but can lead to an artificial perception of achievements if programmes simply focus on the gender distribution of beneficiaries. Global Affairs Canada expects to release Human Dignity policy guidance, including a humanitarian action section, in June 2018. Canada will now build on its recognised expertise in this field to take a leading role and share good practice amongst donors to improve the response to the unique needs of women and girls in emergencies, for example.

A whole-of-government response strengthens Canada's coherence in crisis contexts

Canada's whole-of-government approach builds on solid experience and strengthens its coherence in fragile or crisis contexts. The fact that Global Affairs Canada manages Canada's diplomatic, stabilisation, humanitarian and development programmes increases coherence, as seen in Chapter 2. The re-categorisation of country partnerships also allows Canada to deploy its co-operation instruments, including humanitarian aid, according to each country's situation, and allows partnerships to evolve. For example in Colombia, Canada is supporting the implementation of Colombia's peace agreement to lay the groundwork for sustainable peace and support long-term development. However, transition is not a one-way journey and it will be important for Canada to remain vigilant to residual structural fragilities and humanitarian needs in its partner countries and be prepared to react swiftly should early warning signals suggest that the situation is deteriorating.

Mixing instruments helps find durable solutions

By mixing different instruments in a complex crisis, Canada helps to find durable solutions for affected people, both host populations and refugees. Canada provided USD 640 million of humanitarian aid in 2017 and is the DAC's fifth largest humanitarian aid donor.[1] This trend is consistent with Canada's focus on the Middle East crises. In Iraq, Syria, Jordan and Lebanon, Canada's humanitarian aid complements investment in stabilisation through the Peace and Stabilisation Operations Programme (PSOP), as well as development co-operation, including through the Concessional Financing Facility,[2] of which Canada is a member of the steering committee.

Effective programme design

Peer review indicator: Programmes target the highest risk to life and livelihood

Being a major humanitarian donor, and supported by 178 embassies around the world, Canada has access to a lot of information about crises and related humanitarian needs when deciding where to respond. Canada has built solid working relations with experienced partners; going forward it should communicate clearer criteria for its decisions to contribute to individual crises. Canada wants to see local and national organisations playing a more active role in addressing the needs of women and girls. Yet it is unclear how Canada intends to strengthen the capacity of local and national women's groups in a way that increases humanitarian effectiveness.

Clearer criteria for allocations are still needed

Like most countries, Canada decides its humanitarian funding allocation for crises according to the severity of needs. Needs are assessed by a range of different sources, including its main partners' appeals and assessments, as well as its wide network of embassies. As noted in the previous peer review (OECD, 2012[2]) and the 2014 audit "Responding to the Onset of International Humanitarian Crises" (GoC, 2014[3]), Canada still needs to outline and communicate criteria for how the size of assistance allocated to individual crises is based on its overall strategic objective. The department notes that the

upcoming policy for its Human Dignity action area will provide greater awareness for all key stakeholders – including parliament, taxpayers, the humanitarian community and affected communities – of how and why Canada allocates its funds to meet priority humanitarian needs.

Canada should set targets and an action plan to support local women's organisations

Canada's feminist international assistance policy advocates increased support to local groups providing emergency assistance, including local women's organisations. However, without a specific action plan or guidelines, Canada's specific targets and how it intends to reach them are unclear.

Canada supports localised aid in accordance with its commitments, notably through support to country-based pooled funds.[3] Such mechanisms can support national actors in a way that would not be possible through other channels.[4] In addition, the Canada Fund for Local Initiatives keeps an annual reserve of USD 0.37 million, administered by Canadian missions, to provide immediate assistance. (GAC, 2017[1]). (This is good practice when it ensures a fair partnership with Canada's local development partners, who are often the ones to respond to emerging crises).

Both mechanisms are in line with Canada's commitment at the World Humanitarian Summit and as part of the Grand Bargain. It is not always the case that these channels contribute to increased aid effectiveness, however. Given that localised aid is a growing policy focus, Canada could work within the Grand Bargain facilitation group to help evaluate how and when localising aid increases effectiveness.

Effective delivery, partnerships and instruments

Peer review indicator: Delivery modalities and partnerships help deliver quality assistance

Ahead of the World Humanitarian Summit, Canada started to adapt its partnership modalities to increase aid effectiveness. To make a difference for women and girls affected by crises, Canada will need to make sure its partners also align themselves to this objective in their programming. While Canadian NGOs are not the largest channel for Canada's humanitarian aid, its partnership with them has improved recently. Some points of contention remain though, and NGOs have raised pending issues such as a lack of transparency over availability of funds, anti-terrorism legislation and the matching fund mechanism.

A broad range of humanitarian instruments is available

Canada can count on well-established partnerships with demonstrated capacity to deliver humanitarian aid or to manage pooled funds, most notably UN agencies, the International Red Cross and Red Crescent Movement and NGOs including the Canadian Foodgrains Bank.[5] Besides those classic channels, Canada has a broader array of instruments: it also provides relief supplies from the department's stockpile, and funds the deployment of Canadian humanitarian technical experts through established rosters, as well as field hospitals through the Canadian Red Cross Society.

Canada wants the multilateral agencies to be agents of change and not only recipients of Canada's funds. They now must make a difference in reaching women and girls and deliver results to continue receiving support. Canada should make sure, however, that the ratio of women and girls targeted by agencies is not a box-ticking exercise, when, in the most difficult environments, it can be challenging for the agencies themselves to have direct access to their beneficiaries and ensure proper gender distribution. Besides core funding to multilateral agencies, the amount of individual support to UN agencies and the International Committee of the Red Cross's projects and appeals is high, which can involve significant transaction costs. In 2016, 494 individual contributions by Global Affairs Canada to specific-purpose programmes and funds managed by international organisations were reported to the OECD Creditor Reporting System[6] in the humanitarian sector. Canada could design a fast-track procedure to limit red tape when so many individual contributions are involved. Canada is also supporting humanitarian logistics, policy and research, which are common goods for the overall humanitarian community. This is good practice and is to be commended.

Seven Canadian NGOs have formed a humanitarian coalition[7] which can tap into the Canadian Humanitarian Assistance Fund to respond to smaller-scale, rapid-onset crises where there are unmet humanitarian needs. NGOs acknowledge a real improvement in their relations with Global Affairs Canada. However, some contentious issues remain, such as the application of anti-terrorism legislation and the matching fund mechanisms.

Efficient crisis response mechanisms could be built on for greater prevention and preparedness

As already noted in the previous review, Canada has an efficient mechanism to trigger a rapid response to a disaster abroad, notably through the Disaster Assistance Response Team (DART), composed of military staff and experts from Global Affairs Canada that can be deployed at short notice to access and respond to disasters anywhere in the world (DART, 2018[4]). Canada also wants humanitarian funds to be rapidly available for humanitarian responders. To that end, Canada is a regular, though due to exchange rates a slightly declining, contributor to the Central Emergency Respond Fund (UNOCHA, 2018[6]). This decrease is partially compensated for by Canada's increased support to UN country-based pooled funds (UNCBPF, 2018[5]). Canada also ensures that relief items are pre-positioned and available to the humanitarian community when a disaster strikes by sustaining stockpiles of emergency items in Canada and in the United Arab Emirates, a traditional humanitarian logistics hub. Building on those tested mechanisms, Canada could expand the pre-positioning of funds as well as items ahead of a crisis, taking it further into the field of prevention and preparedness for both natural and human-made crises.

Canada champions initiatives to increase humanitarian effectiveness

Canada has been supporting initiatives to increase humanitarian effectiveness since the Good Humanitarian Donorship Initiative (GHD, 2003[7]). Well before the Grand Bargain was launched (GB, 2016[8]), Canada was promoting the use of cash in humanitarian responses in an innovative way, for example supporting multi-purpose cash transfers in Iraq as early as 2015 (CalP, 2016[9]). Canada is providing multi-year funding to its multilateral partners, and both its support to the Grand Bargain and its response to the Middle East crises represent good opportunities for Canada to consider multi-year funding and flexibility as a new norm in all protracted crises.

Organisation fit for purpose

Peer review indicator: Systems, structures, processes and people work together effectively and efficiently

Canada's well-staffed humanitarian bureau is in a strong position to support and influence its feminist agenda on the international scene. It could do so by testing innovative approaches, such as risk financing, or furthering its preparedness work.

A well-staffed structure supports Canada's humanitarian aid

With 33 staff in the humanitarian bureau in Ottawa, Canada has built a workforce that can strengthen its influence and support its feminist agenda within the international humanitarian fora. It could do so by testing innovative approaches, such as risk financing, or furthering its preparedness work.

The use of military assets follows the Oslo guidelines

Canada has developed and is using its own guidelines to manage military personnel during disaster response. These guidelines are based on the Oslo guidelines on the use of military assets in disaster response (UNOCHA, 2007[10]). Canada is also training its military staff on civil-military co-operation before deployments abroad. These good practices should be continued.

Results, learning and accountability

Peer review indicator: Results are measured and communicated, and lessons learnt

Canada uses a range of reporting and evaluations to assess and measure its partners' performance, though the lack of a humanitarian strategy has made it hard for Canada to measure its own performance. However, its commitments made at the World Humanitarian Summit are clear and Canada is already well on track to meet them. The forthcoming policy guidance should provide a basis for performance measurement and learning. Canada will need to establish a number of results and indicators that can demonstrate that its feminist policy can yield positive change for women and girls affected by crises and bring good practice to the humanitarian donor community.

Measuring gender impact requires a mix of indicators

The lack of a specific humanitarian strategy during the reviewed period made it difficult for Canada to measure concrete results of its humanitarian response. Canada's humanitarian aid was last evaluated for the period 2005-2011 (CIDA, 2012[11]). The forthcoming evaluation of its humanitarian aid[8] should provide a good basis for refining its humanitarian assistance.

Success in gender equality is not an easy thing to measure, and even less so the sustainability of those achievements. Canada will have to find a good balance in selecting both quantitative and qualitative indicators to measure what it has achieved in an area at the heart of its international assistance policy. Canada can draw on the work of many of its partners already working on measuring the gender impact of their humanitarian interventions, and this will help Canada measure the achievement of its policy objectives, notably how it supported women and girls' specific needs, and how it strengthened the capacity of local women's groups to respond to disasters. In so doing, Canada could provide leadership and learning for the whole humanitarian community on this complex issue to which many donors give priority.

The matching funds mechanism remains a point of contention

The Canadian public supports humanitarian aid and Global Affairs Canada communicates on the way it responds to crises in a transparent way, notably through the Canada Project Browser.[9] Humanitarian issues are also regularly discussed within the Foreign Affairs and International Development Committee of the House of Commons. Building on people's generosity, Canada is continuing to open relief funds for specific crises in which Canada matches every dollar raised by humanitarian organisations to double the total allocation. This mechanism undoubtedly raises Global Affairs Canada's profile and contribution to humanitarian crises. However, even though the department has made the process clear on its website,[10] the NGOs raising funds in the first instance still find this mechanism unfair to them and misleading to the public because while Global Affairs Canada's contribution matches that raised by NGOs, it is not contributed to the projects of these NGOs, but follows the regular allocation process. The matching funds remain a point of contention that could be worked out through further discussion with Canadian civil society.

Notes

[1] In 2016, humanitarian aid commitments represented USD 1,037 billion, representing a sharp increase over the previous year (Annex B), notably in response to the Syrian conflict. This was just less than the social infrastructure sector (USD 1,5 billion), http://stats.oecd.org/Index.aspx?datasetcode=CRS1.

[2] The Concessional Financing Facility (CFF) for the Middle East and North Africa is an innovative financing mechanism designed to mobilise financial resources to support middle-income countries affected by refugee crises, initially Jordan and Lebanon. The CFF combines grants from donor countries with loans from multilateral development banks to create concessional financing packages that will help these countries better absorb the economic and social shocks of the refugee crisis and assure the well-being of vulnerable populations within their borders: https://globalcff.org.

[3] In 2017, Canada contributed to the UN Country-based pooled funds in Yemen (USD 4.67 million), South Sudan (USD 0.93 million), Somalia (USD 0.86 million), Nigeria (USD 0.78 million), Myanmar (USD 0.37 million), Iraq (USD 0.37 million) and the Central African Republic (USD 0.38 million): https://gms.unocha.org/content/cbpf-contributions.

[4] For example, in South Sudan and Yemen, 12% and 18% respectively of those funds were allocated to national or local NGOs in 2016 (UNOCHA, 2018[6])).

[5] The Canadian Foodgrains Bank is a partnership of Canadian churches and church-based agencies working to end global hunger. Global Affairs Canada supports specific projects using the Foodgrains Bank that have humanitarian objectives: https://foodgrainsbank.ca/

[6] http://stats.oecd.org/Index.aspx?datasetcode=CRS1, consulted 1 February 2018.

[7] These are Canadian Lutheran World Relief, CARE Canada, Islamic Relief Canada, Oxfam Quebec, Oxfam Canada, Plan Canada, and Save the Children Canada.

[8] See Public Works and Government Services Canada website, tender notice N° PW-17-00801694, "Evaluation of the Humanitarian Assistance Program (2018-EVAL-Humanitarian)" consulted 7 December 2017, https://buyandsell.gc.ca/procurement-data/tender-notice/PW-17-00801694.

[9] Canada Project browser: http://w05.international.gc.ca/projectbrowser-banqueprojets/

[10] "Charitable organizations fundraising for relief efforts in the countries impacted by these humanitarian crises will not have privileged access to financing from the relief fund. The allocation of the Famine Relief Fund is separate from the funds raised by charities and is administered separately by the Government of Canada. This means that a charity itself does not directly receive a matching dollar from the Government of Canada for each dollar that they report", see for example the famine matching fund: http://www.international.gc.ca/gac-amc/campaign-campagne/famine/fonds-fund.aspx?lang=eng.

References

CaLP (2016), "Cash consortium of Iraq, case study findings", the Cash learning network, Geneva. http://www.cashlearning.org/downloads/calp-inter-agency-collaboration-cs-iraq-web.pdf [9]

CIDA (2012), Corporate Evaluation of CIDA's Humanitarian Assistance 2005 – 2011, Government of Canada, Canada International Development Agency, Ottawa http://www.international.gc.ca/department-ministere/assets/pdfs/evaluation/2012/dev-ha-ah12-eng.pdf [11]

DART (2018), The Disaster Assistance Response Team (DART), National Defence and the Canadian Armed Forces webpage, 2017 http://www.forces.gc.ca/en/operations-abroad-recurring/dart.page [4]

GAC (2017), OECD Development Assistance Committee Peer Review of Canada 2018: Memorandum of Canada. [1]

GoC (2014) "Responding to the Onset of International Humanitarian Crises", fall 2014 report of the Auditor general of Canada, Office of the Auditor general of Canada, http://www.oag-bvg.gc.ca/internet/English/parl_oag_201411_01_e_39959.html [3]

GB (2016), "*The Grand Bargain, a shared commitment to better serve people in need"* available at: http://www.agendaforhumanity.org/initiatives/3861 [8]

GHD (2003), "*23 Principles and Good Practice of Humanitarian Donorship*", Declaration made in Stockholm 16-17 June, Good Humanitarian Donorship initiative, www.ghdinitiative.org/ghd/gns/principles-good-practice-of-ghd/principles-good-practice-ghd.html [7]

OECD (2012) Review of the development co-operation policies and programmes of Canada, OECD publishing, Paris [2]

UNOCHA (2018), Donors contributions, Central Emergency response Fund webpage, consulted 24/01/2018 http://www.unocha.org/cerf/donors/donorspage [6]

UNOCHA (2007), Oslo guidelines on the use of foreign military and civil defence assets in disaster relief, UNOCHA, New York, https://docs.unocha.org/sites/dms/Documents/Oslo%20Guidelines%20ENGLISH%20(November%202007).pdf [10]

UNCBPF, (2018), Grant management system – business intelligence, UN Country-based pooled Funds webpage, consulted 24/01/2018 https://gms.unocha.org/content/cbpf-contributions [5]

Annex A. Progress since the 2012 DAC peer review recommendations

Overall framework for development co-operation

Recommendations 2012	Progress in implementation
To provide a clear strategic vision within Canada's foreign policy context, demonstrate application of its new approach to development co-operation and provide a transparent basis for accountability, Canada should:	
• Put in place an overarching development co-operation vision that is owned by and guides the whole of the Canadian government for at least the next five to ten years.	Implemented
• Define its new approach and objectives in measurable terms, particularly its thematic and geographical priorities.	Partially implemented
• Complete its civil society effectiveness strategy and its strategic papers for gender equality and the empowerment of women, environmental sustainability and governance.	Implemented
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, and includes well-defined aims, strategic objectives and transparent procedures for partnerships with private sector enterprises.	Partially implemented

Promoting development beyond aid

Recommendations 2012	Progress in implementation
To give policy coherence for development sufficient weight in decision making, Canada should:	
• Ensure systematic screening of relevant existing policies and legislative proposals for their impact on developing countries.	Partially implemented
• Forge political and administrative commitment to a programme for policy coherence for development across all relevant departments. The programme should set measurable and strategic cross-governmental objectives and provide a clear plan for achieving them.	Not implemented
• Reinforce existing co-ordination mechanisms and strengthen capacity for monitoring, analysis and reporting of policy coherence for development issues in relevant federal departments and Canadian diplomatic missions in partner countries.	Not implemented
• Apply relevant programme considerations emerging from Afghanistan and other fragile state contexts to strengthen whole of government approaches, including: ○ ensuring relevant federal departments are committed to the process; ○ adopting an integrated approach, particularly at the partner country level; ○ matching ambition with human and financial resources; ○ delegating the necessary level of authority to the field; and ○ adapting processes and protocols for effective delivery.	Implemented

Aid volume and allocation

Recommendations 2012	Progress in implementation
To maintain its strong role in development co-operation, Canada should:	
• Maintain ODA at the current level of 0.31% of GNI (USD 5.3 billion) in the short term with a view to returning to its previously higher level as soon as possible.	Not implemented
• Adopt a plan for ODA growth that takes it towards the international target of 0.7% ODA/GNI, building on its earlier success in increasing ODA.	Partially implemented
• Continue to concentrate ODA on its thematic and geographical priorities.	Implemented

Organisation and management

Recommendations 2012	Progress in implementation
Building on progress already made with its business modernisation initiative, CIDA should further simplify and modernise its development co-operation by:	
• Completing its decentralisation, giving field-based teams in partner countries enough advisory and managerial capacity and programme and financial authority to deliver more effective aid.	Partially implemented
• Streamlining approval procedures further and making them more predictable.	Partially implemented
• Clarifying, harmonising and simplifying reporting requirements.	Partially implemented
To achieve its aim to become one of the most effective development co-operation agencies, CIDA should:	
• 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.	Implemented
• Ensure that any new arrangements for local advisory and support services in priority partner countries retain the strongest features of the current Programme Support Unit, particularly the high quality locally-grounded technical expertise.	Partially implemented
• Be more open, using regular dialogue and communication to keep employees and partners informed of changes and reforms.	Implemented

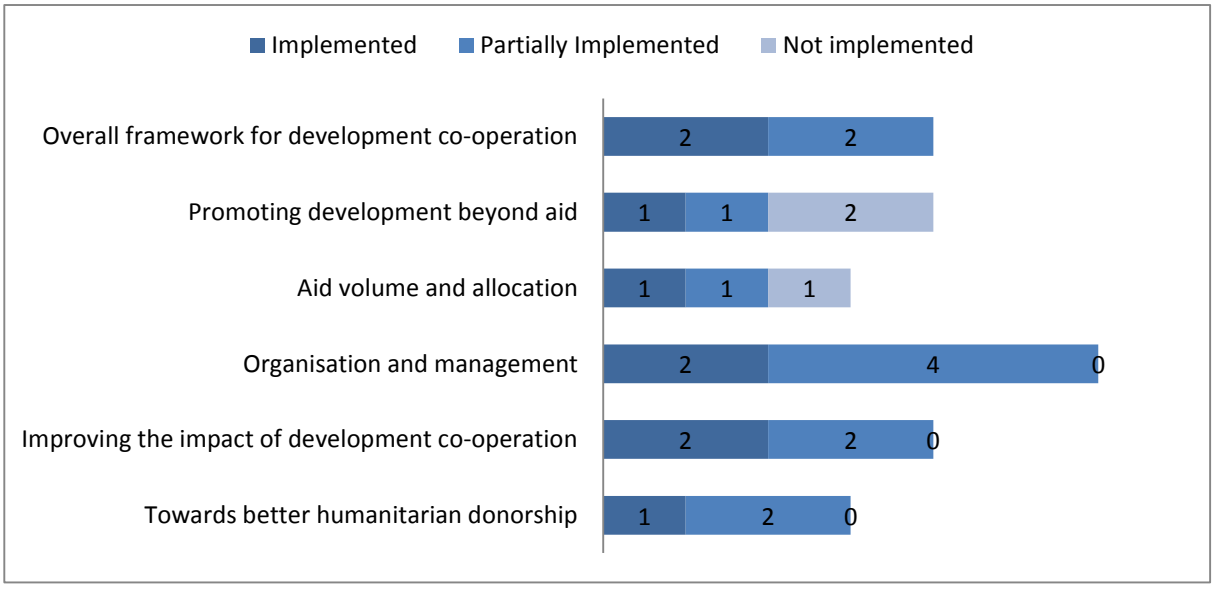
Improving the impact of development co-operation

Recommendations 2012	Progress in implementation
In continuation of its efforts to make its aid more effective, Canada should:	
• Update CIDA's Aid Effectiveness Action Plan and ensure it is fully aligned with the Paris Declaration principles and the objectives agreed at Busan	Partially implemented
• Use this revised Aid Effectiveness Action Plan to mobilise all relevant federal departments and partnerships to make Canada's aid fully effective, particularly in domains where its performance is lagging, such as aid predictability	Partially implemented
To provide even better value for money Canada should	
• 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	Implemented
• avoid tying any more aid in the future.	Implemented

Towards better humanitarian donorship

Recommendations 2012	Progress in implementation
To provide clear strategic vision, demonstrate application of humanitarian principles and provide a transparent basis for accountability in the humanitarian programme, Canada should:	
• 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.	Partially implemented
• 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.	Implemented
• Strengthen humanitarian and development tools for building resilience and supporting post-crisis recovery to ensure a holistic response to disaster risk and recovery situations.	Partially implemented

Figure A.1. Canada's implementation of 2012 peer review recommendations



Annex B. OECD/DAC standard suite of tables

Table B.1. Total financial flows

USD million at current prices and exchange rates

Net disbursements

Canada	2002-06	2007-11	2012	2013	2014	2015	2016
Total official flows	**2 723**	**4 626**	**5 650**	**5 091**	**4 302**	**4 336**	**3 989**
Official development assistance	**2 815**	**4 709**	**5 650**	**4 947**	**4 240**	**4 277**	**3 930**
Bilateral	2 041	3 539	4 032	3 512	3 278	2 972	2 661
Grants	2 132	3 580	4 079	3 553	3 139	2 855	2 701
Non-grants	- 90	- 41	- 46	- 42	139	117	- 40
Multilateral	773	1 170	1 618	1 436	962	1 305	1 270
Other official flows	**- 92**	**- 84**	**-**	**144**	**62**	**59**	**59**
Bilateral: *of which*	- 92	- 84	-	144	62	59	59
Investment-related transactions	-	- 6	-	-	-	- 4	-
Multilateral	-	-	-	-	-	-	-
Officially guaranteed export credits	**82**	**-1 097**	**516**	**887**	**486**	**499**	**289**
Net Private Grants	**711**	**1 637**	**2 045**	**1 922**	**1 809**	**2 488**	**2 631**
Private flows at market terms	**4 602**	**11 787**	**8 857**	**2 497**	**11 279**	**-3 605**	**3 116**
Bilateral: *of which*	4 602	**11 787**	8 857	2 497	11 279	-3 605	3 116
Direct investment	4 286	9 044	9 092	8 550	7 215	-5 086	3 434
Multilateral	-	-	-	-	-	-	-
Total flows	**8 117**	**16 952**	**17 068**	**10 397**	**17 876**	**3 718**	**10 026**
for reference:							
ODA (at constant 2015 USD million)	*3 464*	*4 211*	*4 539*	*4 035*	*3 644*	*4 277*	*4 056*
ODA (as a % of GNI)	*0.29*	*0.32*	*0.32*	*0.28*	*0.24*	*0.28*	*0.26*
ODA grant equivalent	-	-	-	-	-	*4 167*	*3 971*
Total flows (as a % of GNI) (a)	*0.83*	*1.14*	*0.95*	*0.58*	*1.02*	*0.24*	*0.66*
ODA to and channelled through NGOs - In USD million	289	656	767	837	815	750	780
ODA to and channelled through multilaterals - In USD million	773	2 081	3 266	2 742	2 043	2 339	2 091

a. To countries eligible for ODA.

ODA net disbursements
At constant 2015 prices and exchange rates and as a share of GNI

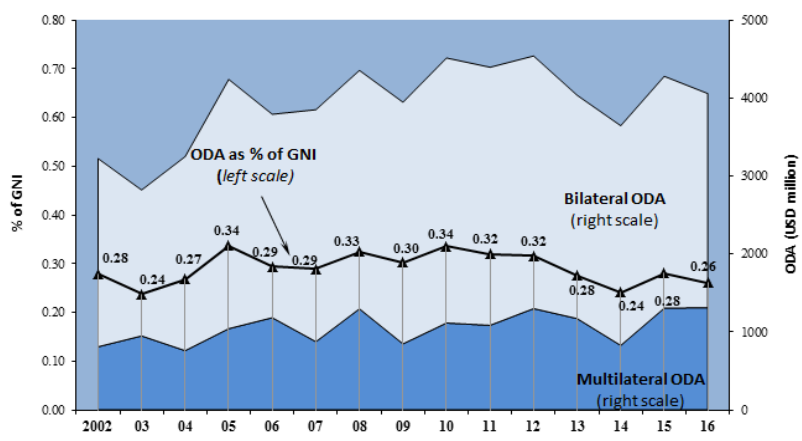
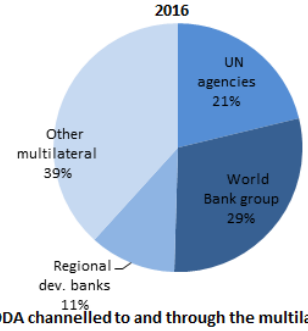


Table B.2. ODA by main categories

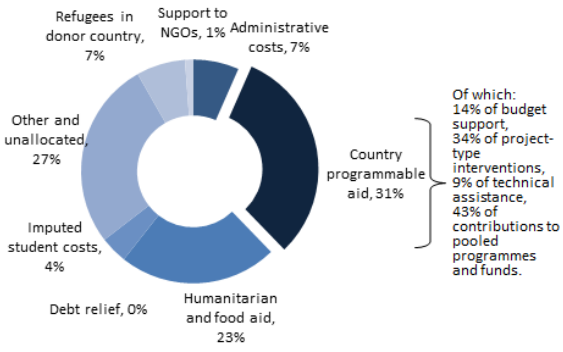
Disbursements

Canada	Constant 2015 USD million					Per cent share of gross disbursements					Total DAC 2015 %
	2012	2013	2014	2015	2016	2012	2013	2014	2015	2016	
Gross Bilateral ODA	**3 281**	**2 899**	**2 856**	**3 015**	**2 790**	**72**	**71**	**78**	**70**	**68**	**74**
Budget support	156	131	94	134	81	3	3	3	3	2	2
of which: General budget support	36	29	16	36	8	1	1	0	1	0	1
Core contributions & pooled prog.& funds	1 253	1 212	1 132	1 194	934	27	30	31	28	23	14
of which: Core support to national NGOs	27	29	20	22	26	1	1	1	1	1	2
Core support to international NGOs	5	7	30	31	31	0	0	1	1	1	1
Core support to PPPs	3	0	0	1	1	0	0	0	0	0	0
Project-type interventions	751	733	838	930	913	16	18	23	22	22	39
of which: Investment projects	1	7	9	10	0	0	0	0	0	0	14
Experts and other technical assistance	368	300	241	204	184	8	7	7	5	4	4
Scholarships and student costs in donor countries	145	128	156	133	73	3	3	4	3	2	2
of which: Imputed student costs	136	115	134	118	57	3	3	4	3	1	1
Debt relief grants	159	-	-	-	-	3	-	-	-	-	0
Administrative costs	227	212	199	199	191	5	5	5	5	5	4
Other in-donor expenditures	222	183	196	221	414	5	4	5	5	10	9
of which: refugees in donor countries	214	172	186	213	403	5	4	5	5	10	8
Gross Multilateral ODA	**1 300**	**1 171**	**827**	**1 306**	**1 311**	**28**	**29**	**22**	**30**	**32**	**26**
UN agencies	155	260	162	233	278	3	6	4	5	7	4
EU institutions	-	-	-	-	-	-	-	-	-	-	8
World Bank group	459	437	392	386	384	10	11	11	9	9	6
Regional development banks	211	199	173	204	147	5	5	5	5	4	2
Other multilateral	475	276	100	483	502	10	7	3	11	12	5
Total gross ODA	**4 581**	**4 070**	**3 683**	**4 320**	**4 101**	**100**	**100**	**100**	**100**	**100**	**100**
of which: Gross ODA loans	-	-	156	156	-	-	-	4	4	-	-
Bilateral	-	-	156	156	-	-	-	4	4	-	-
Multilateral	-	-	-	-	-	-	-	-	-	-	-
Repayments and debt cancellation	**- 42**	**- 35**	**- 39**	**- 43**	**- 45**						
Total net ODA	**4 539**	**4 035**	**3 644**	**4 277**	**4 056**						
For reference:											
Country programmable aid	*3 277*	*2 899*	*2 856*	*3 015*	-						
Free standing technical co-operation	*815*	*800*	*767*	*743*	*716*						
Net debt relief	*159*	-	-	-	-						

ODA flows to multilateral agencies, 2016



Composition of bilateral ODA, 2015, gross bilateral disbursements



Share of ODA channelled to and through the multilateral system, two year average

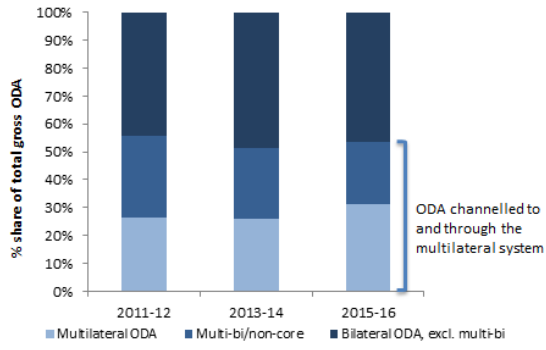


Table B.3. Bilateral ODA allocable by region and income group

Gross disbursements

Canada	Constant 2015 USD million					% share					Total DAC
	2012	2013	2014	2015	2016	2012	2013	2014	2015	2016	2015%
Africa	1 493	1 245	1 177	1 093	1 013	53	49	46	41	44	**41**
Sub-Saharan Africa	1 369	1 144	982	944	943	48	45	39	35	41	**35**
North Africa	21	22	24	25	26	1	1	1	1	1	**3**
Asia	471	672	509	584	499	17	27	20	22	22	**31**
South and Central Asia	184	258	198	300	239	6	10	8	11	10	**19**
Far East	87	127	108	78	84	3	5	4	3	4	**12**
America	687	351	352	359	394	24	14	14	13	17	**10**
North and Central America	371	173	163	160	164	13	7	6	6	7	**4**
South America	208	92	90	98	108	7	4	4	4	5	**6**
Middle East	115	217	258	379	292	4	9	10	14	13	**10**
Oceania	2	3	1	2	3	0	0	0	0	0	**2**
Europe	75	35	238	278	88	3	1	9	10	4	**5**
Total bilateral allocable by region	**2 844**	**2 523**	**2 535**	**2 695**	**2 289**	**100**	**100**	**100**	**100**	**100**	**100**
Least developed	1 018	974	893	998	857	58	58	51	49	53	**40**
Other low-income	62	51	50	43	48	4	3	3	2	3	**4**
Lower middle-income	532	469	611	620	461	31	28	35	31	29	**35**
Upper middle-income	128	192	212	361	251	7	11	12	18	16	**22**
More advanced developing countries	0	0	-	-	-	0	0	-	-	-	**-**
Total bilateral allocable by income	**1 740**	**1 686**	**1 766**	**2 023**	**1 618**	**100**	**100**	**100**	**100**	**100**	**100**
For reference*[2]*:											
Total bilateral	3 277	2 899	2 856	3 015	2 790	*100*	*100*	*100*	*100*	*100*	***100***
of which: Unallocated by region	*434*	*376*	*321*	*319*	*501*	*13*	*13*	*11*	*11*	*18*	***32***
of which: Unallocated by income	*1 537*	*1 213*	*1 091*	*992*	*1 173*	*47*	*42*	*38*	*33*	*42*	***40***
Fragile and conflict-affected states (as per DCR of each year)	*1 317*	*1 183*	*1 098*	*1 232*	*1 134*	*40*	*41*	*38*	*41*	*41*	***34***
SIDS (as per data provided to UN)	*147*	*98*	*85*	*89*	*82*	*4*	*3*	*3*	*3*	*3*	***3***
Landlocked developing countries (as per data provided to UN)	*488*	*452*	*449*	*568*	*484*	*15*	*16*	*16*	*19*	*17*	***14***

1. Each region includes regional amounts which cannot be allocated by sub-region. The sum of the sub-regional amounts may therefore fall short of the regional total.
2. 'Fragile and conflict-affected states' group has overlaps with SIDS and Landlocked developing countries and can therefore not be added. For the same reason, these three groups cannot be added to any income group.

Gross bilateral ODA by income group, 2015-16

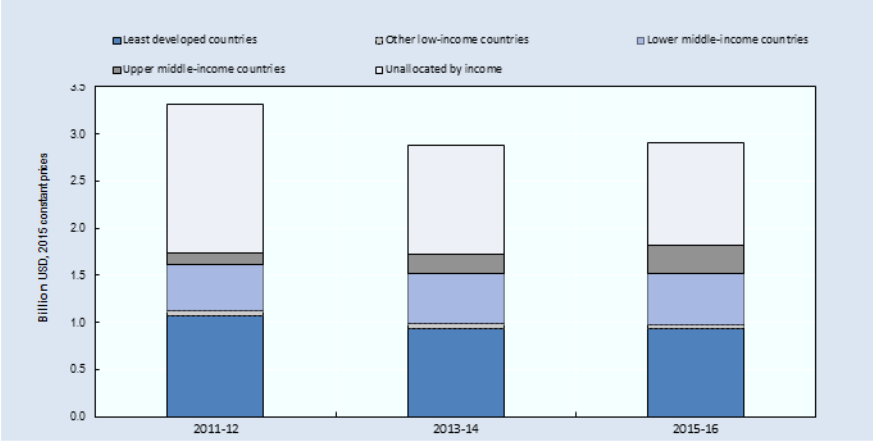


Table B.4. Main recipients of bilateral ODA

Gross disbursements

Canada	2011-12 average			Memo:		2013-14 average			Memo:		2015-16 average			Memo:
	Current USD million	Constant 2015 USD mln	% share	*DAC countries' average %*		Current USD million	Constant 2015 USD mln	% share	*DAC countries' average %*		Current USD million	Constant 2015 USD mln	% share	*DAC countries average %*[1]
Haiti	205	165	5		Ukraine	131	112	4		Ukraine	135	136	5	
Afghanistan	164	132	4		Tanzania	125	104	4		Afghanistan	122	124	4	
Mozambique	127	102	3		Ethiopia	120	100	3		Ethiopia	97	98	3	
Ethiopia	121	97	3		Afghanistan	103	86	3		Mali	88	89	3	
Mali	105	84	3		Haiti	94	78	3		Jordan	79	80	3	
Top 5 recipients	**721**	**580**	**17**	**30**	**Top 5 recipients**	**572**	**480**	**17**	**27**	**Top 5 recipients**	**521**	**528**	**18**	**22**
Tanzania	104	83	3		Mozambique	92	76	3		South Sudan	78	79	3	
Ghana	86	69	2		Ghana	89	74	3		Haiti	71	72	2	
Côte d'Ivoire	75	60	2		Mali	82	69	2		Iraq	68	69	2	
West Bank and Gaza Strip	69	56	2		Bangladesh	77	64	2		Tanzania	67	67	2	
Democratic Republic of the Congo	69	55	2		South Sudan	77	64	2		Syrian Arab Republic	61	62	2	
Top 10 recipients	**1 123**	**903**	**27**	**40**	**Top 10 recipients**	**989**	**829**	**29**	**41**	**Top 10 recipients**	**866**	**877**	**30**	**35**
Pakistan	63	51	2		Senegal	69	58	2		Ghana	60	61	2	
South Sudan	57	46	1		Philippines	66	55	2		Senegal	53	54	2	
Senegal	55	44	1		Syrian Arab Republic	66	55	2		Bangladesh	48	48	2	
Bangladesh	48	39	1		Jordan	59	49	2		Lebanon	44	44	2	
Ukraine	46	37	1		West Bank and Gaza Strip	51	43	1		Mozambique	41	41	1	
Top 15 recipients	**1 393**	**1 120**	**34**	**45**	**Top 15 recipients**	**1 299**	**1 088**	**38**	**48**	**Top 15 recipients**	**1 111**	**1 125**	**39**	**41**
Kenya	44	35	1		Pakistan	51	42	1		Democratic Republic of the Congo	39	40	1	
Sudan	41	33	1		Kenya	46	39	1		Pakistan	38	39	1	
Honduras	36	29	1		Democratic Republic of the Congo	43	36	1		Colombia	37	38	1	
Nigeria	34	27	1		Lebanon	42	35	1		Kenya	36	37	1	
Colombia	33	27	1		Burkina Faso	33	28	1		West Bank and Gaza Strip	36	36	1	
Top 20 recipients	**1 581**	**1 271**	**38**	**49**	**Top 20 recipients**	**1 514**	**1 268**	**44**	**54**	**Top 20 recipients**	**1 297**	**1 315**	**45**	**46**
Total (132 recipients)	**2 151**	**1 730**	**52**		**Total (134 recipients)**	**2 061**	**1 726**	**60**		**Total (132 recipients)**	**1 795**	**1 820**	**63**	
Unallocated	1 970	1 584	48	37	Unallocated	1 378	1 152	40	37	Unallocated	1 064	1 082	37	49
Total bilateral gross	**4 121**	**3 314**	**100**	**100**	**Total bilateral gross**	**3 439**	**2 878**	**100**	**100**	**Total bilateral gross**	**2 859**	**2 903**	**100**	**100**

1. 2015

Table B.5. Bilateral ODA by major purposes

at constant prices and exchange rates

Commitments - Two-year average

Canada	2011-12 average		2013-14 average		2015-16 average		DAC
	2015 USD million	%	2015 USD million	%	2015 USD million	%	2015 %
Social infrastructure & services	**1 226**	**40**	**1 042**	**36**	**1 468**	**38**	**35**
Education	208	7	286	10	247	6	7
of which: basic education	89	3	113	4	66	2	2
Health	575	19	388	13	572	15	5
of which: basic health	491	16	337	12	471	12	4
Population & reproductive health	110	4	49	2	150	4	7
Water supply & sanitation	51	2	35	1	79	2	4
Government & civil society	257	8	260	9	373	10	10
of which: Conflict, peace & security	90	3	43	1	107	3	2
Other social infrastructure & services	24	1	24	1	47	1	1
Economic infrastructure & services	**253**	**8**	**150**	**5**	**206**	**5**	**19**
Transport & storage	6	0	15	1	8	0	8
Communications	9	0	7	0	6	0	0
Energy	178	6	43	2	76	2	8
Banking & financial services	28	1	52	2	58	1	2
Business & other services	32	1	33	1	57	1	1
Production sectors	**283**	**9**	**358**	**12**	**425**	**11**	**6**
Agriculture, forestry & fishing	212	7	249	9	245	6	4
Industry, mining & construction	52	2	83	3	149	4	2
Trade & tourism	19	1	26	1	30	1	1
Multisector	**324**	**11**	**341**	**12**	**353**	**9**	**10**
Commodity and programme aid	**34**	**1**	**48**	**2**	**74**	**2**	**2**
Action relating to debt	**81**	**3**	-	-	-	-	**0**
Humanitarian aid	**377**	**12**	**552**	**19**	**851**	**22**	**11**
Administrative costs of donors	**229**	**8**	**206**	**7**	**195**	**5**	**6**
Refugees in donor countries	**243**	**8**	**179**	**6**	**308**	**8**	**10**
Total bilateral allocable	**3 050**	**100**	**2 877**	**100**	**3 879**	**100**	**100**
For reference:							
Total bilateral	*3 068*	*71*	*2 853*	*76*	*3 810*	*70*	*77*
of which: Unallocated	*18*	*0*	*-25*	*1*	*-70*	*1*	*1*
Total multilateral	*1 248*	*29*	*922*	*24*	*1 654*	*30*	*23*
Total ODA	***4 316***	***100***	***3 775***	***100***	***5 464***	***100***	***100***

Commitments

	2011-2012		2013-2014		2015-2016	
	USD Million	% Bilateral Allocable	USD Million	% Bilateral Allocable	USD Million	% Bilateral Allocable
Gender equality	1,861	*62*	1,744	*60*	2,029	*63*
Environment	1,237	*41*	1,041	*36*	1,049	*32*
Rio markers						
Biodiversity	215	*7*	49	*2*	42	*1*
Desertification	156	*5*	150	*5*	69	*2*
Climate change Mitigation only	196	*7*	39	*1*	91	*3*
Climate change Adaptation only	178	*6*	45	*2*	182	*6*
Both climate adaptation and mitigation	184	*6*	105	*4*	205	*6*

Table B.6. Comparative aid performance of DAC members

	Official development assistance			Share of multilateral aid				Grant element of ODA commitments	Untied aid % of bilateral commitments
				Net disbursements				Commitments	
	2015		2009-10 to 2014-15 Average annual % change in real terms	2015				2015	2015
	USD million	% of GNI		% of ODA		% of GNI			
				(b)	(c)	(b)	(c)	% (a)	(d)
Australia	3 494	0.29	2.7	21.2		0.06		99.9	100.0
Austria	1 324	0.35	2.4	40.9	20.7	0.14	0.07	100.0	36.4
Belgium	1 904	0.42	-4.4	41.6	17.3	0.17	0.07	99.8	96.7
Canada	4 277	0.28	-1.3	30.5		0.09		97.8	98.5
Czech Republic	199	0.12	1.0	64.8	11.2	0.08	0.01	100.0	44.3
Denmark	2 566	0.85	0.5	26.7	17.4	0.23	0.15	100.0	100.0
Finland	1 288	0.55	2.2	45.8	32.5	0.25	0.18	100.0	92.6
France	9 039	0.37	-3.8	42.9	21.5	0.16	0.08	79.6	95.6
Germany	17 940	0.52	7.5	21.3	7.6	0.11	0.04	86.6	84.0
Greece	239	0.12	-12.5	69.9	3.7	0.09	0.00	100.0	14.5
Hungary	156	0.13	7.2	69.6	15.5	0.09	0.02	100.0	..
Iceland	40	0.24	0.7	22.1		0.05		100.0	100.0
Ireland	718	0.32	-3.4	40.5	20.8	0.13	0.07	100.0	100.0
Italy	4 003	0.22	6.3	54.3	18.7	0.12	0.04	99.8	95.2
Japan	9 203	0.20	3.0	33.2		0.07		87.5	74.6
Korea	1 915	0.14	10.0	23.3		0.03		95.0	48.7
Luxembourg	363	0.95	-1.1	27.6	19.8	0.26	0.19	100.0	98.8
Netherlands	5 726	0.75	-0.8	27.3	17.8	0.20	0.13	100.0	92.7
New Zealand	442	0.27	3.2	18.9		0.05		100.0	84.7
Norway	4 278	1.05	2.1	22.7		0.24		100.0	100.0
Poland	441	0.10	4.5	77.3	10.2	0.07	0.01	98.6	33.6
Portugal	308	0.16	-7.5	52.6	5.6	0.08	0.01	93.7	49.0
Slovak Republic	85	0.10	4.2	79.7	17.5	0.08	0.02	100.0	47.5
Slovenia	63	0.15	1.0	60.3	11.0	0.09	0.02	100.0	12.4
Spain	1 397	0.12	-22.0	74.6	9.7	0.09	0.01	100.0	80.8
Sweden	7 089	1.40	7.3	31.9	26.1	0.45	0.37	100.0	86.8
Switzerland	3 529	0.51	6.3	22.7		0.12		100.0	94.6
United Kingdom	18 545	0.70	7.1	36.9	25.9	0.26	0.18	100.0	100.0
United States	30 986	0.17	0.2	14.0		0.02		100.0	55.6
Total DAC	**131 555**	**0.30**	**1.7**	**28.4**		**0.08**		**94.4**	**78.1**

Notes:

a. Excluding debt reorganisation.
b. Including EU institutions.
c. Excluding EU institutions.
d. Excluding administrative costs and in-donor refugee costs.
.. Data not available.

Table B.7. Comparative performance of aid to LDCs

	Net disbursements						Commitments		
	Bilateral ODA to LDCs 2015			Total ODA to LDCs (Bilateral and through multilateral agencies) 2015			Grant element of bilateral ODA commitments[a] to LDCs (two alternative norms)		
							Annually for all LDCs Norm: 90%		3-year average for each LDC Norm: 86%
	USD million	% bilateral ODA	% of GNI	USD million	% total ODA	% of GNI	2014	2015	2013-2015
Australia	679	24.7	0.06	931	26.6	0.08	100.0	100.0	c
Austria	41	5.3	0.01	222	16.8	0.06	100.0	100.0	c
Belgium	377	33.9	0.08	610	32.0	0.13	99.6	99.3	n
Canada	998	33.6	0.07	1 561	36.5	0.10	100.0	100.0	c
Czech Republic	11	16.4	0.01	41	20.7	0.02	100.0	100.0	c
Denmark	384	20.4	0.13	610	23.8	0.20	100.0	100.0	c
Finland	236	33.8	0.10	429	33.3	0.18	100.0	100.0	c
France	1 090	21.1	0.04	2 378	26.3	0.10	82.2	79.8	n
Germany	1 603	11.4	0.05	2 596	14.5	0.08	98.7	98.5	c
Greece	1	1.6	0.00	38	16.0	0.02	100.0	100.0	c
Hungary	1	2.9	0.00	26	16.7	0.02	..	100.0	..
Iceland	13	41.6	0.08	16	40.8	0.10	100.0	100.0	c
Ireland	257	60.1	0.11	345	48.0	0.15	100.0	100.0	c
Italy	280	15.3	0.02	870	21.7	0.05	99.1	98.9	c
Japan	2 480	40.3	0.05	3 659	39.8	0.08	93.2	91.3	c
Korea	580	39.5	0.04	728	38.0	0.05	94.4	94.5	c
Luxembourg	121	46.2	0.32	154	42.4	0.40	100.0	100.0	c
Netherlands	465	11.2	0.06	1 036	18.1	0.14	100.0	100.0	c
New Zealand	113	31.7	0.07	138	31.3	0.08	100.0	100.0	c
Norway	729	22.1	0.18	1 098	25.7	0.27	100.0	100.0	c
Poland	44	44.2	0.01	125	28.4	0.03	78.8	83.9	n
Portugal	53	36.3	0.03	90	29.3	0.05	87.9	92.0	n
Slovak Republic	1	5.4	0.00	19	21.8	0.02	100.0	100.0	c
Slovenia	0	1.6	0.00	10	15.1	0.02	100.0	100.0	c
Spain	81	22.9	0.01	314	22.5	0.03	100.0	100.0	c
Sweden	847	17.6	0.17	1 473	20.8	0.29	100.0	100.0	c
Switzerland	618	22.7	0.09	928	26.3	0.14	100.0	100.0	c
United Kingdom	3 815	32.6	0.14	6 117	33.0	0.23	100.0	100.0	c
United States	9 122	34.2	0.05	10 737	34.7	0.06	100.0	100.0	c
Total DAC	**25 043**	**26.6**	**0.06**	**37 300**	**28.4**	**0.08**	**97.6**	**96.9**	**..**

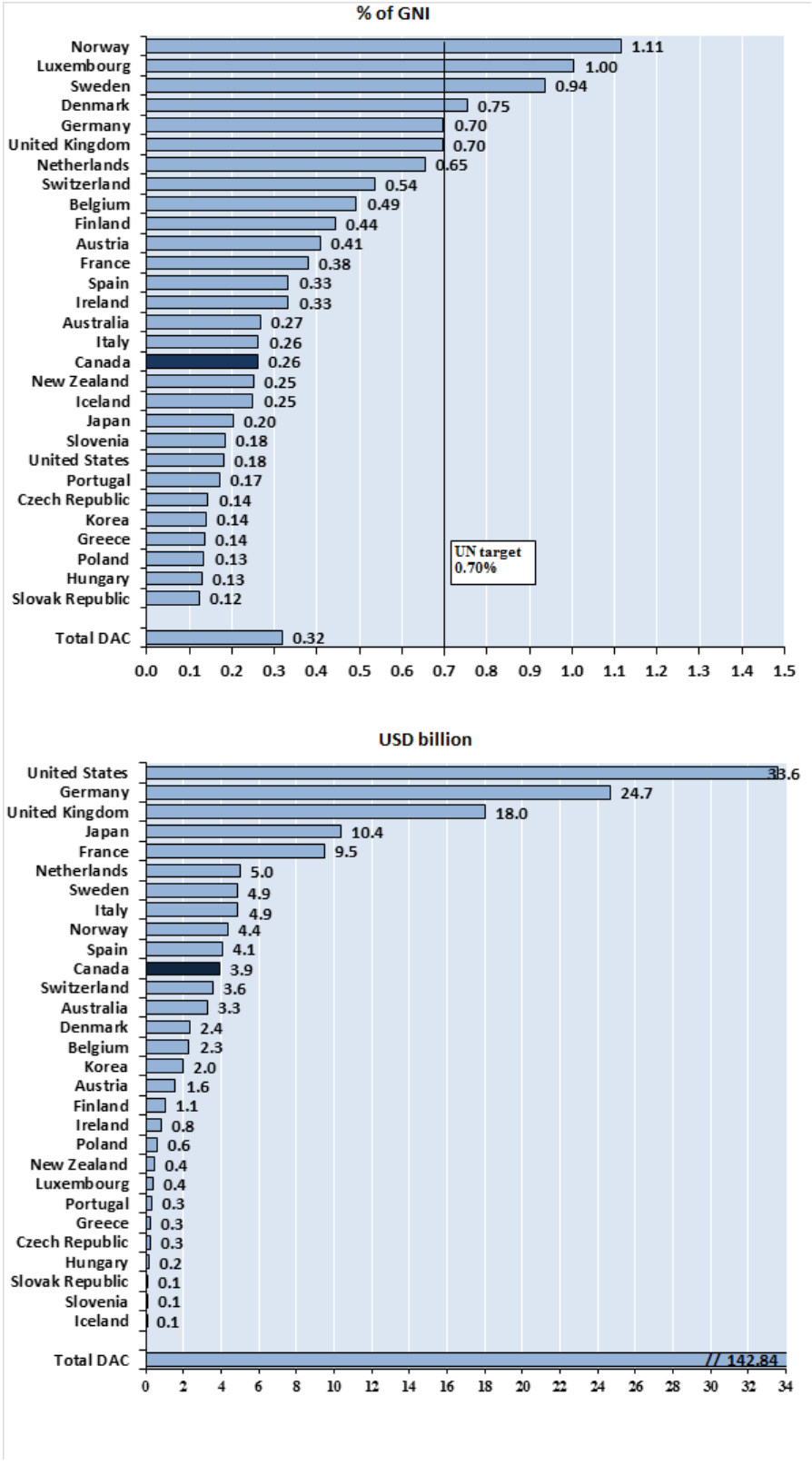
Notes:

a. Excluding debt reorganisation. Equities are treated as having 100% grant element, but are not treated as loans.

b. c = compliance, n = non compliance.

.. Data not available.

Figure B.1. Net ODA from DAC countries in 2016



Annex C. Field visit to Tanzania

As part of the peer review of Canada, a team of examiners from Germany and Norway and the OECD visited Tanzania in November 2017. The team met with Canadian officials from Global Affairs Canada, officials from the government of Tanzania, other bilateral and multilateral partners, implementing partners and representatives of international and local civil society organisations.

Tanzania is a stable democracy with strong economic growth, but there are weaknesses in human development

Tanzania is a large least developed east African country with a population of 55 million, and a total area of 885 800 km^2 (Prosper, Rogers and Chidozie, 2017[1]). Tanzania has one of the best-performing and most stable economies in Africa. The 2014 economic growth rate of 7% was maintained in 2015, with an improvement to an estimated rate of 7.2% in 2016 (Prosper, Rogers and Chidozie, 2017[1]).

Tanzania rates among the top half of countries in Africa for governance. Its main strengths are in the areas of safety and rule of law, national security, and participation. Tanzania's weaknesses lie in human development (health and education) and infrastructure; it ranks 151 out of 188 countries on the UNDP's Human Development Index. The ratio of the population living below the international poverty line dropped from 59.9% to 48.8% between 2007 and 2012 (Prosper, Rogers and Chidozie, 2017[1]).

Tanzania's second five-year development plan (FYDP II) – "Nurturing Industrialisation for Economic Transformation and Human Development, 2016-21" – has a dual focus on growth and transformation, and poverty reduction. There are four priority areas for action (Ministry of Finance and Planning, 2016[2]):

1. fostering economic growth and industrialisation
2. fostering human development and social transformation
3. improving the environment for business and enterprise development
4. strengthening implementation effectiveness.

In 2015-16, Tanzania's total financial inflows were split as follows: 11.7% tax revenue, 20.2% domestic credit, 15.6% external debt, 4.3% net foreign direct investment, 0.8% remittances, and 5.6% net ODA (GPEDC, 2016[3]). Tanzania has ambitious financing goals under the current plan. The private sector is expected to cover almost half of the cost of implementing the plan, and the public sector – including through ODA and official borrowing – will finance the rest.

Towards a comprehensive Canadian development effort

Canada has a well-established partnership with Tanzania, anchored in its substantial development programme

Canada has a long-standing and stable relationship with Tanzania. However, in 2015 increasing tensions between Tanzania and the international community, including Canada, came to a head around Tanzania's handling of the 2015 Zanzibar elections, and a high profile corruption scandal. The sources of tension include a deterioration in democratic space, human rights and the business environment (GAC, 2017[4]).

Nonetheless, Canada's bilateral relationship with Tanzania is underpinned by a substantial development programme that has been in place for more than 50 years (Department of Foreign Affairs, Trade and Development, 2014[5]). Canada's support to Tanzania reflects both high levels of need, and also opportunities for progress because of Tanzania's stable democracy and strong commitment to economic growth and poverty reduction (GAC, 2017[4]).

In 2016, Canada's merchandise exports to Tanzania were USD 65 million, and imports from Tanzania were USD 11 million. Canadian mining companies are amongst the largest foreign investors in Tanzania. In recent years, Canada has supported a portfolio of projects aimed at strengthening government capacities and systems to monitor and audit mining industry activities. However, these are now winding down (GAC, 2017[6]).

Canada's policies, strategies and aid allocation

Canada's new feminist policy is starting to take hold in Tanzania

The new Feminist International Assistance Policy (GAC, 2017[7]) reinforces and builds on Canada's long track record of advocating for gender equality in Tanzania. Canada ensured Tanzanians were consulted as part of the International Assistance Review, that led to the new policy, for example, by using radio to disseminate information and offering the opportunity for input via text messaging (Farm Radio International, 2016[8]).

Development partners, multilateral organisations and Canadian civil society organisations welcome Canada's re-commitment to gender in Tanzania. However, Canada has yet to disseminate the policy widely amongst government counterparts and implementing partners, and to clarify what it means for Canada's ongoing development co-operation in Tanzania. Effectively communicating and implementing the policy in Tanzania will need to be done carefully given the sensitive context.[1]

Canada has no current approved country strategy for its engagement in Tanzania

Following the expiry of Canada's country development programming framework 2009-2014, a bilateral development strategy was drafted for 2015-2019 but was never signed due to the fact that the Canadian government changed and resolved to develop a new international assistance policy. The draft strategy has served in the interim. Bilateral development programming in Tanzania focuses on two action areas of the new feminist policy: human dignity (approximately 75% of the bilateral programme) and inclusive growth (approximately 25% of the bilateral programme). The draft strategy is used to guide an annual investment planning process. Annual plans and reports are completed using *Strategia*, an integrated mission planning and prioritising tool. Anticipating

confirmation of process, templates and guidance from headquarters, team members are now undertaking analysis to inform a new integrated country framework strategy for Tanzania guided by the feminist policy.

Canadian bilateral ODA dropped significantly between 2013 and 2016.

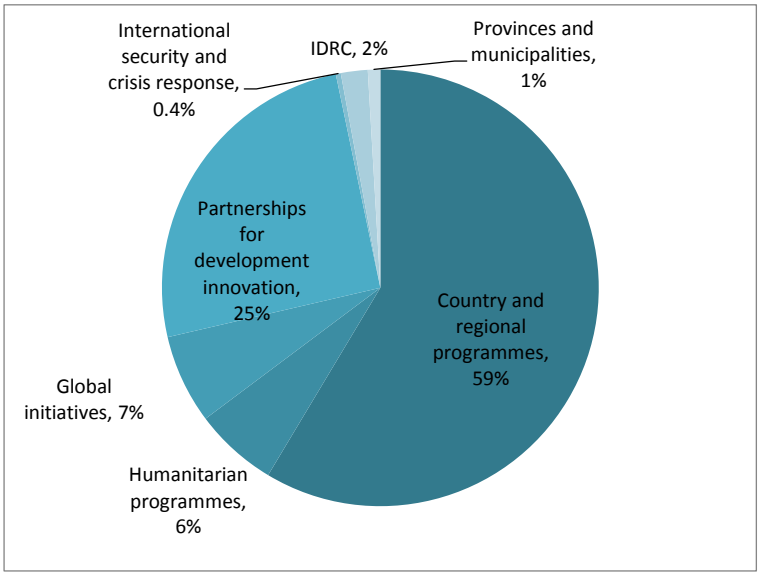
Canada's gross bilateral ODA disbursed to Tanzania averaged USD 67 million per calendar year over 2015 and 2016, accounting for 2% of Canada's total bilateral ODA. This represents a significant drop from the 2013-14 average of USD 104 million in bilateral support to Tanzania in a period when the country was Canada's second highest recipient partner (constant prices, Annex B).

Of the Canadian bilateral ODA disbursed in Tanzania in 2016 (OECD statistics CRS database):

- 67% went to project interventions
- 12% to basket or pooled funds
- 10% through multilaterals
- 7% to technical assistance
- 4% to other modalities.

Figure C.1. Total Canadian international assistance to Tanzania 2015-16

(USD 57 million)



Note: IDRC: International Development Research Centre. Data used for this chart is from the 2015-16 Canadian financial year.
Source: GAC (2016[9])"Statistical Report on International Assistance 2015-16," http://www.international.gc.ca/gac-amc/assets/pdfs/publications/sria-rsai-2015-16-eng.pdf

Of the total bilateral international assistance disbursed by Canada to Tanzania in the 2015/-16 financial year, 59% was channelled by Global Affairs through country and regional programmes (Figure C.2).

Organisation and management

Amalgamation and decentralisation have led to positive changes at the High Commission in Dar es Salaam

Since amalgamation of CIDA and DFAIT into Global Affairs Canada, High Commission staff report closer collaboration across foreign policy, trade and development. They particularly note an improvement in coherence and transparency allowing good governance to enhance the enabling environment for private sector growth – both in Tanzania and internationally (GAC, 2017[12]). In addition, the three streams collaborated when taking a recent position on the rights of members of the lesbian, gay, bisexual and transgendered community in Tanzania.

Canada has also made progress towards decentralisation in Tanzania since the 2012 peer review, with the field-based head of development co-operation now responsible for managing all programme staff in Dar es Salaam (12) and Ottawa (6). Under the current model there are separate reporting lines for the Head of Mission and Head of Co-operation to the Director General of the geographic directorate. This works well in Tanzania where the current High Commissioner was the former Head of Development Co-operation. However, there is a risk that following this approach in other contexts would place development in an inferior position vis-à-vis foreign policy, trade and security, challenging the department's unified structure.

Delays in approvals persist

Since the last peer review Canada has further streamlined and standardised its project approval processes. Nonetheless, in Tanzania, these processes take a long time due in part to a low appetite for risk. In addition, Canada's international assistance in Tanzania can be hindered by the limited delegation of programme and financial authority to the High Commission. This constrains Canada's ability to be flexible and innovative, and to work effectively with its partners on the ground. While Global Affairs Canada is required to work within Canadian government guidelines, a common-sense approach to dealing with changes in the local context would enhance the efficiency of project management and the relevance of Canada's international assistance locally.

Locally-engaged staff are an important part of the team at the High Commission

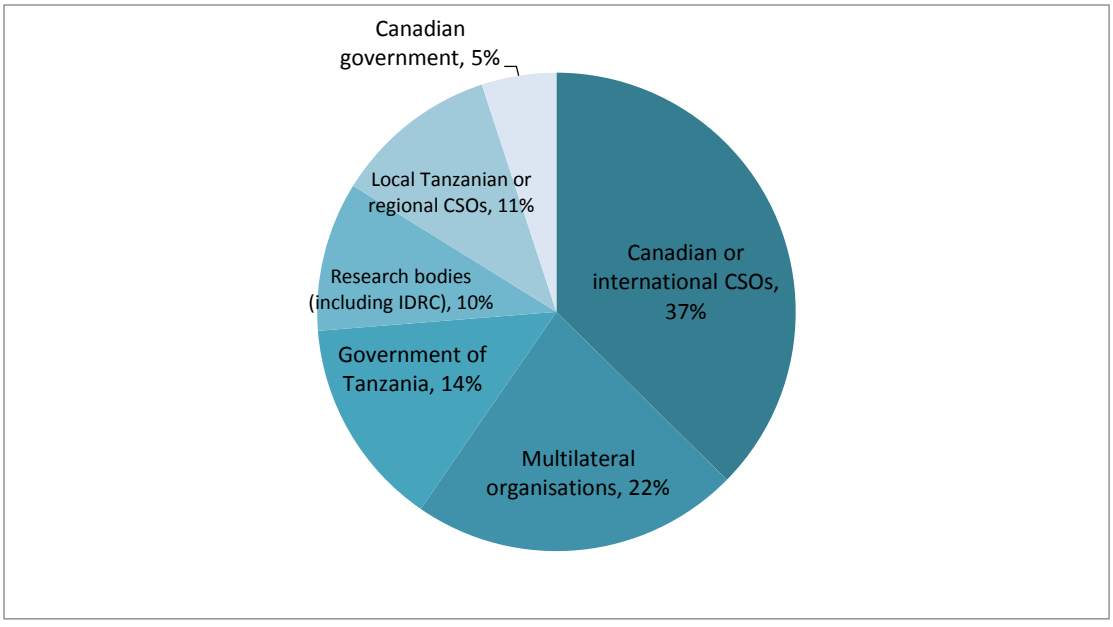
Locally-engaged staff play a critical role, providing local context; maintaining close relationships with government officials, implementing partners and local civil society organisations; and maintaining institutional knowledge and memory at the High Commission. The added value of locally engaged staff could be enhanced by:

- offering increased face-to-face training opportunities in addition to the mandatory and recommended courses the department delivers online
- providing greater opportunities for locally-engaged staff to conduct field-based monitoring of projects and programmes
- pre-posting management training which emphasises the value of locally-engaged staff for Canadian-based staff who will take on roles managing locally engaged staff.

The Field Support Services Project (FSSP) was established in Tanzania in late 2016 to provide technical, administrative and other services to development projects. Tanzania is one of the first countries in the world to have implemented FSSP, with plans to roll the model out globally to all other missions with a development stream. Under FSSP, Global Affairs Canada has contracted PricewaterhouseCoopers to provide a range of services, including administrative, logistical, technical, and financial services for the development programme in Tanzania. In the future it may also manage small local funds or development initiatives. The review team noted, however, that this sub-contracting model for employing technical advisors may mean they struggle to maintain their connections with the High Commission and also the sectors in which they work.

Partnerships, results and accountability

Figure C.2. Proportion of Canadian bilateral ODA by implementing partner, 2016



Note: CSO: civil society organisation; IDRC: International Development Research Centre
Source: OECD statistics CRS database

Civil society implements close to half of Canada's bilateral aid in Tanzania

Canada is committed to strengthening and working with civil society as a development actor in its own right in Tanzania. This is in line with its new civil society partnerships policy.[2] Numerous CSOs are funded by Canada to work in Tanzania,[3] and multiple projects – some of them very small – are funded and managed through separate channels (e.g. bilateral, Partnerships for Development Innovation, and Global Issues).

The Partnerships for Development Innovation branch disbursed more funding to Tanzania than to any other country in 2015-16 (USD 14.6 million) (GAC, 2016[9]) (Figure C.2). Tanzania's bilateral programme team does not have decision or financial accountability over partnerships funding, though it is consulted by the Partnerships for Development Innovation branch during project approval. Consequently, the landscape is complex on the ground and there is a risk of lack of co-ordination, high transaction costs and duplication.

Furthermore, as in other partner countries, Canada funds local NGOs to deliver small projects that meet local needs (all less than USD 75 000) through the Canada Fund for Local Initiatives. Projects are expected to advance Canadian development and foreign policy objectives, particularly in human rights (Department of Foreign Affairs, Trade and Development, 2014[5]).

Canada used multi-bi channels to deliver one-quarter of bilateral aid in Tanzania in 2016

Canada partners with multilaterals in Tanzania to deliver projects with shared results. In 2016, 24% of Canadian bilateral ODA (USD 11 million) was channelled through multilaterals (Figure C.2). This was disbursed to the following main multilateral institutions: UNICEF (7%), World Bank Group (6%), International Finance Corporation (4%), UNHCR (3%), World Food Programme (1%) (OECD statistics CRS database).

Canada is UNICEF's largest funder in Tanzania, providing bilateral funding for several large projects including for birth registration (Chapter 6). UNICEF is grateful for the targeted funding in this area, which is not well supported by donors. Overall, there is scope to strike a better balance between core and earmarked support in Tanzania, such as by contributing to the One UN.[4] However, Canada notes that it is not alone in having chosen in recent years not to support One UN in Tanzania.

Canada is a valued development partner

Canada's policy dialogue in Tanzania focuses on sectoral engagement, chairing sectoral and technical working groups, such as the Education Sector Development Partners Group (DPG), the Gender Equality DPG, and the Extractives DPG, and serving as the incoming member of the troika that chairs the Health DPG. Canada is also an active member of the Development Partners Group -Main, [5] which is the overall donor policy dialogue forum (GAC, 2017[4]).

In 2016-17, the Government of Tanzania and the Development Partners Group held a high-level development dialogue process. The objective of the "Kaberuka Report" process was to build a strong and inclusive partnership between development partners, the Government of Tanzania and other relevant stakeholders. The process included a full review of the aid architecture, options for the inclusion of the private sector and CSOs, and the provision of new financing instruments (Rodriguez and Shingiro, 2017[10]).

Tanzania's Development Co-operation Framework (Ministry of Finance, 2017[11]) was consequently approved by the Government of Tanzania in July 2017, setting out a framework for development co-operation partners in Tanzania for the period 2014/15-2024/25. However, despite the process, dialogue with the government remains challenging, and many development partners are not willing to use government systems.

Canada could make better use of programme-based approaches

Canada's use of programme-based approaches in Tanzania has declined recently, from USD 45 million in 2013-14, to USD 9 million in 2015-16 (GAC, 2017[12]). Given its advocacy for development effectiveness principles, Canada is in a good position to facilitate dialogue between government and development partners about perceived weaknesses in country systems with a view to increasing the use of programme-based approaches, including through its own programme.

Canada is among the largest bilateral donors in the health sector, contributing to the Tanzania Health Basket Fund.[6] In October 2016, Treasury Board approved a new Health Basket Fund contribution of USD 66 million (CAD 88 million) for the period 2016/17-2020/21. The arrangement was signed in March 2017; however approval delays in Ottawa meant Canada signed later than the other five donors (Ireland, Denmark, Switzerland, UNICEF and Korea). Some partners commented that this delay ultimately meant Canada had to take a low profile in terms policy dialogue around the new agreement.

Canada also provides significant bilateral support to reproductive and maternal, new-born child and adolescent health (RMNCAH). Five large RMNCAH projects were approved in March 2016 and are being implemented by Canadian CSO partners. This group of projects will receive USD 44 million (CAD 58 million) over five years to help improve the lives of women, girls and new-borns living in disadvantaged areas (GAC, 2017[4]).

Canada is a lead donor in education, where its assistance is increasingly concentrated on teacher training to improve the quality of education, especially for girls. Canada is one of the only donors supporting pre-service education and is working with the Tanzanian Ministry of Education, Science and Technology to deliver the Teacher Education Support Project (TESP), which has both an infrastructure and an institutional-support component, valued at a total of USD 45 million over five years.

Considering Canada's long-term commitment to Tanzania as a development partner, and in view of its decreasing financial commitments, as it develops its new integrated country framework strategy Canada could enhance its ability to ensure development effectiveness and achieve impact by consolidating its development programme across the multiple partnerships and channels it supports (bilateral, Partnerships for Development Innovation, Global Issues and humanitarian).

Canada could do more to support partner monitoring and evaluation systems

While Canada emphasises the importance of strong project monitoring and evaluation, its implementing partners in Tanzania face several challenges:

- There is a widespread perception that intermediate outcomes cannot be altered once projects commence, limiting partners' ability to adapt to changes in the context which have occurred during lengthy decision-making processes.
- Canada's use of external monitors (for example in the TESP) and specific reporting requirements limits partners' ability to build and sustain their own monitoring and evaluation capacity (and to undertake real-time monitoring).
- Reporting requirements are considered heavier than those of other donors. While partners appreciate receiving detailed feedback on their reports, they would prefer Canada to direct time and resources into more field visits.
- Externally contracted and pre-agreed mid-term and final evaluations appear to be the default approach for Canada. Projects would benefit from more strategic use of evaluation throughout the project lifecycle.

Canada is working to strengthen Tanzania's overall systems for evidence-based decision making in policy and service delivery, including through support to the Tanzania Statistical Master Plan, and through investing in improved data for MNCH through the Real Accountability: data analysis for results project (RADAR). However, Canada could do more to support and use local M&E systems in its bilateral projects.

Notes

[1] Tanzania ranks 125 out of 155 countries, with a rating of 0.547 on the Gender Inequality Index. Root causes of gender inequalities include historical and structural power imbalances between women and men and pervasive gender stereotypes. Some of the main challenges for gender equality in Tanzania are inequitable access to and ownership of land and resources, the low participation of women at all levels of decision making, gender-based violence and women's exclusion from the economy. See the UNDP gender equality webpage: http://www.tz.undp.org/content/tanzania/en/home/ourwork/genderequality/overview.html.

[2] See "Canada's policy for civil society partnerships for international assistance – a feminist approach", at http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/civil_policy-politique_civile.aspx?lang=eng.

[3] Including Aga Khan Foundation Canada, CARE Canada, Mennonite Economic Development Associates of Canada, Primate's World Relief and Development Fund, Oxfam Canada, World Vision Canada, and Right to Play International.

[4] For further details see: http://tz.one.un.org/who-we-are/united-nations-in-tanzania-delivering-as-one.

[5] For more information see the Development Partners Group website: www.tzdpg.or.tz/dpg-website/dpg-tanzania.html.

[6] For further details see: http://www.tzdpg.or.tz/index.php?id=1164.

References

Department of Foreign Affairs, Trade and Development (2014), *Canada's Development Strategy with Tanzania 2014-2019 - DRAFT*. [5]

Farm Radio International (2016), "Paza Sauti: Hearing from Tanzanians 2016", http://farmradio.wpengine.netdna-cdn.com/wp-content/uploads/FRI-GAC-Report-on-IAR-evidence-gathering-in-Tz-29-Jul-16-2.pdf (accessed on 19 January 2018). [8]

GAC (2017), *Canada Tanzania Bilateral Relations*, Global Affairs Canada. [4]

GAC (2017), *Canada's feminist international assistance policy*, Global Affairs Canada, http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng (accessed on 20 December 2017). [7]

GAC (2017), *Programme based Approaches - Data*, (unpublished). [12]

GAC (2017), *Strategia Annual Report: Development Components*. [6]

GAC (2016), *Statistical Report on International Assistance*, http://www.international.gc.ca/gac-amc/assets/pdfs/publications/sria-rsai-2015-16-eng.pdf (accessed on 24 January 2018). [9]

GPEDC (2016), *Monitoring Profile- October 2016: The United Republic of Tanzania*, http://effectivecooperation.org/wp-content/uploads/2016/10/Tanzania_4.10.pdf (accessed on 19 January 2018). [3]

Ministry of Finance (2017), *The United Republic of Tanzania: Development Cooperation Framework*, http://www.tzdpg.or.tz/fileadmin/documents/external/publications/Development_Cooperation_Framework_Tanzania.pdf (accessed on 19 January 2018). [11]

Ministry of Finance and Planning (2016), *National Five Year Development Plan 2016/17-2020/21*, Government of Tanzania, http://www.mit.go.tz/uploads/files/National%20Five%20Year%20Development%20Plan%202016-17__2020-21%20(1).pdf (accessed on 19 January 2018). [2]

Prosper, C., D. Rogers and E. Chidozie (2017), *Tanzania: African Economic Outlook*, AfDB, UNDP, OECD, http://www.africaneconomicoutlook.org/en/country-notes/tanzania (accessed on 10 January 2018). [1]

Rodriguez, A. and C. Shingiro (2017), *Changing the conversation on aid and investment: Designing a new dialogue framework for Tanzania – Global Partnership for Effective Development Co-operation*, http://effectivecooperation.org/2017/06/changing-the-conversation-on-aid-and-investment-designing-a-new-dialogue-framework-for-tanzania/ (accessed on 19 January 2018). [10]

Annex D. Organisational charts

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

The OECD is a unique forum where governments work together to address the economic, social and environmental challenges of globalisation. The OECD is also at the forefront of efforts to understand and to help governments respond to new developments and concerns, such as corporate governance, the information economy and the challenges of an ageing population. The Organisation provides a setting where governments can compare policy experiences, seek answers to common problems, identify good practice and work to co-ordinate domestic and international policies.

The OECD member countries are: Australia, Austria, Belgium, Canada, Chile, the Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Israel, Italy, Japan, Korea, Latvia, Lithuania, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Poland, Portugal, the Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States. The European Union takes part in the work of the OECD.

OECD Publishing disseminates widely the results of the Organisation's statistics gathering and research on economic, social and environmental issues, as well as the conventions, guidelines and standards agreed by its members.

DEVELOPMENT ASSISTANCE COMMITTEE

To achieve its aims, the OECD has set up a number of specialised committees. One of these is the Development Assistance Committee (DAC), whose mandate is to promote development co-operation and other policies so as to contribute to sustainable development – including pro-poor economic growth, poverty reduction and the improvement of living standards in developing countries – and to a future in which no country will depend on aid. To this end, the DAC has grouped the world's main donors, defining and monitoring global standards in key areas of development.

The members of the DAC are Australia, Austria, Belgium, Canada, the Czech Republic, Denmark, the European Union, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Japan, Korea, Luxembourg, the Netherlands, New Zealand, Norway, Poland, Portugal, the Slovak Republic, Slovenia, Spain, Sweden, Switzerland, the United Kingdom and the United States.

The DAC issues guidelines and reference documents in the DAC Guidelines and Reference Series to inform and assist members in the conduct of their development co-operation programmes.

OECD PUBLISHING, 2, rue André-Pascal, 75775 PARIS CEDEX 16
(43 2018 08 1 P) ISBN 978-92-64-30355-3 – 2018

OECD Development Co-operation Peer Reviews

CANADA

The OECD's Development Assistance Committee (DAC) conducts periodic reviews of the individual development co-operation efforts of DAC members. The policies and programmes of each DAC member are critically examined approximately once every five years. DAC peer reviews assess the performance of a given member, not just that of its development co-operation agency, and examine both policy and implementation. They take an integrated, system-wide perspective on the development co-operation and humanitarian assistance activities of the member under review.

Consult this publication on line at ***https://doi.org/10.1787/9789264303560-en***.

This work is published on the OECD iLibrary, which gathers all OECD books, periodicals and statistical databases. Visit ***www.oecd-ilibrary.org*** for more information.

2018

OECD*publishing*

www.oecd.org/publishing

ISBN 978-92-64-30355-3
43 2018 08 1 P

9 789264 303553