

Estimating the Level of Gender-focus, Localization and Support for Women's Rights Organizations in Canadian Humanitarian Assistance

Quantitative Analysis of Canadian Humanitarian ODA in Support of Local and Women's Organizations

September 18, 2018

Executive Summary

This report addresses 3 questions:

1. How much of Canada's humanitarian assistance goes to gender-related activities?
2. How much of Canada's humanitarian assistance is delivered via local organizations?
3. How much of Canada's humanitarian assistance supports women's rights organizations?

Data and methodological challenges (discussed in detail within the report) significantly impact our estimates. That aside our main findings are as follows:

1. The share of humanitarian assistance that goes to gender-related activities is analyzed using both DAC CRS and Canadian HPDS data. The CRS reports total humanitarian assistance from Canada in 2016 at USD\$492.5 million. Approximately, 45.8% of these projects reported a gendered focus (gender marker greater than 0). HPDS data however report total humanitarian spending for 2016-17 at CAD\$823 million. About 74.9% of this is gender-related in that it has a gender marker other than 0. However, the more pertinent figure (in our view) is humanitarian spending that is either gender integrated (level 2) or focused (level 3). **The percentage share of gender integrated and focused humanitarian aid from Canada in 2016 is 9.9%. This equates to CAD\$81.5 million in 2016. The percentage share of gender-focused humanitarian aid alone is 0.1%.**
2. According to the DAC CRS data, in 2016, Canada spent USD \$114.0 million of its humanitarian assistance through local organization channels. This represents approximately 23.1% of Canadian humanitarian assistance spending. However, in our view the more pertinent figure, and one that is closer to the spirit of the grand bargain commitment, is the **share of local and regional NGOs in Canadian humanitarian spending which we estimate at only 0.2% in 2016.**
3. According to OECD-DAC CRS data, in 2015, Canada spent USD \$1.6 million on projects to support women's rights and equality organizations and institutions (WROs). USD \$0.19 million of this can be identified as humanitarian assistance going to or through women's rights organizations. This implies a ratio of 0.04% at best in terms of the share of Canada's humanitarian assistance that supports or is channeled through WROs. Using HPDS data for 2016, however, we find Canada's total support for WROs at approx. CAD\$1.2 million. In other words, **we estimate total Canadian humanitarian assistance either in support of or channeled via local women's rights organizations to be negligible if not zero.**

Introduction and Context

This report addresses 3 questions:

4. How much of Canada's humanitarian assistance goes to gender-related activities?
5. How much of Canada's humanitarian assistance is delivered via local organizations?
6. How much of Canada's humanitarian assistance supports women's rights organizations?

It is important to keep in mind that data and methodological choices have a significant impact on addressing these questions. Our approach in this analysis is to assess all available high quality, publicly available aid data from both Canadian and international databases, focusing on the most recent available (in most cases 2016, i.e. 2016-17 fiscal year) and or the relevant specified period range (2011 to 2016).

Two main data sources are used across the analysis. The OECD-DAC creditor reporting system or CRS++. And the Canadian historical projects database (HPDS). While the scope of the two sources is similar, key differences to keep in mind are that while the CRS is on a calendar year and USD\$ basis (converted and normalized by the DAC) the HPDS is on a fiscal year and CAD\$ basis (i.e. 2016 HPDS data means 2016-17 fiscal year).

Variances reported, often for the same year, across data sources and or approaches, come down to the differences in the primary data source (i.e. the way the data are structured and reported by the official source, Global Affairs Canada, which maintains the HPDS and reports to the DAC CRS).

Two other data sources that could be useful for this analysis were also analyzed but dismissed (for various reasons which have to do with data coverage and inconsistencies across key fields, such as gender markers, channel name and type, purpose codes etc.), these include the project browser (PB) and Canada's publication to the International Aid Transparency Initiative (IATI). Given their higher frequency of update (monthly in the case of PB and quarterly in the case of IATI) and potentially greater granularity (e.g. transactional level info)¹ these would be the best sources for use, especially for ongoing and future monitoring. However, without the necessary updates and changes (which need to be made at the primary source) these are unusable for our purposes.

Furthermore, it should be noted at the outset that there are definitional and other inconsistencies that stem in part from processes that are still ongoing (and therefore incomplete) that significantly complicate the analysis. The following are worth highlighting:

- a. There are well known inconsistencies in the level of gender screening and use of gender markers. Even for the same donor, i.e. Canada, across data sources there are different gender marker types.
- b. Significant challenges stem from the lack of data parameters for 'localization'. The Grand Bargain (GB) to which Canada is a signatory, calls for a commitment to deliver 25% of humanitarian assistance via local organizations. Three points are important to note:
 1. The Interagency Standing Committee defines "national and local actors" to be **local and national non-state actors**² (organizations engaged in relief that are

¹ Though it should be noted this is often reported inconsistently and is still not possible to join up (i.e. follow funding from main source to intermediary through to end implementer).

² Local and national nonstate actors are: National NGOs/civil society organisations; Local NGOs/CSOs; Red Cross/Red Crescent National Societies; and Local and national private sector organizations.

- headquartered and operating in their own aid recipient country and which are not affiliated to an international NGO) or **national and sub-national state actors**³ (state authorities of the affected aid recipient country engaged in relief at the local or national level).⁴
2. The 2016 process (based around the IASC which hosts the GB) to come up with a “localization marker” has been abandoned. Canada can benefit from regularly monitoring and publishing its first, second, and third tier funding, in coordination with implementing partners, and developing targets for increasing its funding to local actors directly⁵ and indirectly⁶.
 3. In the absence of a clear data-driven approach (i.e. marker) the GB/IASC approach seems to be to issue guidance and a bespoke data gathering tool.⁷ Such an approach will yield necessarily different results, as it is not embedded in any existing aid database structure or schema. As it is essentially a voluntary survey-based approach, findings will come down to who administers the survey and how, and who self-reports and to what extent.⁸
- c. Similar issues arise when it comes to defining what constitutes a “women’s rights organization”. In the absence of a clear and consistent definition we are only left with the donor purpose code for support for women’s rights organizations. But (a) this is again used inconsistently and is generally very small, (b) does not bear any reflection on whether it relates to humanitarian (i.e. emergency) or non-emergency contexts (i.e. it cannot be broken down further meaningfully as both “humanitarian” and “support for WROs” are purpose codes and therefore unless a project is coded to both, which we expect to be rare, it can only be one or the other), and (c) does not bear any reflection to the location of WROs (i.e. whether they are local, national, multilateral, in developing or donor countries).

³ National and subnational actors are: National government agencies, authorities, line ministries and state-owned institutions in aid recipient countries e.g. National Disaster Management Agencies (NDMAs). This category can also include federal or regional government authorities in countries where they exist; and Local governments and sub-national government entities in aid recipient countries exercising some degree of devolved authority over a specifically defined geographic constituency e.g. local/municipal authorities.

⁴ For more information see:

https://interagencystandingcommittee.org/system/files/hfft_localisation_marker_definitions_paper_24_january_2018.pdf

⁵ Canada can benefit from the increased number of tools and opportunities for local NGOs to directly access its longer-term humanitarian funding, including investing in pooled funding mechanisms (UN-led pooled funds or new funds such as the UK’s Small Charities Challenge Fund) and investing in local NGO led funding consortiums. Such direct funding approaches should involve safe and sustainable work with civil society in the humanitarian context.

⁶ A clear policy is necessary for Canadian implementing partners to proactively partner with local actors, including guidelines that require the engagement of local and national partners during the response design and budgeting processes, in sharing of adequate administrative support, and the provision of capacity development. Canada’s multi-year partnership agreements with international actors must also benefit local actors and require longer-term partnership agreements between implementing partners and their local partners. Learning from Denmark’s recent redesign of its long-term partnership policy with CSOs to support localization outcomes can support Canada’s policy revision.

⁷ See <https://interagencystandingcommittee.org/grand-bargain-hosted-iasc/documents/categories-tracking-funding-flows> and <https://interagencystandingcommittee.org/grand-bargain-hosted-iasc/documents/localization-data-collection-form>.

⁸ To our knowledge the survey tool has not been used to date by GAC with Canadian or global humanitarian partners.

While it is important to keep the above caveats and contexts in mind, in what follows we analyze the 3 main questions with the best (highest quality) available data and using the clearest approximation method possible (to ensure that the method is entirely transparent and replicable). Each section contains 3 elements: 1. Discussion of the data used, 2. Discussion of the method applied and 3. Discussion of the main findings.

1. Share of Canadian humanitarian assistance that goes to gender-related activities

Data

This part of the analysis is conducted across both the OECD-DAC CRS++ and the HPDS. Over the period range 2011 to 2016, and focusing specifically on 2016

[OECD-DAC CRS++](#) (filtered for Canadian projects);

[HPDS](#)

Method

Humanitarian Assistance

Disbursements recorded with the following purpose codes are considered humanitarian assistance:

1. Emergency Response (720xxx)
 - a. Material relief assistance and services (72010);
 - b. Emergency food aid and Relief co-ordination (72040);
 - c. and protection and support services (72050)
2. Reconstruction Relief & Rehabilitation (730xxx)
3. Disaster Prevention & Preparedness (740xxx)

Gender Equality Policy Marker

Within CRS data donors can gender screen their projects as either 0, 1 (gender significant), or 2 (gender principal), or not screen their projects (*null*).⁹ The gender policy marker is a voluntary marker to record aid activities that target gender equality as a policy objective.

Within HPDS data, Canada gender screens projects as either 0 (none), 1 (gender limited), 2 (gender integrated), or 3 (gender specific), or not screen their projects (*null*). The gender policy marker is a voluntary marker to record aid activities that target gender equality as a policy objective (ranging from limited to specific).

⁹ The OECD considers projects reported with the OECD-DAC CRS's gender equality marker 1 as projects where gender equality is an important and deliberate objective but not the principal reason for undertaking the project; ODA disbursements;

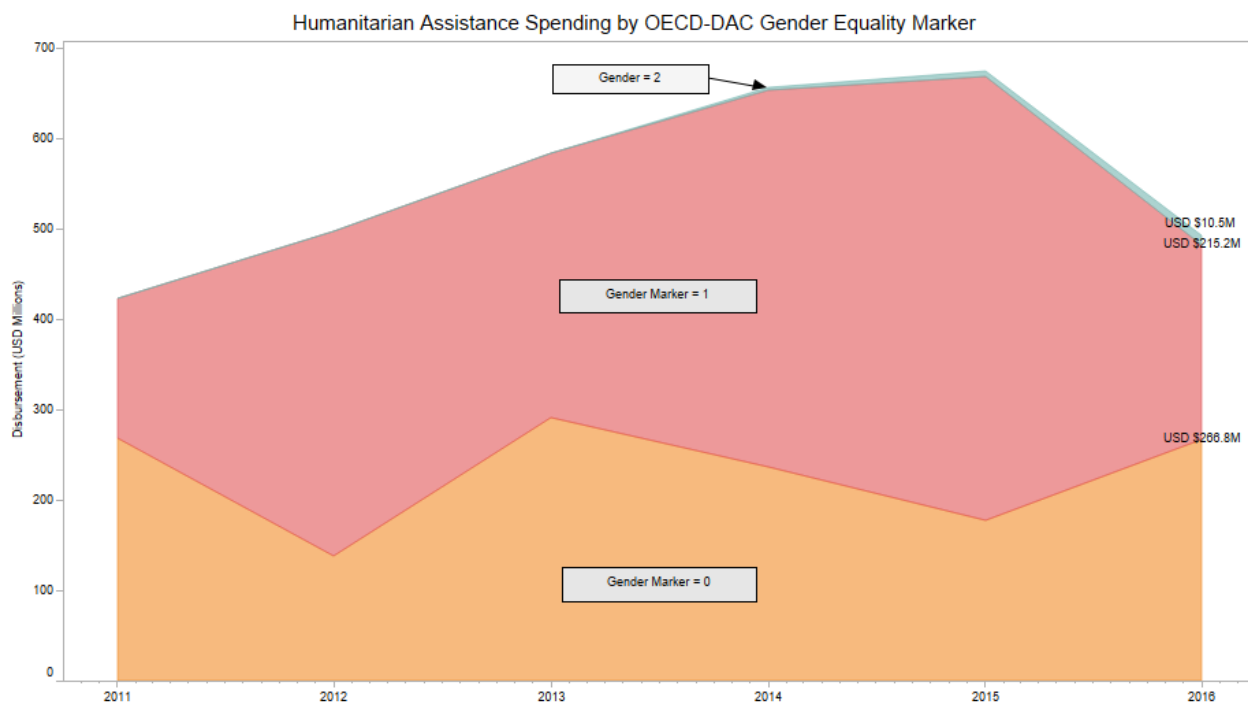
The OECD considers projects reported with the OECD-DAC CRS's gender equality marker 2 as gender principal as projects that have gender equality as the main objective and gender equality as a fundamental to a project's design and expected results. The project would not have been undertaken without this objective;

More information about OECD-DAC CRS gender equality marker is available here:

<http://www.oecd.org/dac/gender-development/dac-gender-equality-marker.htm>

Findings based on OECD-DAC data

According to OECD-DAC CRS project data, in 2016, Canada spent **USD \$492.5 million** on humanitarian assistance projects.¹⁰ Approximately, **45.8%** of these projects reported a gendered focus (gender marker greater than 0). The chart below presents this data for the years 2011-2016. The same analysis is presented on the next page with HPDS data.

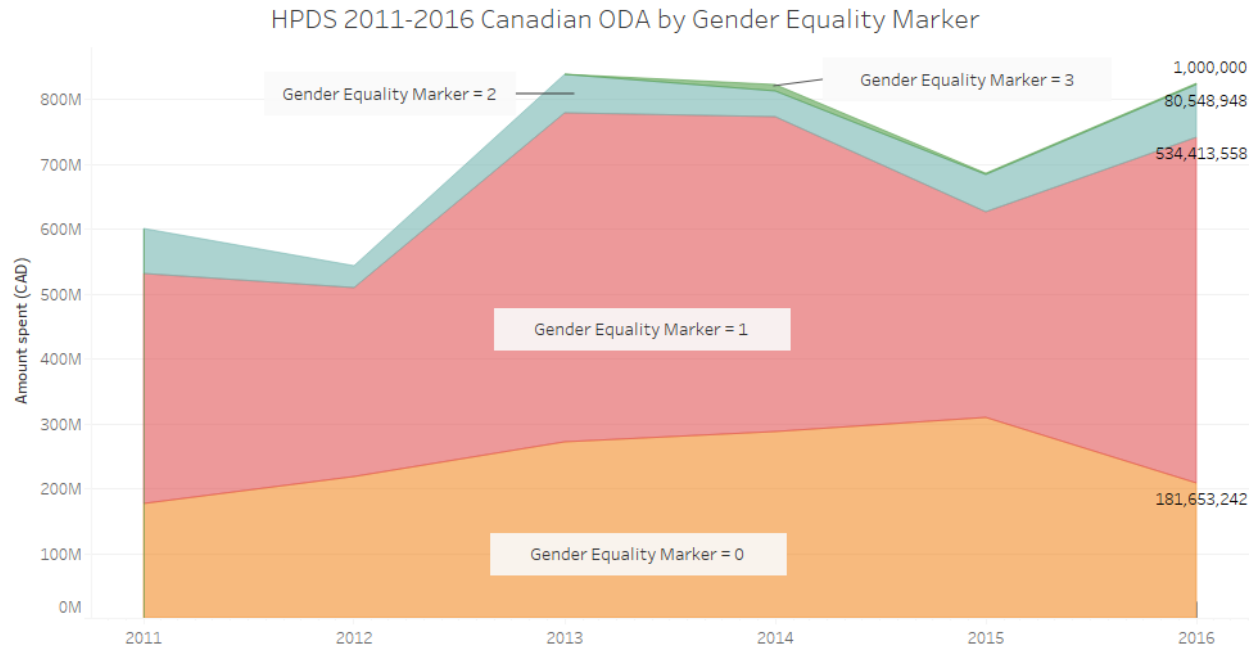


2016 Humanitarian Assistance Spending by OECD-DAC CRS Gender Equality Marker				
Year	Gender 0	Gender 1	Gender 2	Total
2016	USD 266.8 million (54.2%)	USD 215.2 million (43.7%)	USD 10.5 million (2.1%)	USD 492.5 million

¹⁰ DAC CRS project data for 2016 may be incomplete. The most recent data was extracted as of 2018-08-21. At this date the last published 2016 data was updated by GAC on 2018-07-04. Canadian reporting contributes to the DAC CRS on a rolling basis i.e. details are only finalized during the year and may not reflect the most current figures. This difference however is accounted for by using HPDS data which is more complete and final.

Findings based on HPDS data

According to HPDS project data, in 2016, Canada spent **CAD \$823.0 million** on humanitarian assistance projects. Approximately, **74.9%** of these projects are reported as gendered-related (gender marker greater than 0). The chart below presents this data for the years 2011-2016. However, the more pertinent figure is the share that is gender integrated and or specific. **The total percentage share of gender integrated and focused humanitarian aid from Canada in 2016 is 9.9%. This equates to CAD\$81.5 million in 2016. The percentage share of gender-focused humanitarian aid alone is 0.1%.**



Year	Blank (null)	None (0)	Limited (1)	Integrated (2)	Specific (3)	Total
2016	CAD25.4 million (3.0%)	CAD181.7 million (22.1%)	CAD534.4 million (65.0%)	CAD80.5 million (9.8%)	CAD1 million (0.1%)	CAD823.0 million

2. Share of Canadian humanitarian assistance that is delivered through local non-profit organizations

Data

This part of the analysis is conducted using DAC CRS data for the period 2011-2016. [OECD-DAC CRS++](#) (filtered for Canadian projects)

Method

In the [Grand Bargain agreement](#), the term “local” refers to **local and national non-state actors**; and **national and subnational state actors**.¹¹ The Grand Bargain Agreement’s criteria for defining a local organization informs the channel names selected from the OECD-DAC CRS data.¹² For this analysis, disbursements reported with the following [channel names](#) are included within local organizations:

- Local/ Regional NGOs;
- National NGOs; and
- Recipient government

Findings

According to OECD-DAC CRS project data, in 2016, Canada spent **USD \$114.0 million** of its humanitarian assistance through local organization channels. This represents approximately **23.1%** of Canadian humanitarian assistance spending.

The majority of Canada’s local humanitarian spending (99.8%) is disbursed via “National NGO” channels. However, the OECD DAC (and Canadian ODA data sources) include Canadian NGOs in this category. Which is inconsistent with both the spirit and letter guidance of the GB (at least as we have interpreted it). These sources do not present data on whether these National NGO’s further employed local organizations from the recipient country to implement these projects.

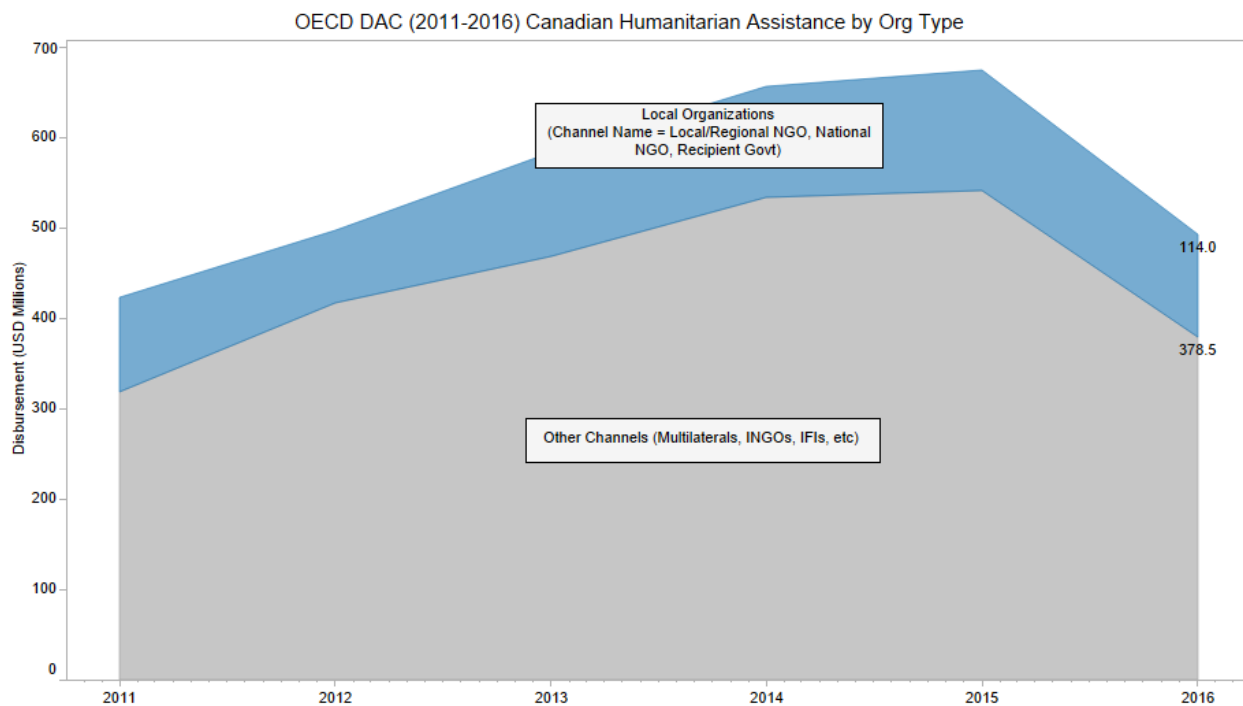
Looking exclusively at projects coded with the channel name “local/regional NGO” – which would be the closest approximation to at least the spirit of the GB localization agenda – for 2016 shows that **0.2%** of Canadian humanitarian assistance was channeled via local and regional NGOs.¹³

The chart below presents this data for the years 2011-2016.

¹¹ *Local and national non-state actors* are organizations engaged in relief that are headquartered and operating in their own aid recipient country and which are not affiliated to an international NGO. A local actor is not considered to be affiliated merely because it is part of a network, confederation or alliance wherein it maintains independent fundraising and governance systems. *National and subnational state actors* are state authorities of the affected aid recipient country engaged in relief, whether at local or national level.

¹² Funding to local and national actors can be direct (to donors or aid organizations) or indirect (pooled or single intermediary funding). Indirect funding is infrequently reported and is not standardized across reporters. Second, there is no standardized localization marker in aid databases, even though one has been under discussion since 2016 it has since been abandoned.

¹³ Globally, only a small fraction of humanitarian aid goes through local organizations. The [2015 World Disasters report](#) suggests that 1.6% of humanitarian aid is disbursed to local organizations in 2015. The 2015 World Humanitarian Summit estimated that only [0.2% of humanitarian aid](#) goes directly to local and national non-government agencies and civil society organizations. Oxfam reports that during 2007–2013, [less than 2 percent](#) of annual humanitarian assistance went directly to local actors.



OECD DAC (2011-2016) - Local Humanitarian Assistance Orgs by Channel Name

Channel Name	2011	2012	2013	2014	2015	2016
National NGOs	USD \$104.3M	USD \$80.4M	USD \$113.7M	USD \$122.7M	USD \$133.2M	USD \$113.7M
Local/Regional NGOs	USD \$0.4M		USD \$0.6M	USD \$0.4M	USD \$0.3M	USD \$0.2M
Recipient government	USD \$1.0M		USD \$0.0M	USD \$0.0M		
Grand Total	USD \$105.7M	USD \$80.4M	USD \$114.3M	USD \$123.2M	USD \$133.5M	USD \$114.0M

3. Share of Canadian humanitarian assistance that supports women's rights organizations?

Data

This part of the analysis is conducting using both DAC CRS (2011-2015) and HPDS data (2016-17 fiscal).

[OECD-DAC CRS++](#) (filtered for Canadian projects)

[HPDS](#)

Method

Women's Rights Organizations

In this approach we begin with funding coded to purpose codes 15170 (*Women's equality organisations and institutions*), in the DAC CRS, which yields a very small list of project codes (n = 272 over 5 years or only 24 in 2015).¹⁴

Humanitarian Assistance

As the project list is small, it is possible to manually review long descriptions to determine whether projects are in the humanitarian sector or not, based on guidance outlined by the Oxfam report: [A Feminist Approach to Localization: How Canada Can Support the Leadership Of Women's Rights Actors In Humanitarian Action](#).¹⁵

Findings based on OECD DAC CRS data

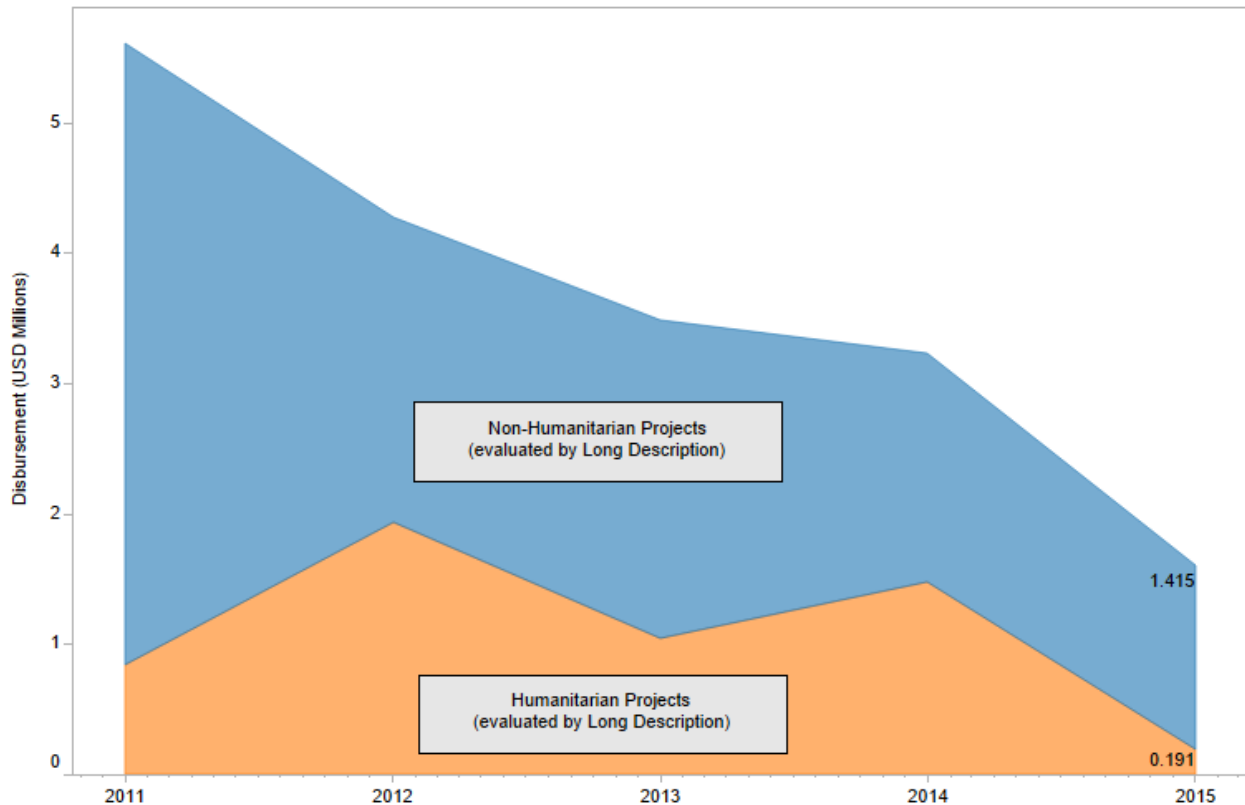
According to OECD-DAC CRS data, in 2015, Canada spent **USD \$1.6 million** on projects to support women's equality organizations and institutions. **USD \$0.19 million** of these disbursements were identified as humanitarian assistance going to women's rights organizations.

The chart below presents this data for the years 2011-2015.

¹⁴ It is worth noting that the majority of 15170 coded projects are research related and therefore not humanitarian per se.

¹⁵ The report adheres to a feminist approach to identifying humanitarian action, which considers women's institutional role in humanitarian and conflict crises. As such, the report also considers women's roles in strengthening fragile social infrastructures, influencing norms of gender-based violence, and the promotion of women's rights - all considered to be significantly vulnerable during crises.

Humanitarian Projects with Purpose Code 15170 (Support to Women's Equality Organisations and Institutions)



Findings based on HPDS data

Methodologically, a similar approach is followed using the HPDS. According to HPDS data, in 2016, Canada spent **CAD \$1.2 million** to support women's equality organizations and institutions (see table below for the full list). Further disaggregation by humanitarian projects is not possible as 2016 HPDS projects do not contain long descriptions and the relevant projects are not published on the project browser. The full list of projects in HPDS with purpose code 15170 for 2016 is presented below.

As can be seen from the list below, practically all this funding went to either multilateral (World Bank IDA, UNDP, ILO, UNICEF) and or Canadian partners. Therefore, **in our estimation, in 2016, Canadian humanitarian assistance either in support of or channeled via local women's rights organizations is likely zero.**

HPDS 2016 Canadian ODA to Purpose code 15170 (\$CAD)

Sector Code	Project #	Partner Name	Project Name	
15170	Null	International Developme..	Institutional Support to International Development Association	463,387
	P001268458	UNDP	Institutional Support to UNDP	167,436
	D003632001	International Labour Orga..	Institutional Support to International Labour Organisation	73,165
	P001268454	UNDP	Institutional Support to UNDP	51,706
	P001268457	UNDP	Institutional Support to UNDP	46,207
	P001268453	UNDP	Institutional Support to UNDP	45,896
	P001268462	UNDP	Institutional Support to UNDP	43,982
	P001268452	UNDP	Institutional Support to UNDP	41,100
	P001268441	UNDP	Institutional Support to UNDP	32,929
	P001268455	UNDP	Institutional Support to UNDP	29,802
	MB-308	Cuso International	Mon women's organisation – Creating bright futures for women in ..	29,585
	P001268465	UNDP	Institutional Support to UNDP	25,177
	P001268437	UNDP	Institutional Support to UNDP	20,788
	P001268443	UNDP	Institutional Support to UNDP	12,341
	P001268444	UNDP	Institutional Support to UNDP	12,317
	P001268436	UNDP	Institutional Support to UNDP	11,086
	P001270001	UNICEF	Institutional Support to UNICEF	7,433
	P001268438	UNDP	Institutional Support to UNDP	7,142
	P001268456	UNDP	Institutional Support to UNDP	6,414
	P001268459	UNDP	Institutional Support to UNDP	6,401
	P001268446	UNDP	Institutional Support to UNDP	6,257
	P001268463	UNDP	Institutional Support to UNDP	6,198
	MB-224	United Church of Canada	Strengthening women's capacity to participate in civil society	3,100
	P001268461	UNDP	Institutional Support to UNDP	3,094
	P001271681	UNICEF	Institutional Support to UNICEF	2,433
	P001268447	UNDP	Institutional Support to UNDP	2,420
	P001271689	UNICEF	Institutional Support to UNICEF	2,388
	P001268451	UNDP	Institutional Support to UNDP	1,973
	P001268442	UNDP	Institutional Support to UNDP	1,383
	P001271682	UNICEF	Institutional Support to UNICEF	1,197
	P000378002	IDB Special Fund	Institutional Support to IDB Special Fund	1,125
	P001268439	UNDP	Institutional Support to UNDP	1,055
	P001268460	UNDP	Institutional Support to UNDP	1,043
	P001268435	UNDP	Institutional Support to UNDP	862
	P001271690	UNICEF	Institutional Support to UNICEF	702
	P001268445	UNDP	Institutional Support to UNDP	577
	P001271687	UNICEF	Institutional Support to UNICEF	561
	P001271683	UNICEF	Institutional Support to UNICEF	452
	P001268449	UNDP	Institutional Support to UNDP	449
	P001268440	UNDP	Institutional Support to UNDP	383
	P001268464	UNDP	Institutional Support to UNDP	287
	P001271688	UNICEF	Institutional Support to UNICEF	287
	P001271686	UNICEF	Institutional Support to UNICEF	162
	P001271691	UNICEF	Institutional Support to UNICEF	137
	P001271684	UNICEF	Institutional Support to UNICEF	103
	P001268448	UNDP	Institutional Support to UNDP	76
	P001268450	UNDP	Institutional Support to UNDP	52
	P001271685	UNICEF	Institutional Support to UNICEF	5
Grand Total				1,173,057

Conclusions and Recommendations

This analysis addressed 3 questions:

1. How much of Canada's humanitarian assistance goes to gender-related activities?
2. How much of Canada's humanitarian assistance is delivered via local organizations?
3. How much of Canada's humanitarian assistance supports women's rights organizations?

Data and methodological challenges (discussed in detail within the report) significantly impact our estimates. Below we provide recommendations, both aimed at Canadian CSO/NGO reporting and for official data purveyors (in this case GAC). Before that however, to restate, our main findings are as follows:

- The share of humanitarian assistance that goes to gender-related activities was analyzed using both DAC CRS and Canadian HPDS data. As per HPDS data (2016-17) total CAD\$823 million. About 74.9% of this is gender-related in that it has a gender marker other than 0. However, the more pertinent figure (in our view) is humanitarian spending that is either gender integrated (level 2) or focused (level 3). **The percentage share of gender integrated and focused humanitarian aid from Canada in 2016 is 9.9%. This equates to CAD\$81.5 million in 2016.**
- According to the DAC CRS data, in 2016, Canada spent USD \$114.0 million of its humanitarian assistance through local organization channels. This represents approximately 23.1% of Canadian humanitarian assistance spending. However, in our view the more pertinent figure, closer to the spirit of the Grand Bargain commitment, is the **share of local and regional NGOs in Canadian humanitarian spending which we estimate at only 0.2% in 2016.**
- According to OECD-DAC CRS data, in 2015, Canada spent USD \$1.6 million on projects to support women's rights and equality organizations and institutions (WROs). USD \$0.19 million of this could be identified as humanitarian assistance going to or through women's rights organizations. This implies a ratio of 0.04% in terms of the share of Canada's humanitarian assistance that supports or is channeled through WROs. Using HPDS data for 2016, however, we find Canada's total support for WROs at approx. CAD\$1.2 million. None of which we estimated to be to or through local WROs. **We therefore estimate total Canadian humanitarian assistance either in support of or channeled via local women's rights organizations to be negligible if not zero.**

Data, methodological and definitional challenges limit our analysis. Chief among these are:

- a. The lack of precise data parameters for indicating "localization" which are practically applicable to the IASC definition of "local and national".
- b. The inability to clearly account for flow-through funding to local organizations, either funding that flows through Canadian CSOs and NGOs, or via pooled arrangements (such as CBPFs or country based pooled funds, which are often a modality of choice in humanitarian situations).
- c. The lack of a clear definition of what constitutes a women's rights organization or local women's rights organization.

Recommendations:

Localization

On the first two issues, surrounding localization and its accurate measurement, our recommendation to Canadian and other CSOs is to first, regularly monitor and publish first, second, and third tier funding, in coordination with Canada's implementing partners. Second, we recommend that Canada develops targets for improvement in increasing its funding to local actors directly and indirectly.

Women's rights organizations

On the third issue, surrounding WROs, there should be, either or both, a clear definition of what constitutes a WRO and what criteria should be met for an organization to be considered a WRO. Furthermore, an approved list of WROs, by location status (so as to distinguish local from international, multilateral or other) can easily be drawn up and agreed, and once this is in place it would be possible to apply it retroactively to past data as well, to get a clearer sense of donor support for and funding flowing through local WROs, whether during humanitarian emergencies or more generally.

Flow-through funding

A key issue that limits both analysis of localization and local WROs is the lack of transparency around flow-through funds. Flow-through funding is official support that may be provided to a large Canadian, international, or developing country based national NGO/CSO that is then channeled through the same organization to smaller local organizations that are more proximate to the end beneficiary populations or the core development or humanitarian channel. We know there are instance of such funding flowing through Canadian NGOs and CSOs but tracking and analyzing this, given the current state of the data, is nearly impossible (please see annex 2 for details including examples). Canadian CSOs and GAC should work together to (at minimum) provide the following:

- Canadian CSOs working with taxpayer funded support should be mandated to provide a simple, clear, and machine-readable list of projects (all statuses: past/closed, operational and proposed/planned where possible to make public) on their websites.
- Canadian CSOs working with taxpayer funded support should be mandated to provide direct links between project-level funding from official sources and their mandatory filings (such as to CRA as part of charitable obligations, and, to GAC as part of standard reporting requirements).
- All Canadian CSOs should be mandated to produce a timetable for full compliance with IATI publication.

These steps would go a long way both towards improving the track-record of Canadian CSOs on transparency and accountability to the public (not to mention taxpayers and supporters) and enhancing the traceability and analytical potential of development finance data.

Annex 1 – Data Definitions

Gender Marker Definitions:

HPDS gender markers

Policy markers—Gender equality

Unlike other policy markers, the gender equality marker can have four possible values, the meaning of which also depends on the Global Affairs Canada business delivery model (that is, directive and responsive vs. long-term institutional support). As indicated by Global Affairs Canada's Policy on Gender Equality, gender equality must be explicitly and systematically integrated into all of Global Affairs Canada's policies, programs and investments. Global Affairs Canada measures the level of integration into the Agency's investments (for directive and responsive programming) or the capacity of an institution to integrate gender equality (for long-term institutional support).

OECD DAC CRS gender markers

Donors can gender screen their projects as either 0, 1 (gender significant), or 2 (gender principal), or not screen projects (*null*). The gender policy marker is a voluntary marker to record aid activities that target gender equality as a policy objective.

- **Principal** (marked 2) means that gender equality is the main objective of the project/program and is fundamental in its design and expected result. The project/program would not have been undertaken without this objective. In addition to the 4 common minimum criteria which also apply for a gender marker score of 1, which are:
 - A gender analysis of the project has been conducted
 - Findings from gender analyses have informed project design
 - Data and indicators are sex disaggregated where applicable
 - There is a commitment to monitor and report on gender equality results
 Two further minimum criteria must be met for a gender marker score of 2, they are:
 - Top level ambition of the project is to advance gender equality or women's empowerment
 - Results framework measures progress through gender specific indicators to track outcome/impact
- **Significant** (marked 1) means that gender equality is an important and deliberate objective, but not the principal reason for undertaking the project/program.
- **Not targeted** (marked 0) means that the project/program has been screened against the gender marker but has not been found to target gender equality.

The above detail is from the OECD-DAC's gender equality marker guidance.^[1] An important point to note is that the DAC only issued specific guidance on the definition and minimum recommended criteria for the gender equality marker in 2016. All the data in this analysis precedes this guidance. Which is not to suggest donors were not applying the gender marker already, but, that there are known inconsistencies across donors.^[2] Our focus is primarily within the gender 2 subset. It is also worth noting that the information that shows *how* donors meet these criteria is not publicly available i.e. donor coding is accepted at face value and cannot be verified.

“Recipient Government” DAC Definition

OECD DAC disaggregates the recipient government channel into the following:

- Central Government
- Local Government
- Public corporations
- Other public entities in recipient country

Annex 2 – A Note on Canadian NGO Reporting Inconsistencies

NGO reporting in Canada is inconsistent and often contradictory. We present the following instances as examples:

Oxfam Quebec DRC

Project profile — DRC - Emergency Assistance - Oxfam Quebec 2017

<http://w05.international.gc.ca/projectbrowser-banqueprojets/project-projet/details/D004397001>

Project Browser provides insufficient details on any intermediaries, flow throughs

Oxfam QC relevant DRC page:

<https://oxfam.qc.ca/decouvrez/ou-travaillons-nous/republique-democratique-du-congo/>

Notice it does NOT provide any systematic project listing at all, that can be used alongside say GAC or OECD-DAC or really any other data. BUT. It does note they work with “8 Congolese partner orgs”. Which is not linked to any project, any time period, or any specific element of funding.

This is Oxfam's emergencies page. <https://www.oxfam.ca/our-work/emergencies>. While there is lot of contextual info, from Emergency to emergency there is no consistency about what is presented and how (i.e. we would run a web-scraper but even that is impossible). There is no mention (in all the ones we checked) of any flow through funding to any local org.

Save the Children

Active emergency project in Somalia, with gender (significant)

Project Browser: <http://w05.international.gc.ca/projectbrowser-banqueprojets/project-projet/details/D004405001>

Here is Save's Somalia page describing what they are doing. No project listing. No financials. No partners or flow-through. <https://www.savethechildren.ca/somalia/>

War Child Canada

South Sudan project provides an illustrative example of complexity involved. It is acknowledged that this is not a humanitarian project, but this example demonstrates the complexity of navigating the data.

Notice that in Project Browser (below), a local partner is even mentioned in the Long Description: (Upper Nile Youth...). But there is no mention of breakdown. i.e. no breakdowns in the financials by transactions in Project Browser.

<http://w05.international.gc.ca/projectbrowser-banqueprojets/project-projet/details/S065401001>

Description:

The project aims to empower conflict-affected rural youth to become more economically productive, and more engaged in their communities. **War Child Canada is partnering with the Upper Nile Youth Development Agency** to reach youth in the highly vulnerable agro-pastoralist fishing and cattle camps. Activities include (i) adapting and delivering life skills training; (ii) establishing youth centres to facilitate sports, cultural and recreational activities; (iii) supporting youth groups to deliver outreach activities on issues central to youth; (iv) working with local education stakeholders and teachers to develop and deliver training in functional literacy/numeracy and accelerated learning programs; (v) raising community awareness to promote education for youth, especially girls; (vi) training cilitators to design, adapt and deliver livelihoods and vocational skills training; (vii) providing support to youth in identifying employment and market opportunities;

and, (viii) establishing and training youth livelihoods groups in business development and group savings. The project aims to provide over 5,000 youth with life skills training, over 2000 youth and 5000 adults with functional literacy/numeracy education or basic primary education, over 450 youth with livelihoods training, while training over 80 youth and adults as teachers and facilitators.

War Child Canada also has a South Sudan page. <https://warchild.ca/stories/south-sudan/> However, no project breakdowns, no financials, no flow-throughs, despite clear mention of local partners (both the one above and other local gov partners).

We checked their financials with no success: <https://warchild.ca/financials/>. They even have a transparency report section: <https://warchild.ca/financials/#transparency>. Nothing of use here either.

Buried deeper, in CRA filings,¹⁶ is the following: <https://apps.cra-arc.gc.ca/ebci/haip/srch/t3010form23sched2-eng.action?b=872374426RR0001&fpe=2016-12-31&n=WAR+CHILD+CANADA>, within which a table of organizations is found:

Amount transferred to individuals/organizations.

Name of individual/organization	Enter the <u>country codes</u> where the activities were carried out	Enter amounts to the nearest Canadian dollar (\$)
Jordan Hashemite Fund for Human Development (JOHUD)	JO	\$ 12,710
Sanabel al Khair Social Development Society (Sanabel al Khair)	JO	\$ 9,298
Upper Nile Youth Development Association (UNYDA)	QS	\$ 94,275

To summarize:

The issue is one of lack of transparency among Canadian NGOs, which stems from an acknowledged lack of capacity/resources. Despite much discussion and effort, Canadian NGOs have demonstrated limited success in moving towards meaningful transparency. NGOs typically do not provide simple and consistent project listings on their website, nor do they provide a direct link between projects and their mandated filings (such as to either CRA or GAC). The ideal solution to achieving meaningful transparency is for Canadian NGOs to practicably commit to publishing project listings to a standard such as the International Aid Transparency Initiative (IATI). Short of this, at a minimum, Canadian NGOs working with taxpayer funds should be mandated to provide a simple, clear, and machine-readable list of projects on their websites.

¹⁶ Which, if one didn't know to look you would never look for (and again, technically, i.e. programmatically, would be a specific program we would have to write to query across different organizations and at scale).