



A QUANTITATIVE REVIEW OF
CANADA'S INTERNATIONAL
ASSISTANCE INVESTMENTS
IN GENDER EQUALITY

OCTOBER 2023

Follow the Money



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Table of Contents

2 ACKNOWLEDGEMENTS

5 ACRONYMS

6 EXECUTIVE SUMMARY

9 INTRODUCTION

13 CANADIAN ODA AND THE GENDER EQUALITY POLICY MARKER DATA

FIGURE 1

Canadian ODA by Gender Equality Marker

FIGURE 2

Canadian ODA with a 'Principal' Gender Equality Marker

TABLE 1

Top Projects Marked Gender Equality 'Principal' in 2021

17 CANADIAN ODA - WOMEN'S RIGHTS ORGANIZATIONS AND MOVEMENTS

FIGURE 3

Canadian ODA to Women's Rights Organizations

FIGURE 4

Total and Percentage of ODA to Women's Rights Organizations

20 CANADIAN ODA - ENDING VIOLENCE AGAINST WOMEN AND GIRLS

FIGURE 5

Canadian ODA to End Violence against Women and Girls

FIGURE 6

Total and Percentage of ODA to Ending Violence Against Women and Girls

FIGURE 7

Canadian ODA to Ending Violence Against Women and Girls in Crisis Countries

24 CANADIAN ODA - REPRODUCTIVE HEALTH AND FAMILY PLANNING

FIGURE 8

Canadian ODA to Reproductive Health and Family Planning

27 CANADIAN ODA - ECONOMIC SECTORS

FIGURE 9

Canadian ODA to Economic and Productive Sectors by Gender Marker

29 GENDER EQUALITY DIMENSIONS OF CANADIAN ENVIRONMENT-FOCUSED ODA

FIGURE 10

Canadian ODA by Environment and Gender Equality Marker

31 CANADIAN ODA - FIAP ACTION AREAS

FIGURE 11

Canadian ODA Disbursements Reported to Parliament by FIAP Action Area (FY 2020-2021)

FIGURE 12

Canadian ODA Spending by FIAP Action Area and Gender Equality Marker (2021)

FIGURE 13

Canadian ODA Spending by FIAP Action Area and Gender Equality Marker

35 CONCLUSION

37 METHODOLOGY

TABLE 2

GAC and OECD DAC Gender Equality Policy Markers

TABLE 3

Global Humanitarian Assistance Report Crisis Countries

TABLE 4

Feminist International Assistance Policy Action Areas Methodology

44 REFERENCES

46 APPENDIX 1: NOTES ON BILATERAL ALLOCABLE AID

FIGURE 14

Comparing all Canadian ODA to Bilateral Allocable Aid

Acronyms



CAD	CANADIAN DOLLAR
CRS	CREDITOR REPORT SYSTEM (OECD)
FIAP	FEMINIST INTERNATIONAL ASSISTANCE POLICY
FY	FISCAL YEAR
GAC	GLOBAL AFFAIRS CANADA
NGO	NON-GOVERNMENTAL ORGANIZATION
ODA	OFFICIAL DEVELOPMENT ASSISTANCE
OECD DAC	ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT – DEVELOPMENT ASSISTANCE COMMITTEE
SRHR	SEXUAL AND REPRODUCTIVE HEALTH RIGHTS
UN	UNITED NATIONS

All monetary figures are expressed in Canadian dollars, unless otherwise noted.

Executive Summary

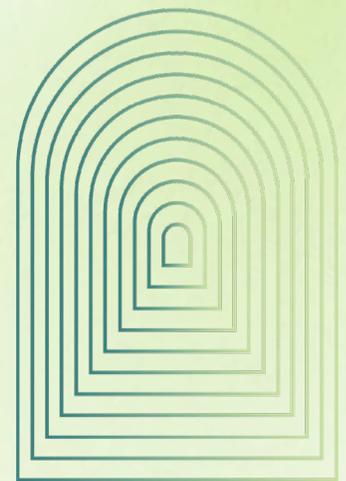
Introduced in 2017, Canada's Feminist International Assistance Policy (FIAP) set two new targets for gender equality investments to be achieved by fiscal year 2021-2022: 15% of bilateral international development assistance would have gender equality/empowerment of women and girls as its primary purpose and overall, and 95% of bilateral assistance would either target or integrate this key objective.

Using data in the OECD DAC's Creditor Reporting System (CRS), this report explores Canada's gender equality-related official development assistance (ODA) investments between 2015 and 2021. This is the latest data available at the time of publication.

It finds that Canada has made progress towards meeting these commitments. The report also notes, however, that understanding resource flows is often difficult. Transparency, reporting, and reliability of gender equality markers and data could be improved.

In 2021, investments coded as gender equality 'principal' (the main objective is gender equality and/or the empowerment of women and girls – equivalent to Global Affairs Canada's (GAC) 'targeted') reached 9.0% of bilateral allocable aid. As a whole, since the introduction of the FIAP in 2017, there has been a fairly steady rise in gender 'principal' investments. Within this steady rise, there was also a considerable spike in gender 'principal' spending in 2020, when these investments amounted to a full 25.1% of bilateral allocable aid. One of the key drivers of this spike was Canada's investment in the Equality Fund.

Investments considered gender equality 'significant' (where gender equality is an aim, but not the primary aim of the investment – equivalent to GAC's 'integrated') experienced an initial increase between 2016 and 2018, followed by a decline between 2018 and 2020, and a rebound in 2021. The decline in gender 'significant' spending was likely due in part to 'principal' investments slowly taking up more of a share of bilateral allocable aid. According to the data in the CRS, in 2021 the 'significant' portion of overall Canadian bilateral allocable aid was 80.9% for an overall total of 89.9% gender equality targeted (marked either 'significant' or 'principal') bilateral allocable aid.



Transparency, reporting, and reliability of gender equality markers and data could be improved.

2019- 2020

saw the largest jump in spending when Canada went from spending \$29.4 million (0.9% of bilateral allocable aid) to \$347.5 million (8.7% of bilateral allocable aid).

Correspondingly given these increases, the percentage of investments without any gender equality considerations has dropped. While these gender equality “none” investments represented more than a third of bilateral allocable aid in 2015 (36.0%), in 2021, they accounted for 10.1% of total bilateral allocable aid.

Meanwhile, the amount of Canadian ODA going to women’s rights organizations has increased substantially since 2015. The largest jump in this spending occurred between 2019 and 2020 when Canada went from spending \$29.4 million (0.9% of bilateral allocable aid) to \$347.5 million (8.7% of bilateral allocable aid). This increase is explained by the \$300 million contribution to the Equality Fund. This major jump in 2020 positioned Canada as a leader among all DAC donor countries in this area that year. In 2021, however, this spending declined to \$52.8 million (1.1% of bilateral allocable aid). This nevertheless, still represents a considerable increase from the pre-FIAP era.

Canadian ODA investments towards ending violence against women and girls have also increased in recent years and Canada is now a global leader in this area of funding, in terms of dollars spent. When looking at the percentage of total bilateral allocable aid committed to this aim, Canada ranked 4th overall in 2021.

Canada’s investments in reproductive healthcare and family planning have increased substantially over the last several years. While in 2015, funding in these areas amounted to \$41.0 million (1.2% of bilateral allocable aid), in 2021, this amount rose to \$170.4 million (3.5% of total bilateral allocable aid).

The FIAP made the commitment to increase gender equality programming across all Action Areas. While there has been increases in gender ‘principal’ bilateral allocable aid in all programming areas, progress has been strongest in the areas of Inclusive Governance, Global Health and Nutrition and Education. However, work is still required in building out gender-targeted initiatives in humanitarian assistance and climate/environment funding.

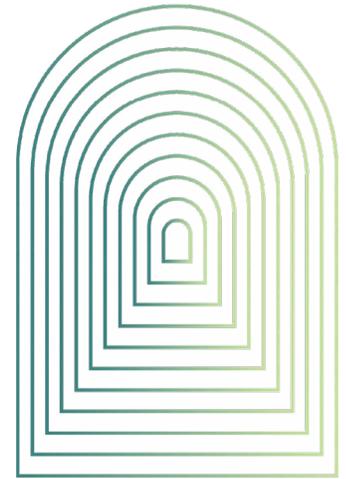
The results of this quantitative review are encouraging and point to some of the changes in Canada’s ODA investments as a result of the FIAP. However, the numbers themselves reveal little about the quality of the initiatives or the actual results achieved. Moreover, there are divergences associated with GAC internal investment tracking and the reporting captured within the DAC CRS and there is very little publicly-available information that provides transparency

around the differing methodologies associated with each. This invariably makes direct comparisons between GAC and the DAC CRS very challenging.

The report ends with four recommendations to Global Affairs Canada to continue to improve both the overall quantity and quality of gender equality investments. In addition, the report recommends increasing both the transparency and the quality of reporting of gender equality investments (including investments in feminist movements), as well as increasing capacity to address gender equality as a principal objective in programming sectors that, to date, have lagged behind on implementing the ambition of the FIAP.



Introduction



In 2017, the Canadian government took a bold step announcing the Feminist International Assistance Policy (FIAP) (Global Affairs Canada, 2017). For the first time, the Policy included two specific commitments on gender equality spending:

- By 2021-22 no less than 95% of Canada's bilateral international development assistance will target or integrate gender equality and the empowerment of women and girls; and
- 15% of bilateral international development assistance, across all Action Areas, to initiatives dedicated to advancing gender equality and the empowerment of women and girls.

Six years later, there is an ongoing debate over the impact of the FIAP.¹ The GAC report to Parliament covering fiscal year 2021-2022 (GAC 2023b) notes that,

" When factoring in efforts across all action areas of the development program, nearly all (99%) of Canada's bilateral international development assistance this reporting period either targeted or integrated gender equality."

The report from the previous year highlighted specific investments (GAC 2022b):

- \$150 million over five years to the Women's Voice and Leadership initiative to support local women's organizations;
- \$300 million to the 15-year Equality Fund initiative; and
- \$95 million in 2020-2021 toward eliminating sexual and gender-based violence, including child, early and forced marriage, and female genital mutilation and cutting (considered part of Canada's commitment to reach \$700 million a year for sexual and reproductive health and rights by 2023-2024).

GAC's Departmental Results Report for 2021-2022 (GAC 2023a) published in fall 2022 stated:

¹ See, for example, the three-part blog series FIAP at 5 on the Equality Fund website, with the first blog available at: <https://equalityfund.ca/policy/happy-fifth-anniversary-to-canadas-feminist-international-assistance-policy/>



" In 2021-22, nearly all—99%—of Canada's bilateral international development assistance either targeted or integrated gender equality results, exceeding the Feminist International Assistance Policy target of 95% by 2022.

Canada remained a top donor investing in women's rights organizations and ending violence against women and girls and, for the third year in a row, Canada was the top bilateral donor for the overall share of aid supporting gender equality.

Canada's overall dollar investment in initiatives that specifically target gender equality results has increased 6-fold since 2015-16.

However, the continued need for funding to address the COVID-19 pandemic and increased requirements for humanitarian assistance, notably in Afghanistan, resulted in a lowering of the overall percentage of Canada's investment that targets gender equality, which was at 10% in 2021-22, below the department's 15% target."

Turning to support specifically directed to women's movements and organizations (a key concern of feminists²), the 2022 report mentions an estimated total number of women's rights organizations reached in 2020-2021 (more than 5,000) and the total amount of funding flowing to these

² See, for example, UN Women (2021) and AWID (2021).

organizations (\$248 million). The 2023 report notes that in 2021-2022 GAC provided \$89 million to support and strengthen women’s rights organizations and movements and helped more than 1,800 women’s organizations and networks strengthen their capacity to advance women’s rights and gender equality.

While official reports do provide important metrics illustrating Canada’s investments in gender equality programming, there are still key data missing.

Earlier this year, a report from Canada’s Auditor General included findings critical of Global Affairs Canada’s implementation of the FIAP. It noted that the target of 15% had not been met, indicators did not track outcomes, and there were weaknesses in data and information management.³

In order to contribute to this discussion, the Equality Fund commissioned an analysis of Canada’s international assistance spending, as reported to the OECD-DAC. We wanted to ‘follow the money’ in more detail.

The OECD DAC’s Creditor Reporting System (CRS) houses a robust dataset on aid activity as reported by all DAC members. The data captured within this system not only illustrate the financial aid flows for every year but also capture descriptive qualities associated with individual development investments. This information includes project titles and descriptions, type of implementing agency, and sector-specific coding (OECD, 2022a).

Among the coding within the CRS is a gender equality policy marker, which notes the extent the development investment listed supports gender equality objectives. The marker includes three levels (OECD, 2022c):⁴

- 1. ‘principal’ (marked with a 2) represents those investments in which gender equality is the primary objective. This is also considered ‘dedicated’ funding.**
- 2. ‘significant’ (marked with a 1) captures those projects in which gender equality is a deliberate objective but is not the principal driver for the initiative. In other words, gender equality is ‘integrated.’**

The target of

15%

to address the COVID-19 pandemic and increased humanitarian assistance had not been met in 2021-22.

³ See Office of the Auditor General of Canada (2023). For commentary on the report see the Equality Fund blog available at: <https://equalityfund.ca/policy/canadas-feminist-international-assistance-policy-is-key-to-addressing-our-biggest-global-challenges/>

⁴ See the Methodology section for a description of OECD DAC CRS versus Global Affairs Canada gender markers.

3. "not targeted" (marked with a 0) is assigned to those investments that do not support gender equality in any capacity.

It is important to point out that these codes are applied by the staff of each DAC member and not independently verified. Analysts have pointed out that the current gender equality tracking mechanisms have major shortcomings, including inconsistent application, validation, and alignment of various gender equality marker structures (Friends of Publish What You Fund & Publish What You Fund, 2021). However, at this moment the gender equality marker is the best tool available to understand broad trends.

This report uses OECD DAC CRS data to analyze Canada's ODA investments between 2015 and 2021.

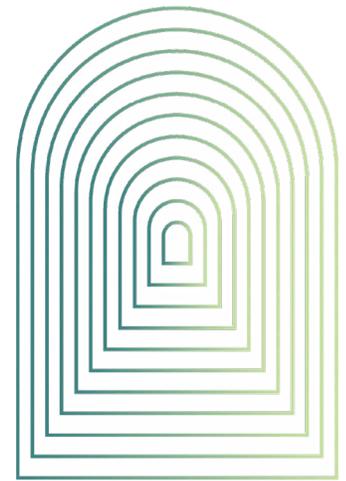
This report uses OECD DAC CRS data to analyze Canada's ODA investments between 2015 and 2021. This is the latest data available at the time of writing. It examines the gender marker associated with all funding flows, as well as the amount of ODA invested in specific sectors.

While the OECD DAC CRS captures all ODA investments, gender-related foreign aid data reported through the DAC Network on Gender Equality (GenderNet) only looks at what it calls "bilateral allocable aid." In keeping with this methodology, the amounts captured within this report reflect bilateral allocable aid, rather than total ODA (please see Appendix 1 for more details).

It is important to note that while Canada uses its fiscal year (April 1 to March 31) as its reporting period, the DAC CRS is based on calendar years. Thus, it should be expected that investments reported through the Canadian government and the DAC CRS will not align perfectly in terms of timelines. The trends captured through the DAC CRS, however, do provide an accurate depiction of Canadian ODA spending.

This report first explores the trends in Canada's overall bilateral allocable aid portfolio, analyzing trends in gender equality 'principal' and 'significant' spending between 2015 and 2021. It then turns to investments in women's rights organizations, ending violence against women and girls, and reproductive health and family planning. Thereafter, the report looks at the gender equality marker data in ODA investments in economic and productive sectors and environment investments. Finally, the report ends by reviewing the gender equality marker data in the FIAP Action Areas.

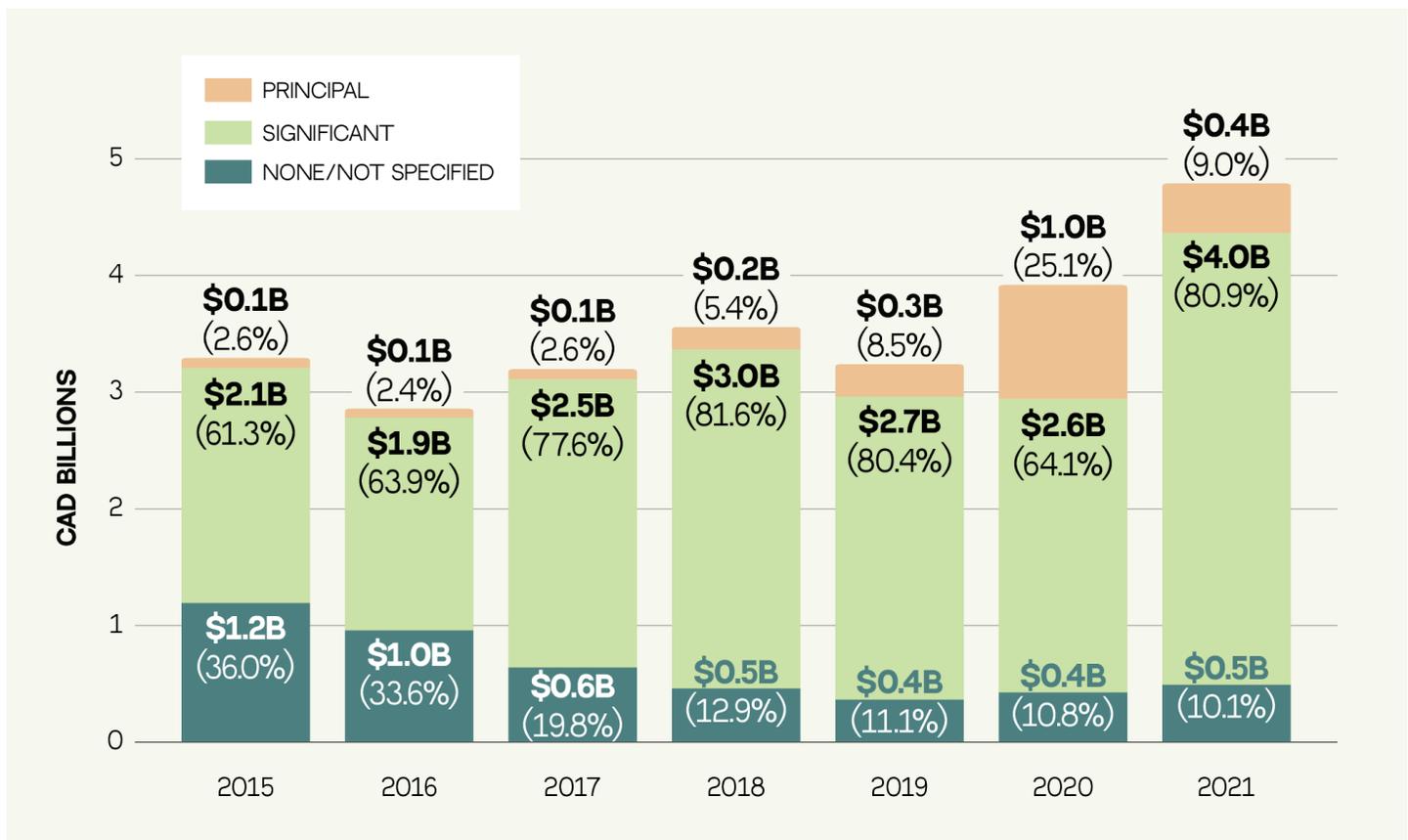
Canadian ODA and the Gender Equality Policy Marker Data



Looking to Canada’s investments in gender-targeted programming – those marked both gender ‘significant’ and those marked gender ‘principal’– we see a consistent rise between 2015 and 2021. As seen in Figure 1 below, we note that the amount of bilateral allocable aid that has no gender marker at all diminishes from representing 36.0% (\$1.2 billion) to 10.1% (\$0.5 billion) of total bilateral allocable aid.

Looking more closely at the gender ‘principal’ category, we can clearly see a positive trend in these investments between 2017 and 2020. Between

FIGURE 1
Canadian ODA by Gender Equality Marker

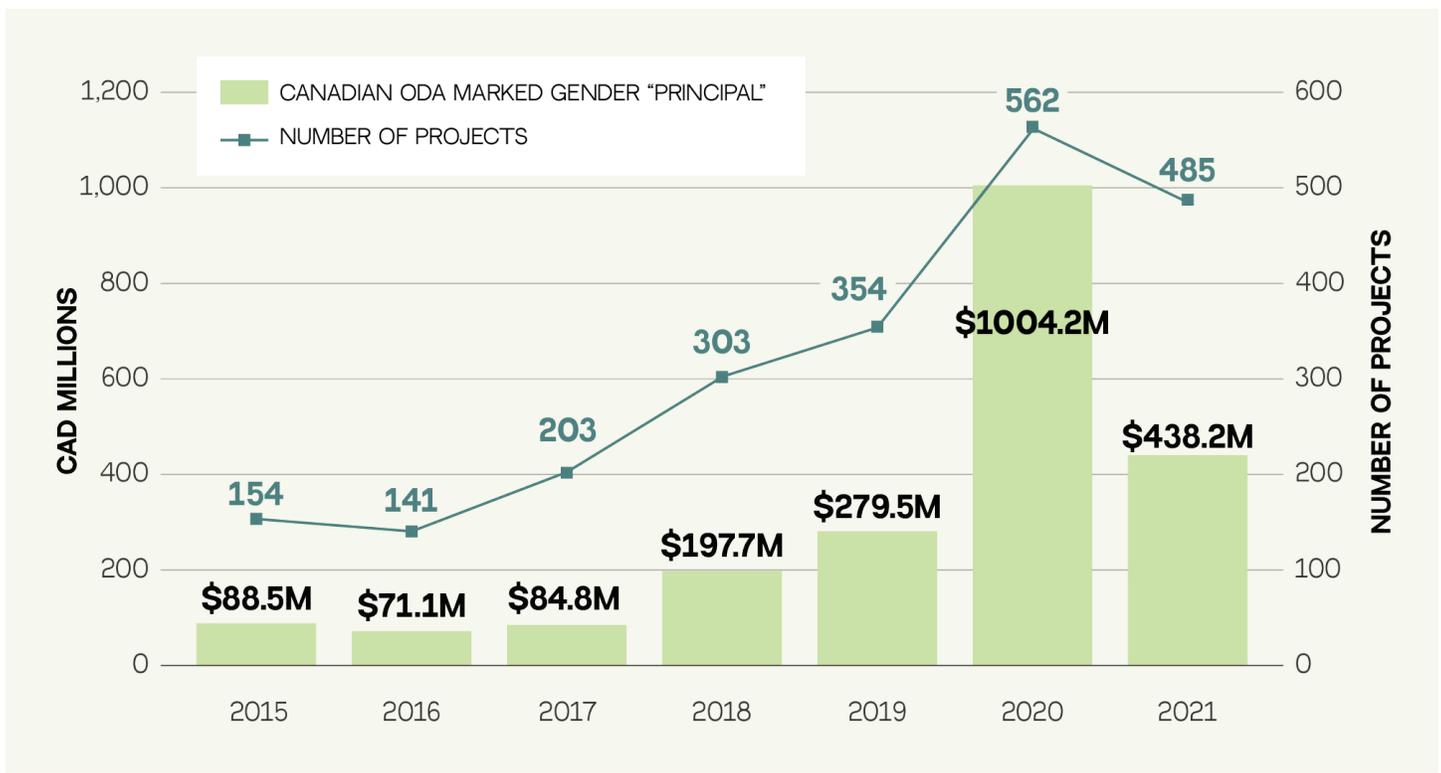


Source: OECD DAC CRS

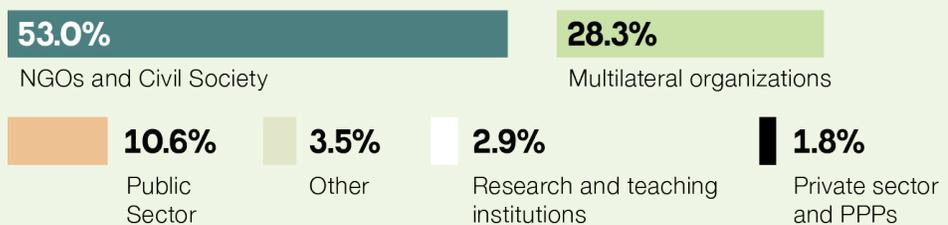
Notes: Constant 2020 prices. Includes all Canada bilateral allocable aid for the period 2015-2021. Percentages provided are the percentage of funding as a proportion of total Canadian bilateral allocable aid for that year.

2015 and 2017, development investments considered ‘principal’ accounted for 2.4%-2.6% of all bilateral allocable aid (\$0.1 billion). Thereafter, there is a marked increase in the percentage of ODA marked ‘principal,’ with these investments rising to 5.4% (\$0.2 billion) and 8.5% (\$0.3 billion) in 2018 and 2019 respectively. In 2020, Canada saw its most significant increase, with ‘principal’ gender equality spending jumping to 25.1% of total bilateral allocable aid expenditures (\$1.0 billion). As noted in the sections below, this jump is at least partially explained by GAC’s investment in the Equality Fund

FIGURE 2
Canadian ODA with a ‘Principal’ Gender Equality Marker



2021 ODA MARKED GENDER "PRINCIPAL" BY AID CHANNEL



Source: OECD DAC CRS

Notes: Constant 2020 prices. Number of projects determined based on donor project ID codes.

during this period. In 2021, Canada saw its gender ‘principal’ spending decline, however, these investments now represent approximately 9.0% of bilateral allocable aid (\$0.4 billion).

It is interesting to compare Canadian figures with the overall DAC average. In 2018-2019 the total dedicated to programs that integrate gender equality as a ‘significant’ policy objective was 40% and programs with gender equality as a ‘principal’ objective was 5% of the total bilateral aid (OECD 2022d). Thus, Canada comes in above average on both measures.

As captured in Figure 2 above, the overall increase in expenditures between 2017 and 2020 was also accompanied by an increase in the number of projects funded (rather than just an increase in the amount disbursed to each project). While the number of projects dipped from 154 to 141 between 2015 and 2016, it thereafter rose fairly consistently to 354 in 2019 and then more drastically in 2020 to 562 projects. In keeping with the dip in expenditures between 2020 and 2021, we also see a decline in the number of projects during this period to 485.

The majority (53.0%) of Canada’s bilateral allocable aid funding marked ‘principal’ in terms of gender equality in 2021 was channelled through NGOs and civil society organizations, followed by multilateral organizations (28.3%) and public sector actors (10.6%). The remaining expenditures were divided between “other” entities, private sector institutions, public-private partnerships (PPPs), teaching institutions, research institutes and/or think tanks (Figure 2).

Table 1 below captures the top gender principal projects in 2021 (in terms of ODA expenditures). The highest amount of project disbursements in this year (\$26.5 million) went to the health pooled fund in South Sudan entitled My Health, My Choice. Disbursements to this project in 2021 were almost three times the amount disbursed to each of the next two top projects (\$9.3 million each), both of which were UN-led global-level initiatives.

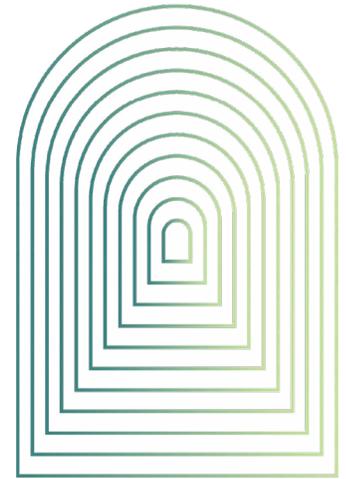
53%

of Canada’s bilateral allocable aid funding marked ‘principal’ in terms of gender equality in 2021 was channelled through NGOs and civil society organizations.

TABLE 1**Top Projects Marked Gender Equality ‘Principal’ in 2021**

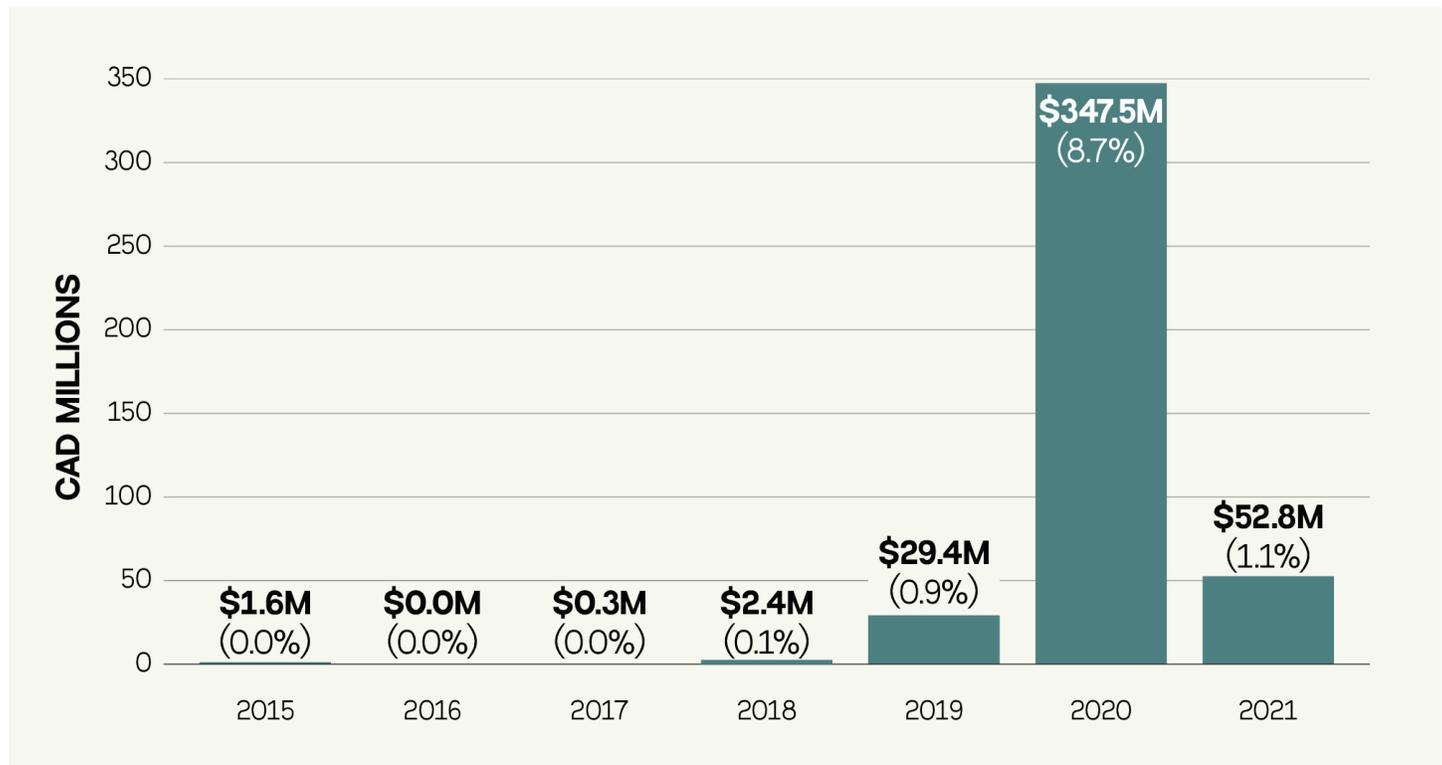
PROJECT TITLE	SPENT IN 2021	COUNTRY
1. My Health, My Choice - Support to the Health Pooled Fund in South Sudan	CAD 26.5m	South Sudan
2. Support to UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage	CAD 9.3m	Global
3. UN Trust Fund to End Violence Against Women - 03	CAD 9.3m	Global
4. Improving Adolescent Girls' Inclusive Education (IMAGINE) in Mali	CAD 7.6m	Mali
5. Girls Reproductive Health, Rights and Empowerment Accelerated in Tanzania	CAD 6.6m	Tanzania
6. Daring to Shift: Young Women at the Centre of Inclusive Growth	CAD 6.3m	Africa and the Middle East
7. Education for Crisis-Affected Girls in Eastern DRC	CAD 5.4m	Democratic Republic of Congo
8. Preventing and responding to sexual and gender-based violence in Ethiopia	CAD 5.1m	Ethiopia

Canadian ODA - Women's Rights Organizations and Movements



A key component of gender equality programming is support directed specifically to women's rights organizations.⁵ Analyzing Canadian ODA going to these organizations, we see a similar trend to the broader ODA investments in gender equality 'principal' projects. Between 2015 and 2017, funding going to women's rights organizations represented a negligible proportion of total bilateral allocable aid, with under \$2.0 million going towards this objective each year. Thereafter, this funding increased to \$42.4 million (0.1% of bilateral allocable aid) in 2018 and \$29.4 million (0.9% of bilateral allocable aid) in 2019. In 2020, we see a notable jump in funding going to women's rights organizations, with a total investment of \$347.5 million (8.7% of bilateral

FIGURE 3
Canadian ODA to Women's Rights Organizations



Source: OECD DAC CRS

Notes: Constant 2020 prices. Includes reported Canadian bilateral allocable aid under purpose code 15170 (women's organizations and movements, and government institutions) that is being directed to NGOs and civil society (channel code 20000) for the period 2015-2021. Percentages provided represent the percentage of funding as a proportion of all Canadian bilateral allocable aid for that year.

allocable aid); this jump was due, in large part, to Canada’s substantial investment in the Equality Fund – which will deliver results for multiple years. In 2021, Canada’s annual investment in women’s rights organizations dipped to \$52.8 million (1.1% of bilateral allocable aid) (Figure 3). However, this is still substantially above 2017 levels.

Canada ranks

3RD

in total aid expenditures, and

5TH

in % of bilateral allocable aid going to women’s rights organizations.

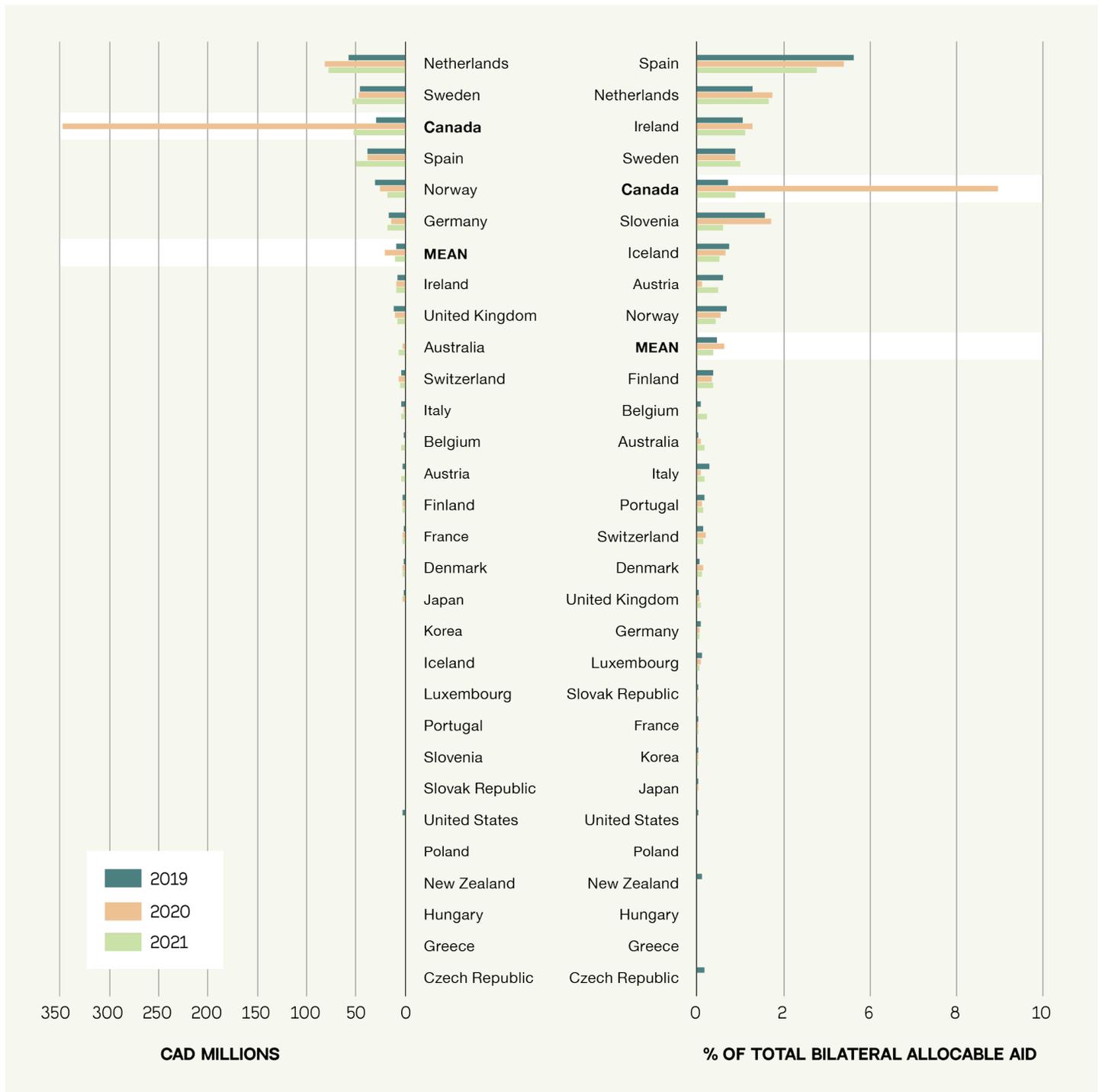
The major increase in Canada’s investments in women’s rights organizations in 2020 positioned the country as a global leader in this area for that year, both in terms of ODA amounts and percentage of total bilateral allocable aid. This is illustrated by the large spike in spending captured in Figure 4 below. In 2021, however, as Canada’s new disbursements to women’s rights organizations declined, it lost its position as global leader on this front. Canada now ranks 3rd in terms of total aid expenditures and 5th in terms of percentage of bilateral allocable aid going to women’s rights organizations.

Currently, the countries spending the highest amounts of ODA on women’s rights organizations are the Netherlands (\$77.7 million) and Sweden (\$53.0 million) followed by Canada (\$52.8 million). In terms of percentage of total bilateral allocable aid, the global leaders are Spain (3.5%), followed by the Netherlands (2.0%) and Ireland (1.4%).



⁵ The OECD DAC CRS groups NGOs and civil society within a single channel code. As such, our definition of “women’s rights organizations” includes NGOs and civil society organizations.

FIGURE 4
Total and Percentage of ODA to Women’s Rights Organizations



Source: OECD DAC CRS

Notes: Constant 2020 prices. Includes reported bilateral allocable aid to NGOs and civil society (channel code 20000) under purpose code 15170 (women's organizations and movements, and government institutions) for the period 2019-2021.

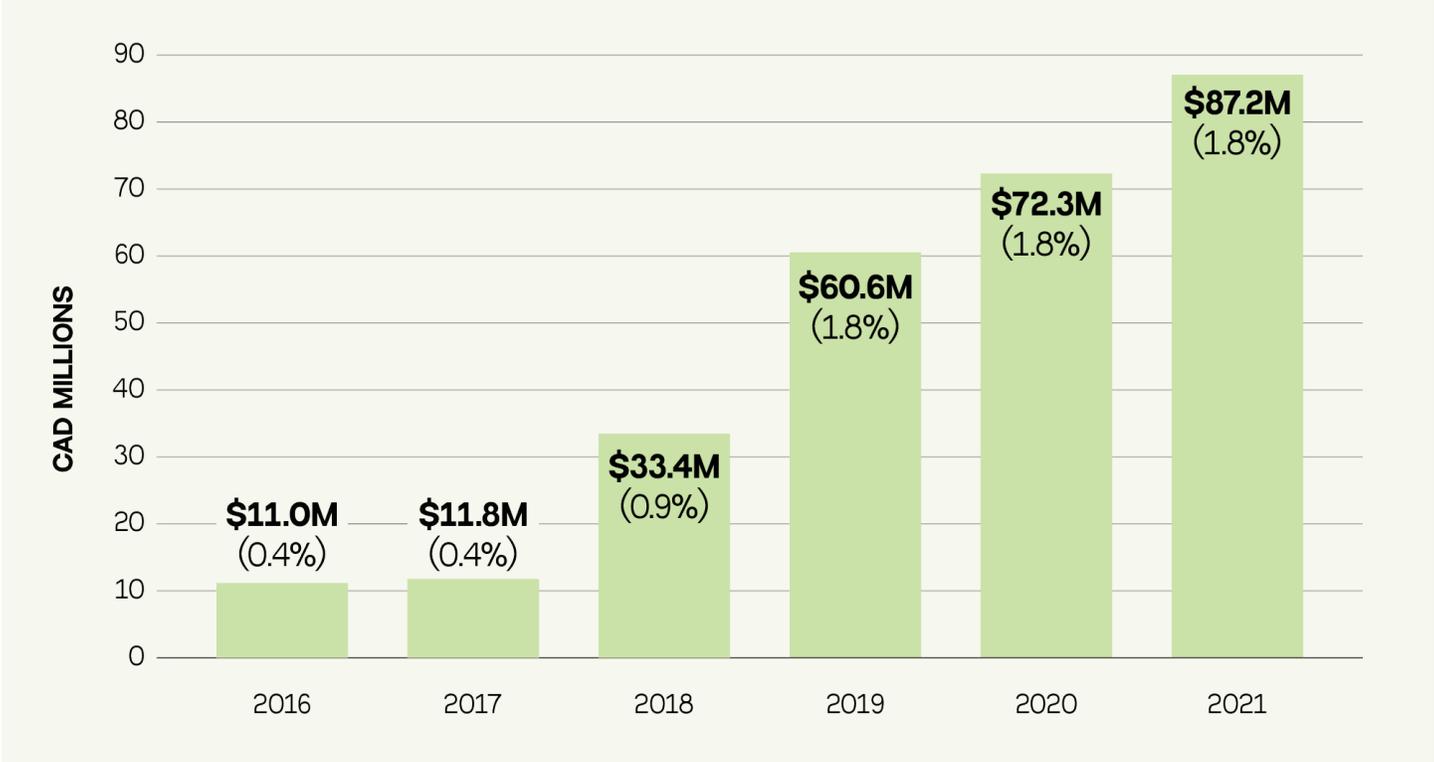
Canadian ODA - Ending Violence Against Women and Girls



Since the FIAP was introduced, there has been a significant and sustained increase in investments aimed at ending violence against women and girls (Figure 5).

The DAC first introduced a purpose code for ending violence against women and girls in 2015. Thus, 2016 was the first year that donors could report investments directed towards this aim. In 2016 and 2017, Canada reported spending \$11.0 million and \$11.8 million respectively towards ending violence against women and girls; these expenditures represented approximately 0.4% of total bilateral allocable aid. Thereafter, Canada saw a marked increase in this spending; in 2018, 0.9% of total bilateral allocable aid

FIGURE 5
Canadian ODA to End Violence against Women and Girls

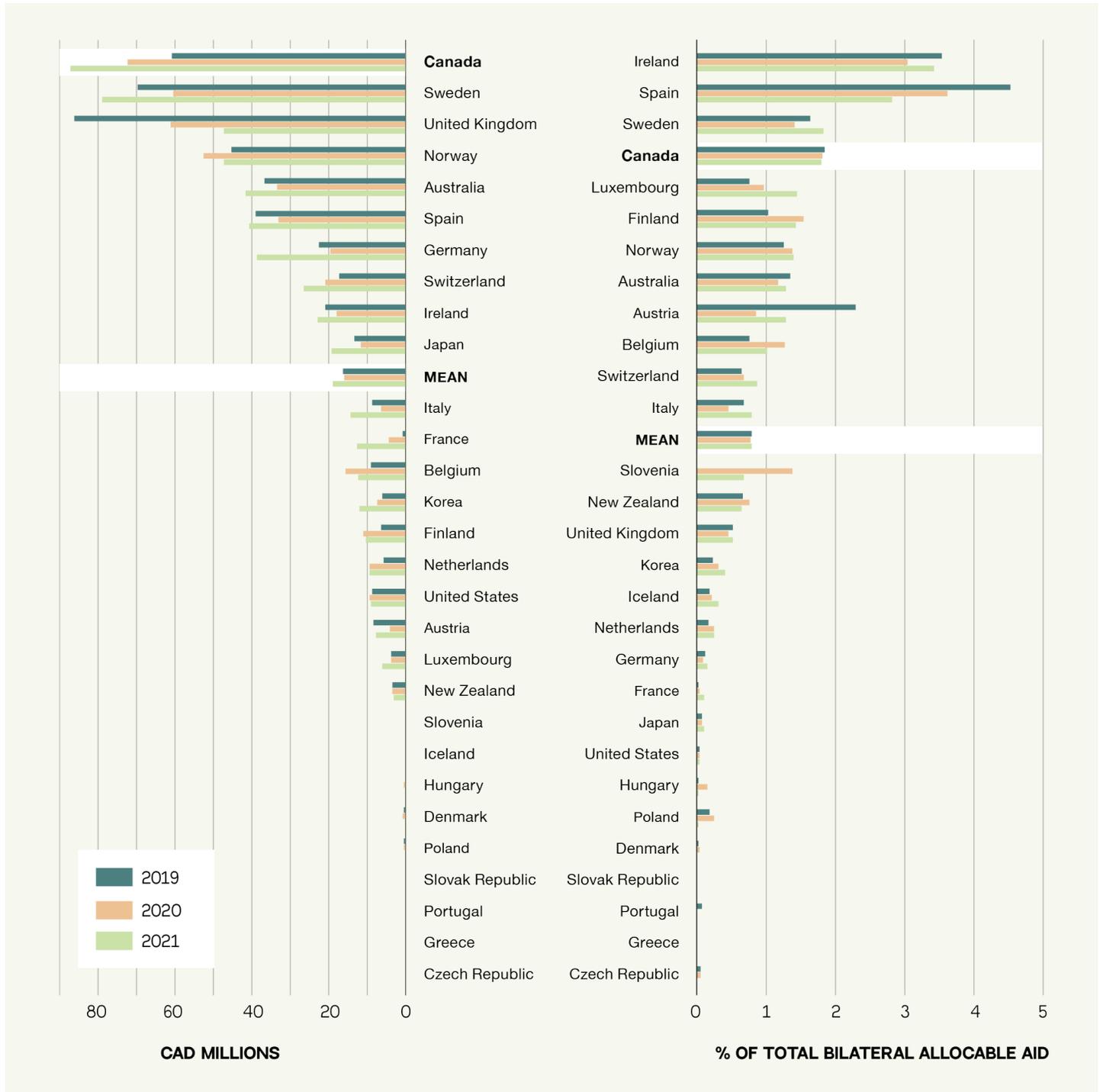


Source: OECD DAC CRS

Notes: Constant 2020 prices. Includes reported Canadian bilateral allocable aid to ending violence against women and girls (purpose code 15180) for the period 2016-2021.

FIGURE 6

Total and Percentage of ODA to Ending Violence Against Women and Girls



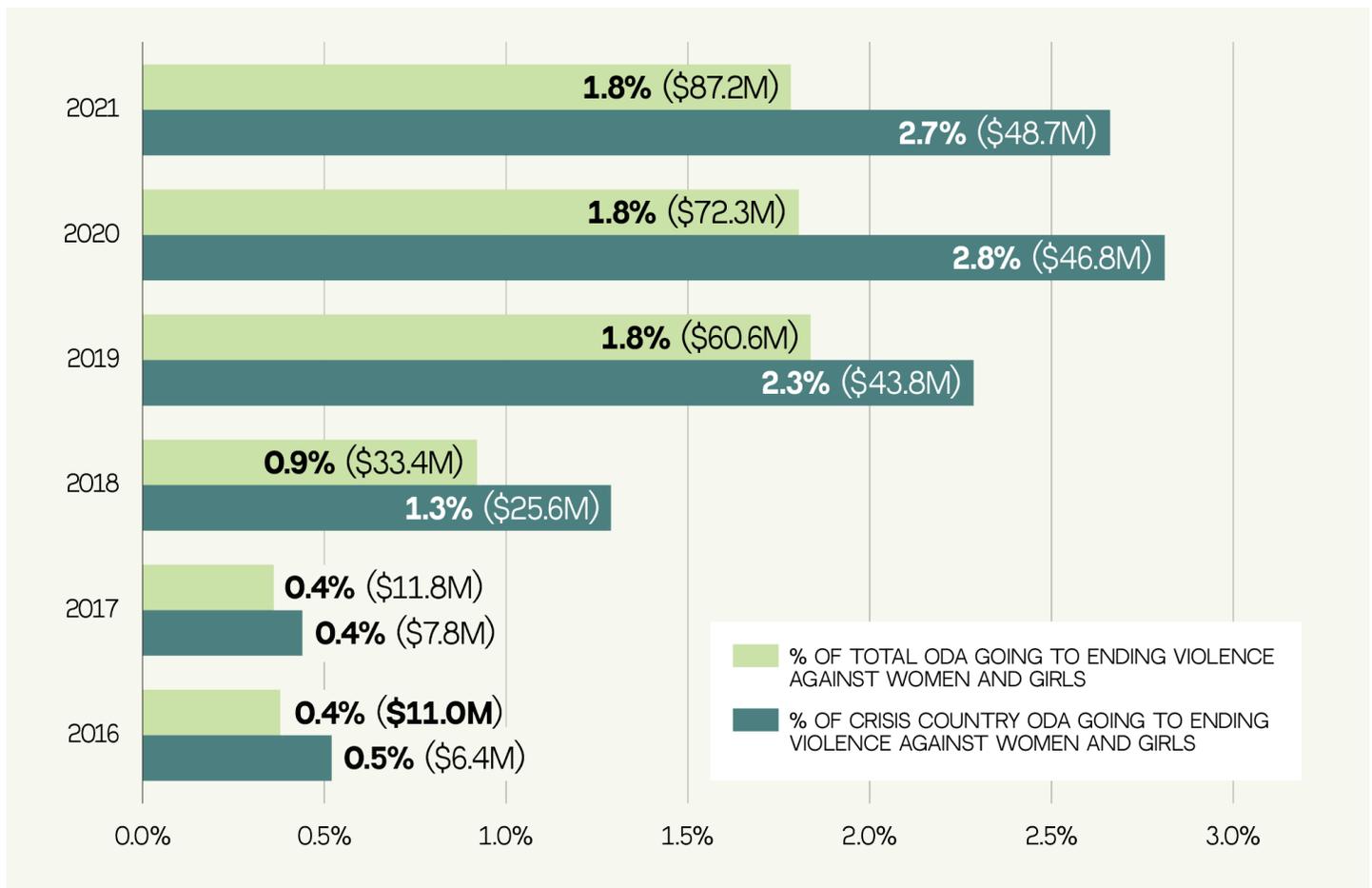
Source: OECD DAC CRS

Notes: Constant 2020 prices. Includes reported bilateral allocable aid to ending violence against women and girls (purpose code 15180) for the period 2019-2021.

went to this purpose code, and then from 2019 through 2021, Canada has directed approximately 1.8% of its bilateral allocable aid to this purpose. This represented an investment of \$72.3 million and \$487.2 million in 2020 and 2021, respectively.

Comparing Canada’s investments towards ending violence against women and girls to other donor countries, in 2021 Canada was the leader in terms of total amount of ODA, followed by Sweden (\$78.9 million) and the United Kingdom (\$47.4 million) (Figure 6). When looking at investments in terms of

FIGURE 7
Canadian ODA to Ending Violence Against Women and Girls in Crisis Countries



Source: OECD DAC CRS, Global Humanitarian Assistance Reports 2017-2022

Notes: Constant 2020 prices. Includes reported Canadian bilateral allocable aid to ending violence against women and girls (purpose code 15180). Crisis countries for each year were taken from Global Humanitarian Assistance Reports.

percentage of bilateral allocable aid, Canada ranked 4th in 2021; the global leaders were Ireland (3.4%), Spain (2.8%) and Sweden (1.8%).

Canada has also notably increased investments in ending violence against women and girls living in countries impacted by crises (Figure 7). In 2016 and 2017 Canada spent \$6.4 million and \$7.8 million respectively on this objective within crisis countries. These lower investments may reflect pre-FIAP ODA priorities, or they may represent a slower uptake on reporting against the purpose code for ending violence against women and girls, given that it was only introduced in 2015. Nevertheless, we can see a considerable increase in spending toward this aim in crisis countries over the last several years. In 2018, these investments amounted to \$25.6 million and then rose considerably to \$43.8 million in 2019. In 2020 and 2021, we saw moderate upward increases to \$46.8 million and \$48.7 million respectively.

Comparing bilateral allocable aid going to crisis countries against aid going to all countries, we see that Canada has consistently directed a higher proportion of its crisis country aid towards ending violence against women and girls as compared to the overall percentage of bilateral allocable aid invested in this area. While between 2016 and 2017, there was a small dip in the percentage of crisis country aid directed towards this objective from 0.5% to 0.4%, since this time, it has risen fairly consistently; in 2021, Canada directed approximately 2.7% of the bilateral allocable aid going to crisis countries towards ending violence against women and girls. By comparison, the percentage of total bilateral allocable aid going to ending violence against women and girls across all countries represented just 1.8% of bilateral allocable aid in 2021.

Canada has also notably increased investments in ending violence against women and girls living in countries impacted by crises.

Canadian ODA - Reproductive Health and Family Planning

Since the FIAP's introduction, there have also been increases in investments in family planning and reproductive health. In 2020, GAC announced that three commitments had been fulfilled (GAC, 2020):

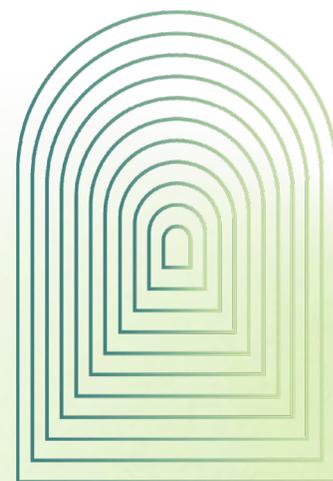
- **\$2.85 BILLION**
from FY 2010/2011 to FY 2014/2015 to Maternal, Newborn and Child Health (Muskoka);
- **\$3.5 BILLION**
from FY 2015/2016 to FY 2020/2021 to the renewed Maternal, Newborn and Child Health commitment;
- **\$650 MILLION**
from FY 2017/2018 to FY 2020/2021 for SRHR (Her Voice, Her Choice).

Figure 8 outlines how these commitments have been reported to the DAC using purpose codes for “reproductive health” and “family planning.”

Notably, in 2016, combined spending on family planning and reproductive health represented \$41 million (1.2% of bilateral allocable aid), while in 2021 this amount increased to \$170.4 million (3.5% of bilateral allocable aid).

Between 2016 and 2021, there have been significant increases in reproductive healthcare spending. These investments increased year-on-year from \$30.7 million (1.1% of total bilateral allocable aid) in 2016 to \$106.4 million (2.7% of bilateral allocable aid) in 2020; 2021 saw a slight dip in this spending to \$105.3 million (2.2% of bilateral allocable aid). If we just focus on this spending as a percentage of bilateral allocable aid, investments in reproductive healthcare peaked in 2019, when they represented 2.9% of all bilateral allocable aid.

Meanwhile, spending on family planning increased between 2015 and 2018, from \$6.0 million (0.2% of bilateral allocable aid) to \$54.1 million (1.5% of bilateral allocable aid) in 2018; however, this spending thereafter declined to \$51.5 million (1.6% of bilateral allocable aid) in 2019, and then further to \$49.8 million (1.2% of bilateral allocable aid) in 2020. This spending has now begun



**Combined spending
on family planning
and reproductive
health in 2016:**

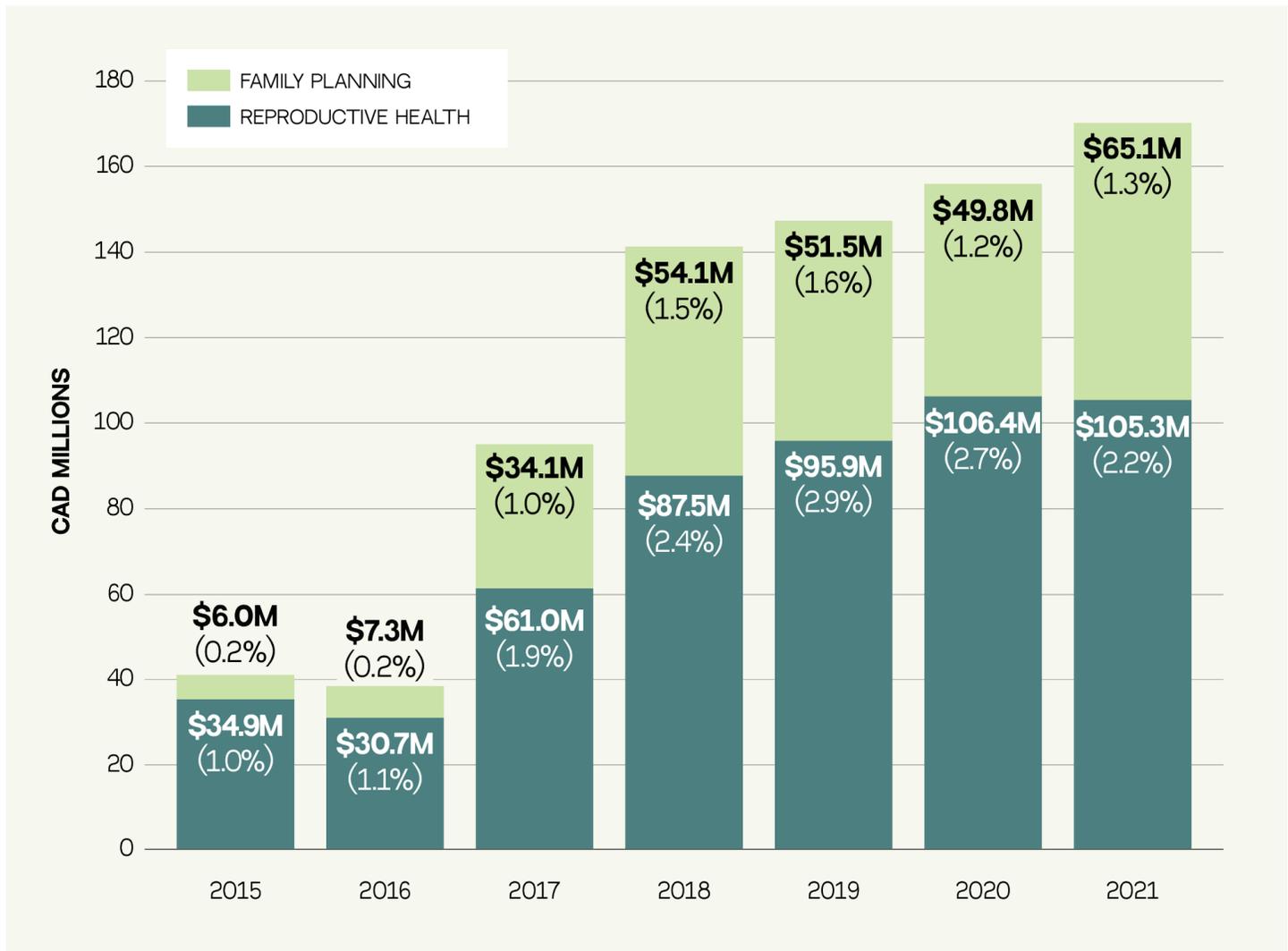
\$41M

while in 2021:

\$170M

FIGURE 8

Canadian ODA to Reproductive Health and Family Planning



Source: OECD DAC CRS

Notes: Constant 2020 prices. Includes reported Canadian bilateral allocable aid to reproductive health care (purpose code 13020) and family planning (purpose code 13030) for the period 2015-2021. Percentages provided represent the percentage of funding as a proportion of all Canadian bilateral allocable aid for that year.

to increase once again, however, and in 2021 it reached \$65.1 million (1.3% of bilateral allocable aid).

Interestingly, when comparing the investments coded within the DAC CRS under reproductive health and family planning to GAC's tracking on SRHR, as captured in their 2020-2021 annual report on the 10-Year Commitment to Global Health and Rights, there is a large discrepancy in the numbers.

For instance, GAC has reported \$489 million spent on SRHR between April 2020 and March 2021, while within the DAC CRS, the amount spent on both reproductive health and family planning only amounted to \$170.4 million in 2021 and \$156.3 million in 2020. This discrepancy would suggest that some of GAC’s investments in SRHR are likely being coded using alternative purpose codes, including, for instance, “ending violence against women and girls.”



Canadian ODA - Economic Sectors

Overall, Canadian investments in economic sectors have fluctuated in recent years. The total increased from \$472.1 million (14.0% of bilateral allocable aid) in 2015 to \$771.0 million (21.2% of bilateral allocable aid) in 2018. Thereafter, Canadian investments in these areas dipped considerably to \$492.2 million (14.9% of bilateral allocable aid) in 2019 and then rebounded to \$773.3 million (19.3% of bilateral allocable aid) in 2020 and \$933.3 million (19.1% of bilateral allocable aid) in 2021.

Looking at the gender equality marker across these sectors, there has been a notable increase in terms of the proportion of investments in these areas marked both gender equality 'principal' and 'significant' (Figure 9).

Investments marked gender equality 'significant' have risen almost every year apart from 2019, in which there was a dip in spending. Overall, while gender equality 'significant' investments represented 73.8% (\$348.6 million) of spending in the economic and productive sectors in 2015, this amount rose to 94.9% (\$885.7 million) in 2021.

As for gender 'principal' spending within these sectors, between 2015 and 2016, these investments dropped from 2.8% (\$13.2 million) to 2.0% (\$10.5 million) of spending in the economic and productive sectors. Thereafter, there was a slight increase to 2.2% (14.1 million) in 2017 followed by a more notable climb to 3.6% (\$28.0 million), 7.2% (\$35.2 million) and 7.7% (\$59.2 million) between 2018 and 2020. In 2021, gender 'principal' spending in these sectors took another dip to represent 3.8% of spending in the sector (\$35.1 million).

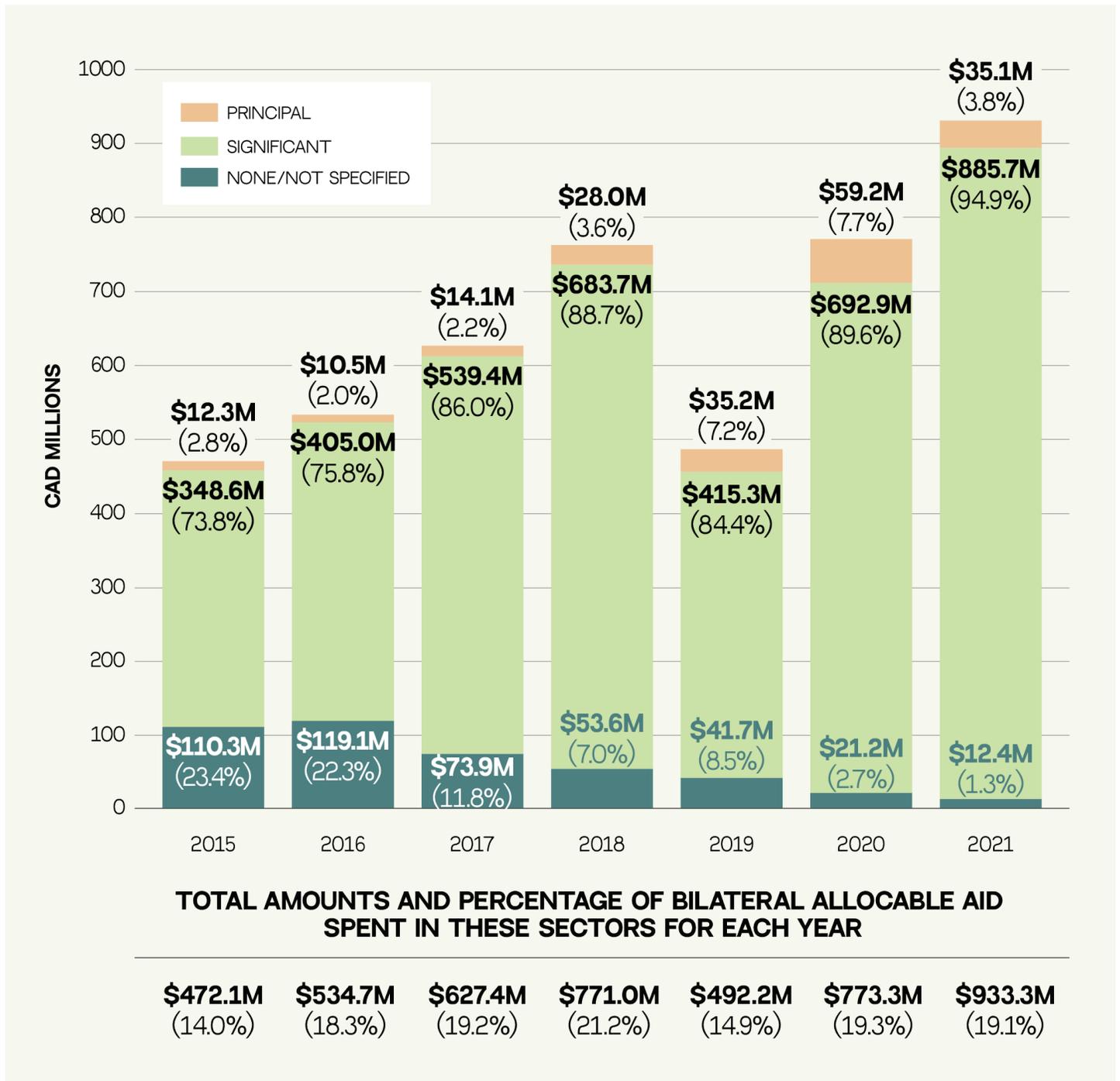
As an overarching trend, non-gender-targeted investments dropped consistently from 23.4% of spending in the sector (\$110.3 million) in 2015 to only 1.3% (\$12.4 million) in 2021.



There has been a notable increase in terms of the proportion of investments in these areas marked both gender equality 'principal' and 'significant'.

FIGURE 9

Canadian ODA to Economic and Productive Sectors by Gender Marker



Source: OECD DAC CRS

Notes: Constant 2020 prices. Economic and productive sectors include: transport and storage; communications; energy generation and distribution; banking and financial services; business and other services; agriculture; forestry; industry; mineral resources and mining; construction; trade policies and regulations; and tourism.

Gender Equality Dimensions of Canadian Environment-Focused ODA

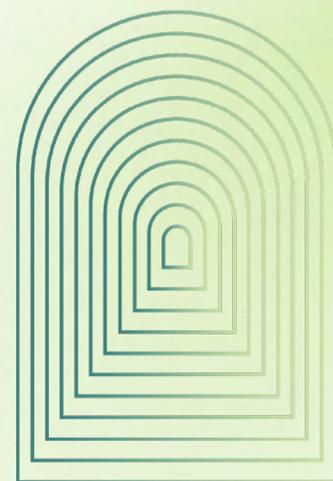
Feminists have argued that addressing climate change is not possible without also tackling gender inequality. Has the FIAP influenced how gender equality considerations are incorporated into Canada's environment-focused ODA?

As seen in Figure 10, the percentage of investments that have both an environment and a gender equality marker of 'principal' have increased since 2015, but this still represents a fraction of overall total ODA expenditures in 2021 (\$24.7 million or 0.5% of bilateral allocable aid). Similarly, those projects marked gender equality 'principal' and environment 'significant' only amounted to 1.6% of total bilateral allocable aid (\$77.3 million) in 2021 – up from 0.6% (\$18.8 million) in 2015.

Turning to gender 'significant' investments, in 2021, \$845.5 million (17.3% of bilateral allocable aid) was marked gender significant and environmental 'principal' and \$847.4 million (17.3% of bilateral allocable aid) was marked 'significant' across both gender and environment markers.

Taken together, 36.7% of bilateral allocable aid targets both gender and environment together – either as a principal or significant goal. This is a notable increase from 2015 when 21.2% of bilateral allocable aid was directed in such a way as to embrace these two priorities. Nevertheless, this still represents less than half of Canadian development investments and signals that more work is required to better understand the climate/gender equality nexus and how to address this in development programming.

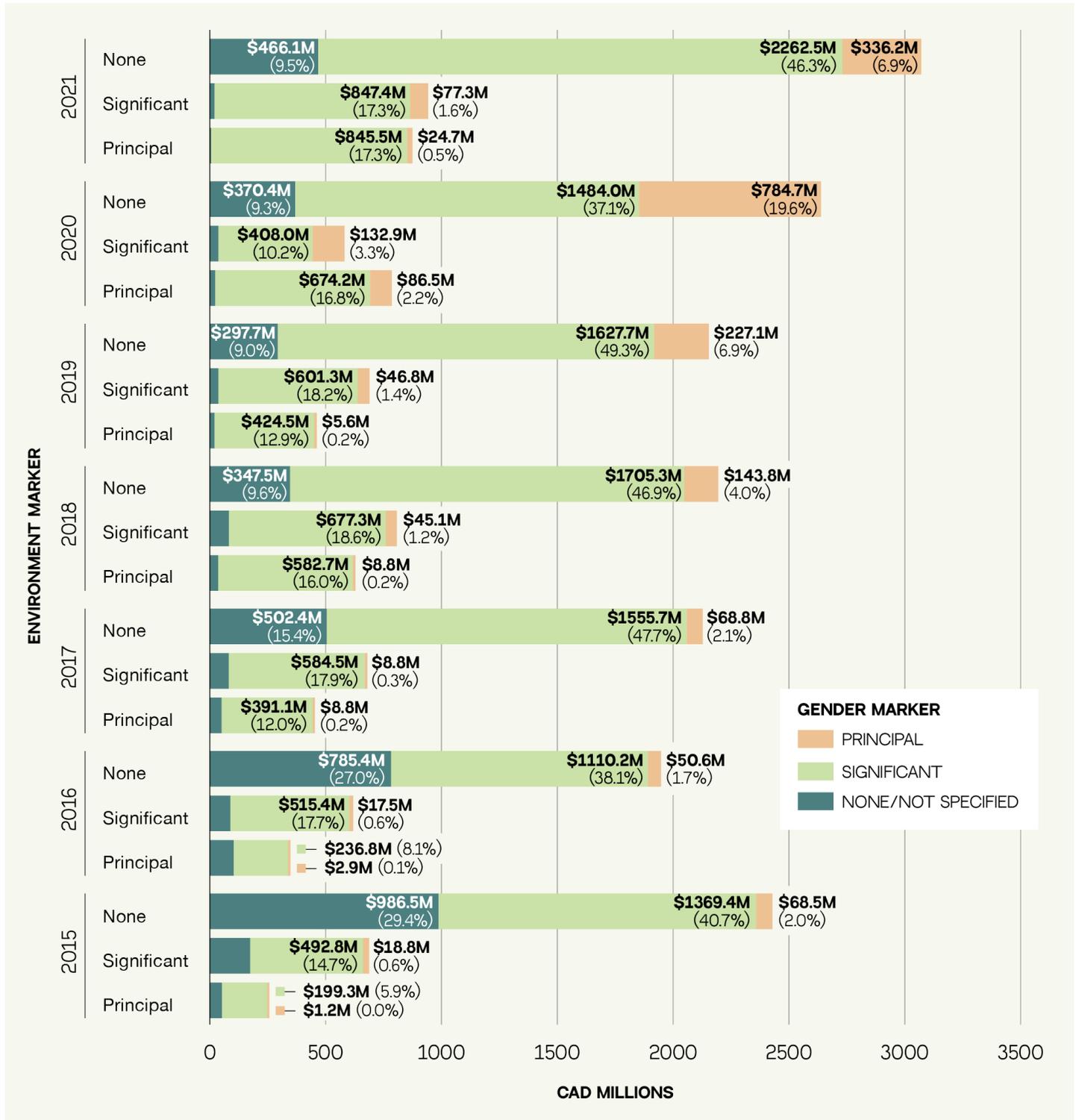
As Canada's contribution to global climate finance grows, these numbers will be important to watch.



Nevertheless, this still represents less than half of Canadian development investments and signals that more work is required to better understand the climate/gender equality nexus and how to address this in development programming.

FIGURE 10

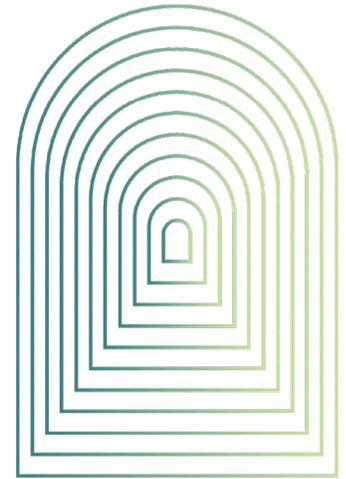
Canadian ODA by Environment and Gender Equality Marker



Source: OECD DAC CRS

Notes: Constant 2020 prices. Includes all reported Canadian bilateral allocable aid for the period 2015-2021. Percentages provided are the percentage of funding as a proportion of all Canadian bilateral allocable aid for that year.

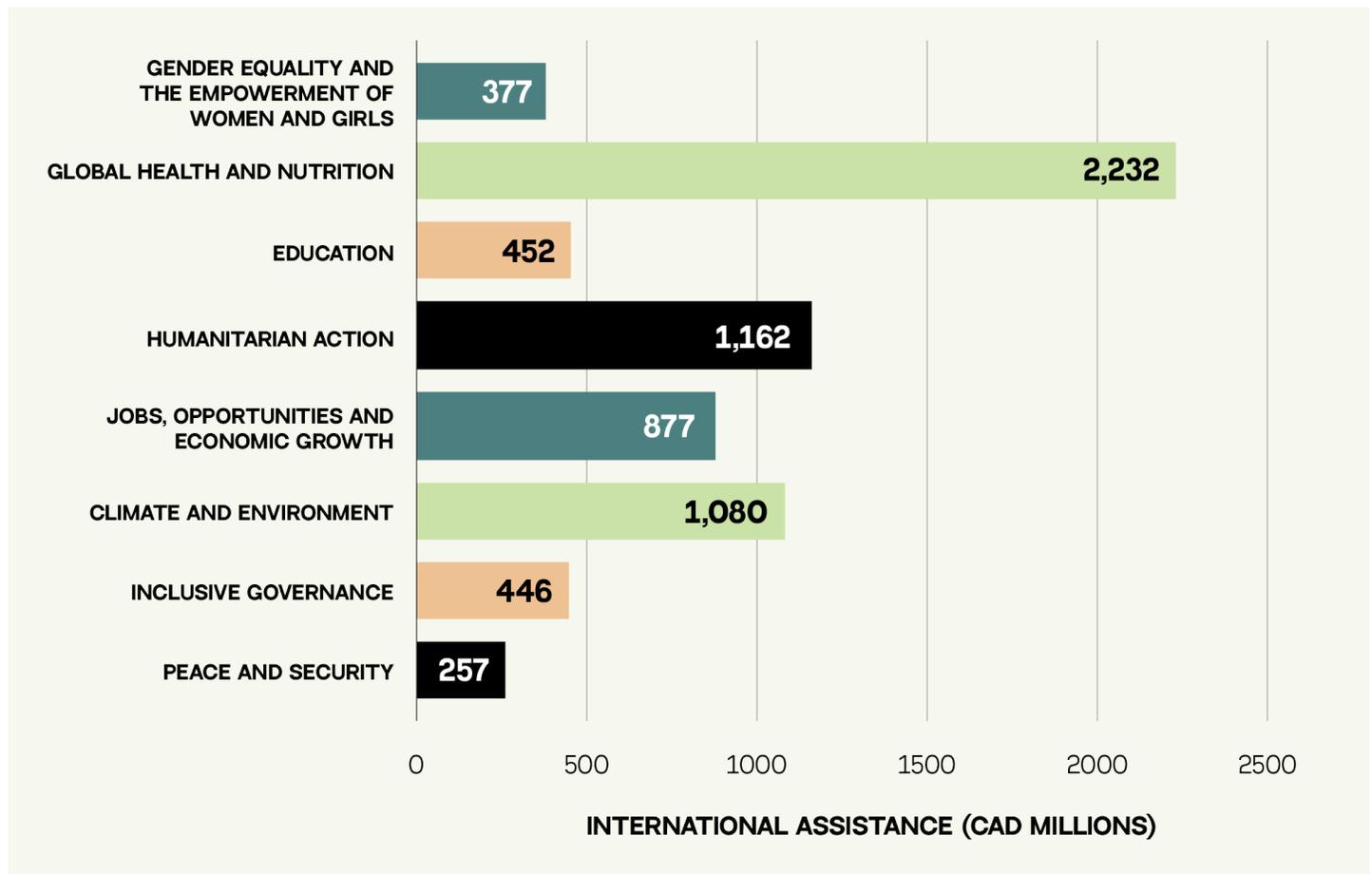
Canadian ODA - FIAP Action Areas



The FIAP outlines six Action Areas within an overarching feminist framework.⁶ In the 2020-2021 Report to Parliament on the Government of Canada’s International Assistance, Global Affairs Canada reported disbursements made in each Action Area, breaking down ‘human dignity’ into its three specific components (global health and nutrition, education and humanitarian action (see Figure 11).

Unfortunately, it is not possible to perfectly align the DAC CRS data with

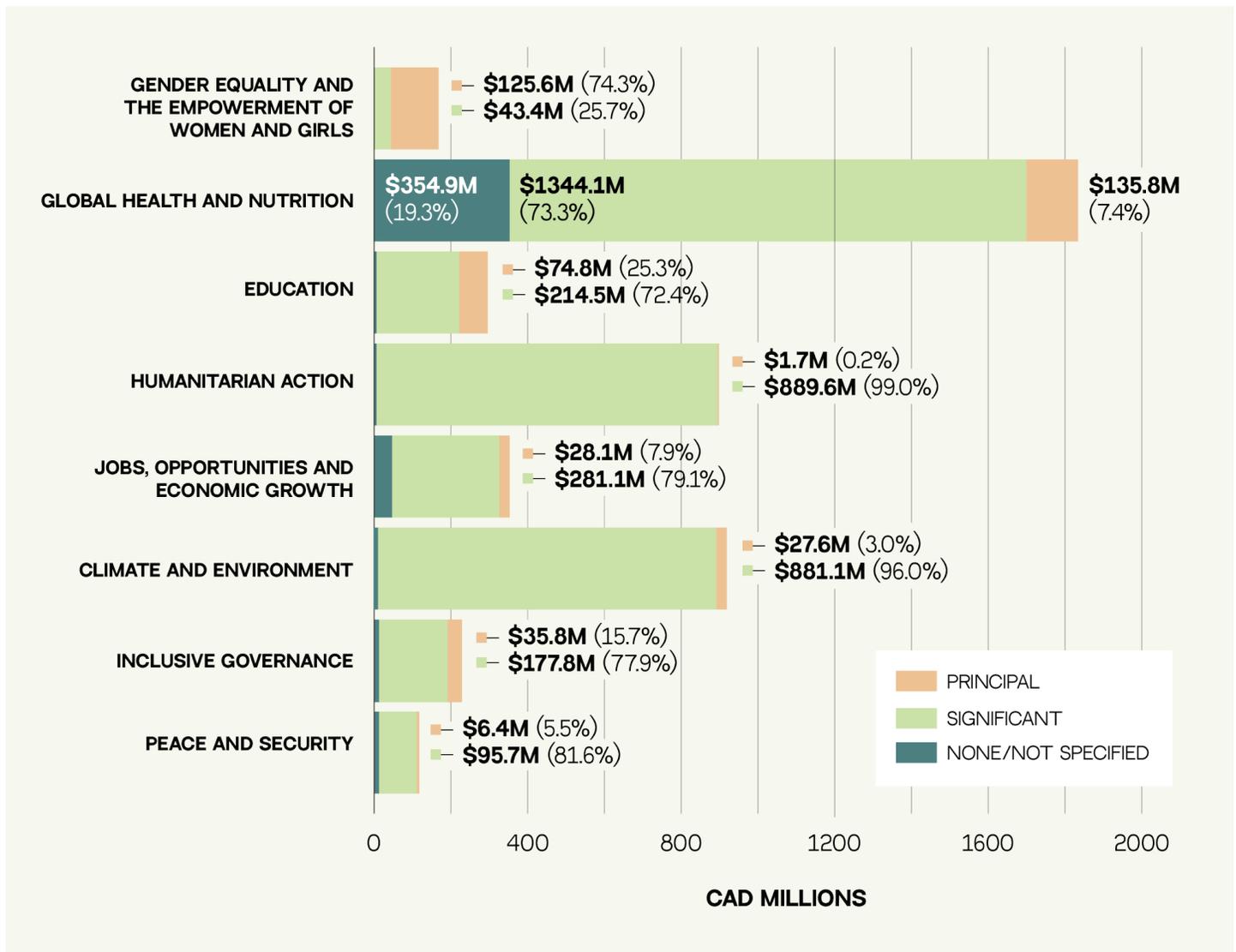
FIGURE 11
Canadian ODA Disbursements Reported to Parliament by
FIAP Action Area (FY 2020-2021)



Source: Global Affairs Canada

the numbers in the Report to Parliament as the Report to Parliament uses fiscal years as its reporting period, whereas DAC CRS uses calendar years. Nevertheless, we can look at the most recent year of CRS data as it relates to these Action Areas to get a sense of how the gender marker is represented within each of these areas.

FIGURE 12
Canadian ODA Spending by FIAP Action Area and Gender Equality Marker (2021)



Source: OECD DAC CRS

Notes: Constant 2020 prices. Includes all Canadian bilateral allocable aid that fits within the listed Action Areas according to purpose code. The purpose codes captured within each of the above categories are listed in the methodology section. Percentages provided represent the percentage of funding as a proportion of Canadian bilateral allocable aid going to that Action Area.

Importantly, the disaggregation of data within Action Areas is done primarily through the use of CRS purpose codes (please see the methodology section for more details). This method of disaggregation differs considerably from the exclusive use of environment and/or gender markers. For instance, a project marked gender ‘principal’ will not necessarily list a purpose code directly attributable to gender equality. Given these divergences, Figure 12 is not easily comparable to the amounts listed in Figure 10, for instance.

Figure 12 breaks down the gender equality markers reported within each Action Area. While, understandably, the majority of investments within the “gender equality and the empowerment of women and girls” Action Area are marked gender ‘principal,’ a negligible proportion of humanitarian action (\$1.7 million) is marked gender equality ‘principal.’ Gender equality ‘significant’ spending, however, constitutes a high percentage of every Action Area. Of note, the Action Area with the highest proportion of gender equality ‘none’ programming is “global health and nutrition.” Within this Action Area, \$354.9 million has no gender equality marker.⁷

Looking at how attention to gender equality has evolved across FIAP Action Areas, in general, Global Affairs Canada has moved towards allotting a larger amount of ODA to gender-targeted programming between 2015 and 2021, albeit with some fluctuation (Figure 13). It is striking, however, that some areas with significant investments, such as humanitarian action, continue to have a relatively small percentage of gender equality ‘principal’ spending. According to the OECD’s 2023 snapshot on ODA for gender equality and women’s empowerment, the percentage of gender ‘principal’ investments within humanitarian assistance spending (as well as spending in the energy sector), is particularly low across all donors (OECD, 2023).

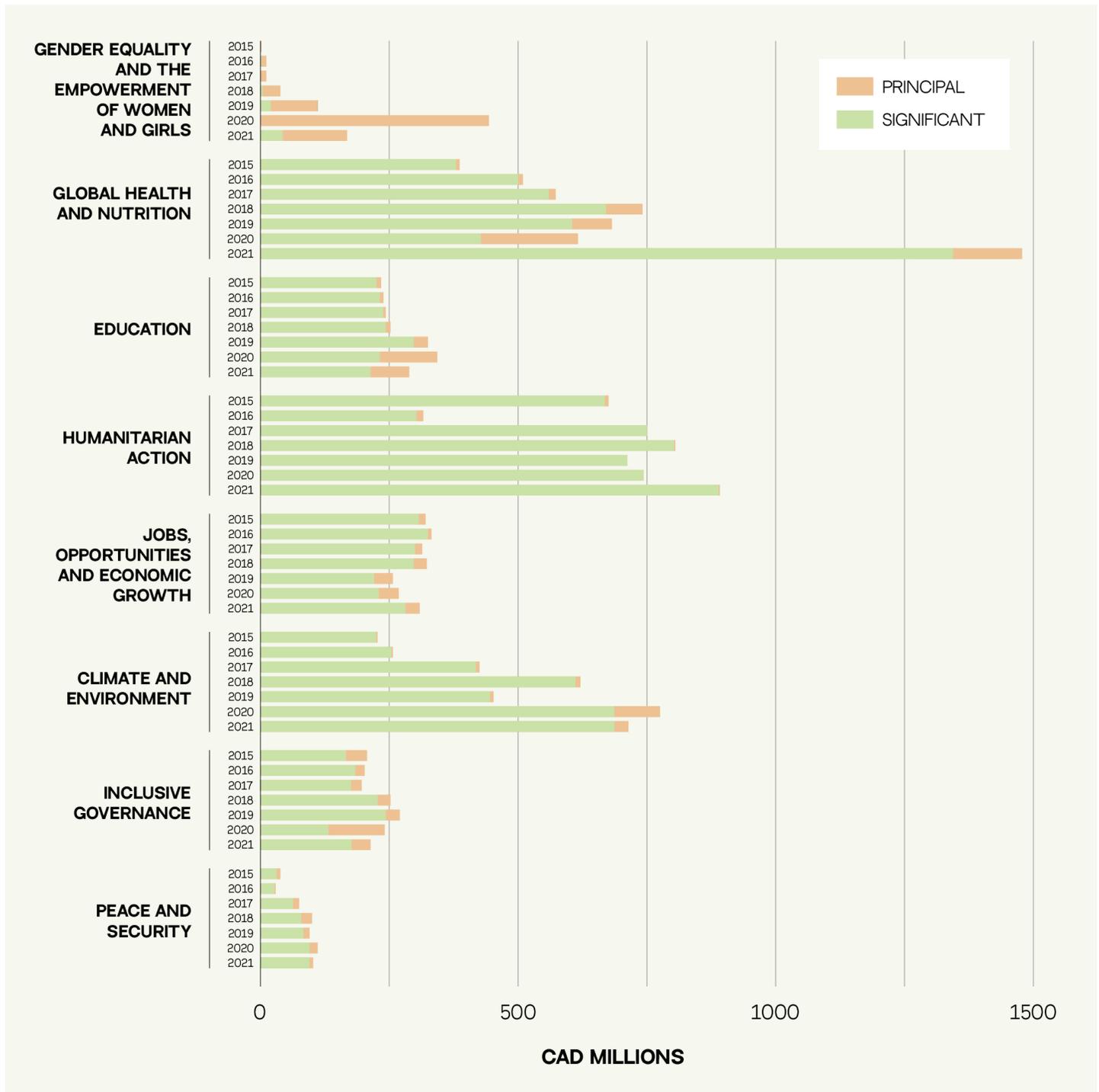
Some areas with significant investments, such as humanitarian action, continue to have a relatively small percentage of gender equality ‘principal’ spending.

⁶ Gender equality and the empowerment of women and girls; human dignity; growth that works for everyone; environment and climate action; inclusive governance; and peace and security.

⁷ GAC has noted that this consists mostly of large/bulk procurement of medical supplies to respond to COVID.

FIGURE 13

Canadian ODA Spending by FIAP Action Area and Gender Equality Marker



Source: OECD DAC CRS

Notes: Constant 2020 prices. Includes all Canadian bilateral allocable aid that fits within the listed Action Areas and has been marked either gender 'principal' or gender 'significant' for the period 2015-2021.

Conclusion

In attempting to understand the impact of the FIAP, one important line of investigation is to “follow the money.” This report is one piece of this puzzle, exploring the DAC CRS data for the years 2015-2021.

Overall, the data show significant growth in gender equality targeted spending, both ‘significant’ and ‘principal.’ Canadian funding to women’s rights organizations and investments in ending violence against women and girls have also increased. Canada is among the top donors in feminist international assistance funding, in terms of amount and percentage of assistance.

On the other hand, progress is uneven. Although Canada has increased climate finance in recent years, the data reveal limited investments that effectively prioritize both gender equality and environment. As well, efforts are required to reach the 15% target of gender equality ‘principal’ programming in other FIAP Action Areas, including humanitarian assistance.

As noted previously, the SRHR figures reported by GAC do not align with those coded in the DAC CRS under “family planning” and “reproductive health.” GAC has recently announced that it has developed new coding guidance for staff and management to ensure effective coding of these initiatives within the DAC CRS (GAC, 2023). We would recommend that this guidance be shared publicly in order to improve transparency around these investments.

As a whole, understanding gender equality investments would be easier through improved reporting and transparency. Ideally, the data presented in this report would be part of annual public reporting.

With the findings of this report in mind, going forward, we suggest four recommendations for Global Affairs Canada:

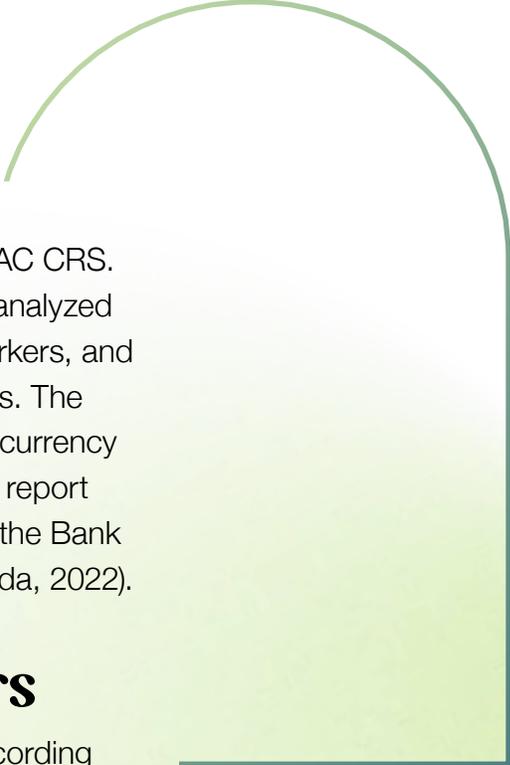
- **STRENGTHEN AND MAINTAIN GLOBAL LEADERSHIP IN FUNDING** for women’s rights organizations, ending sexual and gender-based violence, and SRHR.
- **ADDRESS THE QUALITY CONCERNS AROUND GENDER**

EQUALITY MARKERS. GAC could increase transparency around how/why investments are given specific codes. An outside, independent validation exercise could increase confidence that coding actually reflects quality analysis and design, as well as results achieved.

- **IMPROVE PUBLIC REPORTING ON INVESTMENT FLOWS.** GAC's annual report to Parliament could include an annex on gender equality financing that includes a breakdown of the gender equality markers, funding flowing to key areas such as women's rights organizations, sexual reproductive health and rights, and LGBTQ+ initiatives. It would also be helpful to put this data in context by providing comparisons with earlier years.
- **INCREASE INVESTMENTS** in gender equality 'principal' programming generally and in FIAP Action Areas where progress has been slower, including humanitarian assistance and environment/climate programming.



Methodology



The ODA data presented herein was gathered through the OECD DAC CRS. This data was exported from the OECD website and compiled and analyzed across sectors, purpose codes, channel codes, gender equality markers, and environment markers to identify trends in Canadian ODA investments. The data was first compiled using constant 2020 prices in US dollars. A currency conversion of 1.3415 CAD to 1 USD was applied to these Figures to report disbursements in Canadian dollars. This conversion rate represents the Bank of Canada's annual conversion rate for the year 2020 (Bank of Canada, 2022).

GAC versus OECD DAC policy markers

It is important to note that Canada reports its aid disbursements according to fiscal year (April 1 – March 31), whereas DAC CRS uses calendar years. Furthermore, Global Affairs Canada differentiates between four levels of gender equality within its projects. As captured in the table below, when reporting to the OECD DAC, Global Affairs Canada considers its projects marked 1 and 2 for gender equality as having a 'significant' DAC gender marker and its projects marked 3 as having a 'principal' DAC gender equality marker. Projects with a 0 gender marker are similarly reported as 0 within the DAC system (Government of Canada, 2023).

While this represents a straightforward manner of translating GAC gender equality markers into those associated with the OECD DAC, it is nevertheless an imperfect system as it does not necessarily consider each of the OECD DAC's requirements for categorization under gender 'significant' and gender 'principal.' As another area of variance within coding, GAC noted that the DAC re-codes projects if they are assigned a purpose code associated with women's organizations and movements, and government institutions (15170) or ending violence against women and girls (15180).

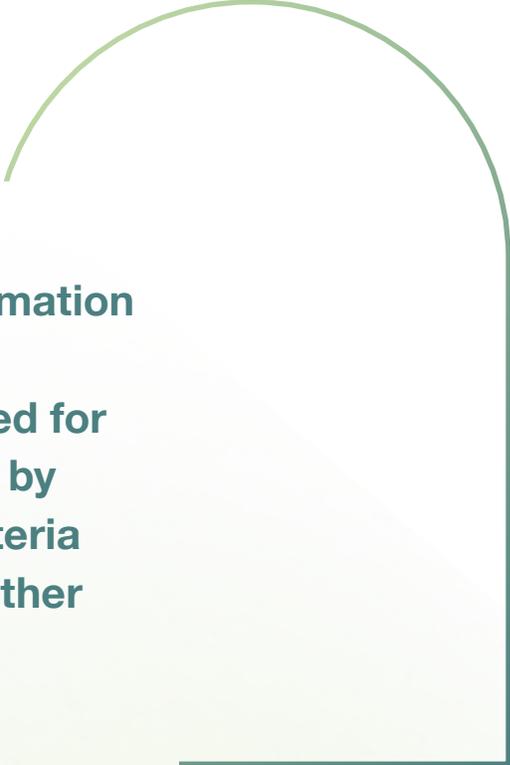
These inconsistencies across tracking systems invariably produce discrepancies in project coding when we look at both GAC and the DAC CRS; ultimately this translates into a complex and difficult to compare picture of true gender equality investments. To date, external 'validation' of GAC gender equality coding has not been carried out. This has led analysts to

TABLE 2

GAC and OECD DAC Gender Equality Policy Markers

GAC GE POLICY MARKER	OECD DAC GE POLICY MARKER
<p>GE-03 Targeted Gender equality is the principal objective of the initiative: the initiative was designed specifically to address gender inequalities and would not otherwise be undertaken. All outcomes in the logic model are gender equality outcomes.</p>	<p>GE-02 Principal Gender equality is the main objective of the project/program and is fundamental in its design and expected results. The project/program would not have been undertaken without this objective.</p>
<p>GE-02 Full integration There is at least one intermediate gender equality outcome which will achieve observable changes in behaviour, practice, or performance that will contribute to gender equality.</p>	<p>GE-01 Significant Gender equality is an important and deliberate objective, but not the principal reason for undertaking the project/program.</p>
<p>GE-01 Partial integration There is at least one gender equality outcome at the immediate outcome level which will achieve a change in skills, awareness, or knowledge that contributes to gender equality.</p>	
<p>GE-0 None No gender equality outcomes.</p>	<p>GE-0 Not targeted The project/program has been screened against the gender marker but has not been found to target gender equality.</p>

conclude that GAC consistently fails to meet the minimum gender equality requirements outlined by the OECD within their gender ‘principal’ and gender ‘significant’ programming (Grabowski and Essick, 2020). In response to this critique, GAC noted (email response):



" the findings of this report rest mainly on insufficient publically available project information to assess against the authors' thorough methodology. At GAC, all projects considered for approval are internally assessed and coded by a Gender Equality Specialist against the criteria established by the OECD DAC which are further required to be embedded in the project's results-based management documents."

Crisis countries

The Development Initiative's Global Humanitarian Assistance Reports were used for all Figures representing ODA investments in crisis countries. A list of crisis countries was compiled for each year between 2016 and 2020 based on these reports and the ODA investments for that corresponding year were then cross-referenced. There was no list of crisis countries compiled for the year 2015 and, as such, the data for that period was omitted from these analyses. The crisis country lists for years 2016 through 2021 are captured in the table below.

Aid Spending across FIAP Action Areas

In order to capture Canada's aid spending across its FIAP Action Areas, we categorized bilateral allocable aid investments first according to their climate change marker then according to their purpose code. The purpose codes used in each of the Action Areas are captured in the table below, which was kindly shared by Global Affairs Canada for the purposes of this report.

TABLE 3

Global Humanitarian Assistance Report Crisis Countries

CRISIS COUNTRIES					
2016	2017	2018	2019	2020	2021
Mauritania	Yemen	Yemen	Yemen	Yemen	Yemen
Mali	Syria	Syria	Democratic Republic of Congo	Democratic Republic of Congo	Democratic Republic of Congo
Haiti	Turkey	Democratic Republic of Congo	Venezuela	Venezuela	Syria
Guatemala	Ethiopia	Turkey	Syria	Syria	Somalia
Honduras	Iraq	Afghanistan	Afghanistan	Afghanistan	Nepal
Colombia	Nigeria	North Korea	North Korea	North Korea	Ethiopia
Burkina Faso	Democratic Republic of Congo	Iraq	Nigeria	Nigeria	Afghanistan
Niger	South Sudan	Ethiopia	Sudan	Sudan	Pakistan
Nigeria	Afghanistan	Nigeria	Ethiopia	Colombia	Zimbabwe
Chad	Somalia	Sudan	South Sudan	Ethiopia	Cameroon
Cameroon	Kenya	South Sudan	Zimbabwe	South Sudan	Nigeria
Central African Republic	Haiti	Somalia	Somalia	Zimbabwe	DPR Korea

CRISIS COUNTRIES (CONT'D)

2016	2017	2018	2019	2020	2021
Sudan	Malawi	Mali	Chad	Chad	Chad
Democratic Republic of Congo	Colombia	Colombia	Haiti	Somalia	Iraq
Zimbabwe	Sudan	Nepal	Cameroon	Iraq	Venezuela
Malawi	Chad	Chad	Iraq	Mali	Colombia
Burundi	Zimbabwe	Cameroon	Colombia	Haiti	Mali
Somalia	Mali	Lebanon	Mali	Philippines	Mozambique
Ethiopia	Ukraine	Burundi	Kenya	Lebanon	Sudan
South Sudan	Cameroon	Kenya	Turkey	Niger	South Sudan
Mozambique	Lebanon	Ukraine	Ukraine	Kenya	Haiti
Egypt	Pakistan	Malawi	Malawi	Ukraine	Nigeria
Yemen	Burundi	Pakistan	Niger	Cameroon	Palestine
Eritrea	Jordan	Central African Republic	Pakistan	Guatemala	Iran
Syria	Central African Republic	Haiti	Guatemala	Pakistan	Malawi
Iraq	Uganda	Niger	Central African Republic	Bangladesh	El Salvador

CRISIS COUNTRIES (CONT'D)

2016	2017	2018	2019	2020	2021
Afghanistan	Nigeria	Palestine	Eritrea	Iran	Guatemala
Pakistan	Palestine	Zimbabwe	Palestine	Central African Republic	Ukraine
Myanmar	Mozambique	Uganda	Zambia	Turkey	Eritrea
Jordan	Madagascar	Mozambique	Burkina Faso	Malawi	Zambia
Ukraine	Libya	Guatemala	Burundi	Eritrea	Myanmar
Lebanon	Angola	Jordan	Mozambique	Palestine	Honduras
Turkey	Bangladesh	Bangladesh	Uganda	Zambia	Philippines
Palestine	Sri Lanka	Madagascar	Madagascar	Burkina Faso	Madagascar
Libya	Nepal	Zambia	Bangladesh	Mozambique	Burkina Faso
	Myanmar	Libya	Peru	India	Lebanon
		Senegal	Libya	Burundi	Turkey
		Philippines	Tanzania	Uganda	Uganda
		Myanmar	Honduras	Honduras	Kenya
		Mauritania	Myanmar	Libya	Central African Republic
			Lebanon		Burundi
			Jordan		Jordan

TABLE 4

Feminist International Assistance Policy Action Areas Methodology

The following is a mapping of DAC Sector codes and markers to the new FIAP Action Areas. Climate change markers (CC-2) are examined before looking at the specific sectors.

Gender equality and empowerment of women and girls	<ul style="list-style-type: none"> • Governance (15170, 15180) 	
Environment and climate action	<ul style="list-style-type: none"> • Climate change markers (CC-2) • Environment (41xxx) • Water & sanitation (14xxx) 	<ul style="list-style-type: none"> • NOTE: Investments in water for the Agriculture sector should be coded against 31140 Agriculture water resources.
Inclusive governance	<ul style="list-style-type: none"> • Governance (151xx, except 15170, 15171, 15172, 15173, 15180) • Statistical capacity building (16062) 	
Human dignity (Subdivided)	<ul style="list-style-type: none"> • Education (11xxx) • Health and SRHR (12xxx, 13xxx) • Social services / Food security (16xxx except for 16062 Statistical capacity building, 52xxx) 	<ul style="list-style-type: none"> • Humanitarian assistance (sectors) (7xxxx)
Growth that works for everyone	<ul style="list-style-type: none"> • Energy (23xxx) • Communications (22xxx) • Banking/financial sector (24xxx) • Business sector (25xxx) • Agriculture (311xx) • Forestry/fishing (312xx & 313xx) • Industry/resources (321xx, 322xx) 	<ul style="list-style-type: none"> • Construction & transport (21xxx, 323xx) • Trade (331xx) • Tourism (332xx) • Other commodity assistance (53xxx) • Action relating to debt (6xxxx) • Urban/Rural development (43xxx, except or 43010 Multi-sector aid)
Peace and security	<ul style="list-style-type: none"> • Peace & security (sectors) (152xx) 	
Environment cross-cutting:	Climate Change CC-1 (Mitigation and/or Adaptation) & Rio markers (desertification, biodiversity, environment)	
Sectors not included:	<ul style="list-style-type: none"> • 43010 multi-sector aid; • 51xxx General Budget Support (not available for coding as it should instead follow the PRSP areas of the recipient country – i.e., health, education, etc.); 	<ul style="list-style-type: none"> • 9xxxx development awareness and “not specified” (development awareness should continue to be coded against 99820 where appropriate).

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Appendix 1:

NOTES ON BILATERAL ALLOCABLE AID

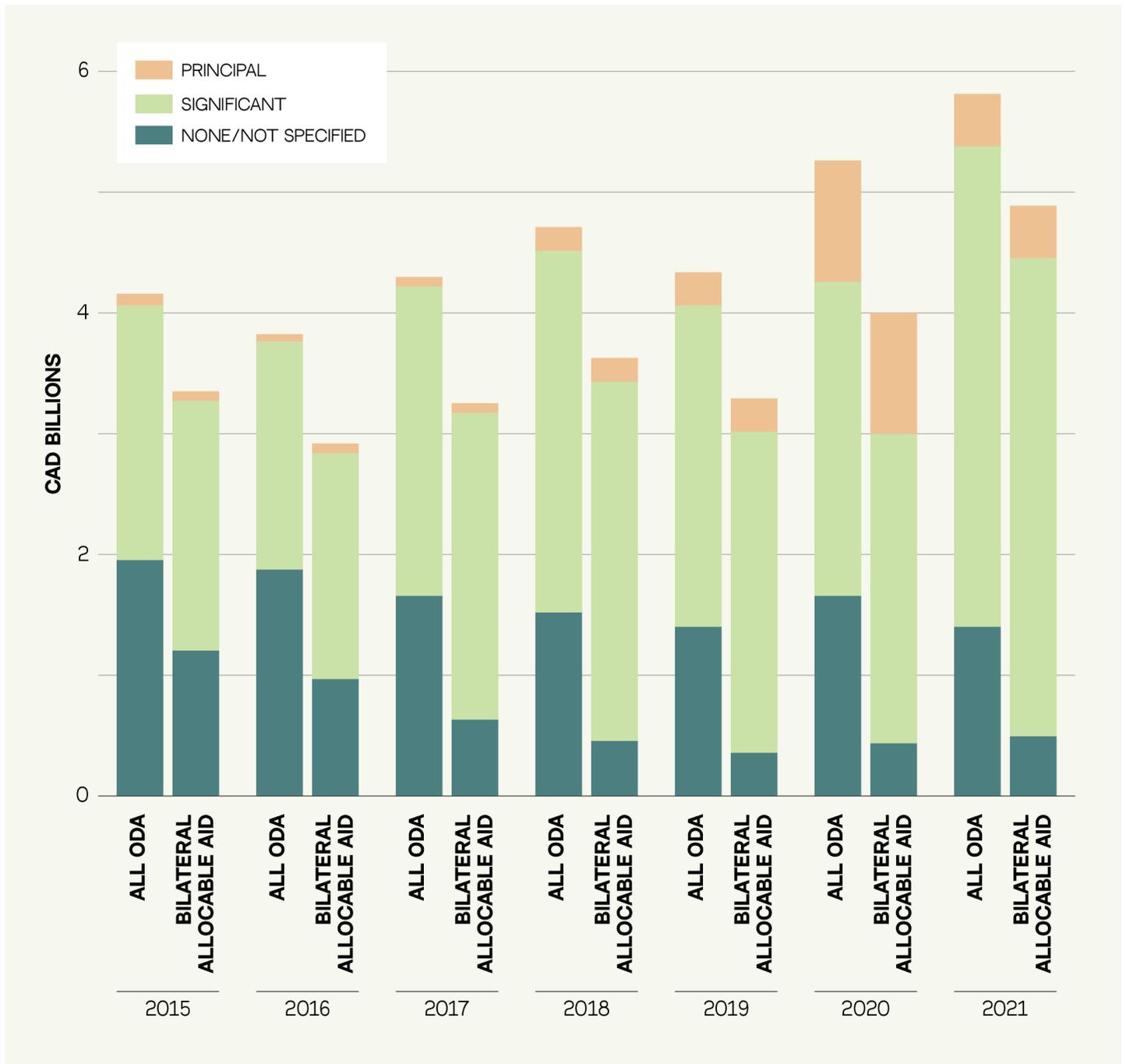
When looking at spending against policy markers, the OECD DAC does not consider all aid investments but rather uses what it calls “bilateral allocable aid” (OECD, 2022b). The ODA investments therein include the following aid types:

- **A02: sector budget support**
- **B01: core support to NGOs**
- **B03: specific funds managed by international organizations**
- **B04: pooled funding**
- **C01: projects**
- **D01: donor country personnel**
- **D02: other technical assistance**
- **E01: scholarships**

As evident in Figure 14 below, when looking at gender markers across all ODA investments, we find substantially more aid that is directed to non-gender targeted investments. These investments may include such things as general budget support, imputed student costs, debt relief, costs associated with refugees and asylum seekers, development awareness activities and administrative costs not captured elsewhere. For the purposes of this report, all Figures reflect bilateral allocable aid, rather than total ODA.

FIGURE 14

Comparing all Canadian ODA to Bilateral Allocable Aid



Source: OECD DAC CRS

Notes: Constant 2020 prices.



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