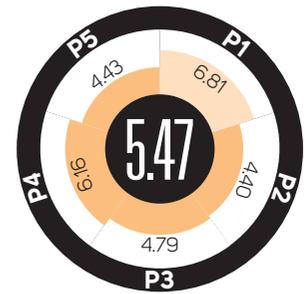


CANADA

Group **2**
LEARNING LEADERS

HRI 2011 Ranking
14th

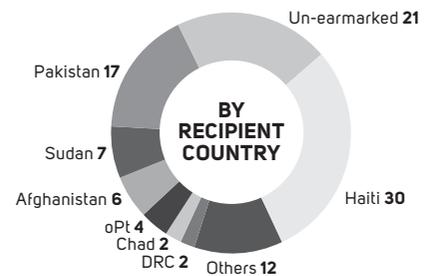
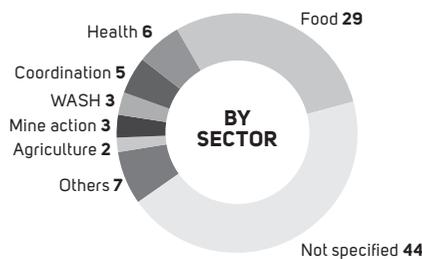
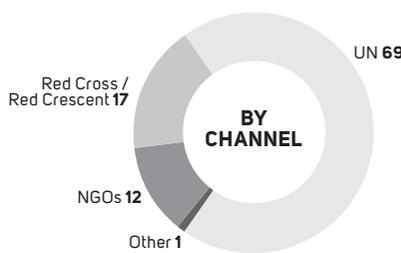


OFFICIAL DEVELOPMENT ASSISTANCE **0.33%**
of GNI

HUMANITARIAN AID **12.2%**
of ODA

US \$18
Per person

HUMANITARIAN AID DISTRIBUTION (%)



GENDER RATING

POLICY

FUNDING

FIELD PERCEPTION

STRENGTHS

| Pillar | Type | Indicator | Score | % above OECD/DAC average |
|--------|------|---|-------|--------------------------|
| 5 | QL | Implementing evaluation recommendations | 5.26 | +22.7% |
| 2 | QL | Beneficiary participation | 5.57 | +16.1% |
| 2 | QL | Strengthening local capacity | 6.65 | +15.1% |
| 1 | QL | Timely funding | 7.47 | +6.8% |

AREAS FOR IMPROVEMENT

| Pillar | Type | Indicator | Score | % below OECD/DAC average |
|--------|------|--|-------|--------------------------|
| 5 | QT | Funding accountability initiatives | 0.45 | -89.1% |
| 2 | QT | Funding reconstruction and prevention | 1.48 | -66.9% |
| 2 | QT | Reducing climate-related vulnerability | 1.54 | -61.8% |
| 3 | QT | Un-earmarked funding | 2.02 | -61.1% |
| 1 | QT | Timely funding to sudden onset emergencies | 6.50 | -19.3% |

OVERALL PERFORMANCE

Canada ranked 14th in the HRI 2011, dropping two positions from 2010. Based on the pattern of its scores, Canada is classified as a Group 2 donor, “Learning Leaders”. Donors in this group are characterised by their leading role in support of emergency relief efforts, strong capacity and field presence, and commitment to learning and improvement. They tend to do less well in areas such as prevention, preparedness, and risk reduction efforts. Other Group 2 donors include the European Commission, France, the United Kingdom and the United States.

Overall, Canada’s performance is below the OECD/DAC and Group 2 averages. Canada scored below the OECD/DAC average in all pillars, with the exception of Pillar 4 (Protection and international law), where it was above both the OECD/DAC and Group 2 averages.

Canada was also slightly above its peer group average in Pillar 2 (Working with humanitarian partners), but below the Group 2 average in Pillars 1 (Responding to needs), 2 and 5.

Canada did best compared to its OECD/DAC peers in the indicators on *Implementing evaluation recommendations*, *Beneficiary participation*, *Strengthening local capacity* and *Timely funding to partners* – all qualitative indicators. Its scores were lowest in indicators on *Funding accountability initiatives*, *Funding reconstruction and prevention*, *Reducing climate-related vulnerability*, *Un-earmarked funding* and *Timely funding to sudden onset emergencies* – all quantitative indicators. In fact, overall Canada scored significantly higher on the qualitative, survey-based indicators than on the quantitative indicators.

SOURCES: UN OCHA FTS, OECD StatExtracts, various UN agencies’ annual reports and DARA

All scores are on a scale of 0 to 10. Colours represent performance compared to OECD/DAC donors’ average performance rating: Good Mid-range Could improve N/A Non applicable QT Quantitative Indicator QL Qualitative Indicator

AID DISTRIBUTION

Canada's Official Development Assistance (ODA) comprised 0.33% of its Gross National Income (GNI) in 2010. Humanitarian assistance represented 12.2% of its ODA and 0.04% of its GNI (OECD 2010).

According to data reported to the United Nations (UN) Office for the Coordination of Humanitarian Affairs' (OCHA) Financial Tracking Service (FTS), in 2010 Canada channelled 69.1% of its humanitarian funding to the

UN system, 12.7% to non-governmental organisations (NGOs), and 16.8% to the Red Cross/Red Crescent Movement. Canada destined 7.0% of its humanitarian aid to the Central Emergency Relief Fund (CERF). In 2010, Haiti, Pakistan and Sudan received the greatest amount of assistance. Canada responded to 39 emergencies in 2010: 15 in Africa 13 in Asia, eight in the Americas and three in Europe (OCHA FTS 2010).

POLICY FRAMEWORK

The Canadian International Development Agency (CIDA), under the Minister of International Cooperation, is responsible for managing Canada's development and humanitarian programming. The Department of Foreign Affairs and International Trade (DFAIT) develops its humanitarian policy and coordinates the response to natural disasters when a whole-of-government response is required, while the International Humanitarian Assistance Directorate (IHA), within CIDA, manages Canada's operational response to humanitarian crises in developing countries (DFAIT 2011b). The Disaster Assistance Response Team (DART) of the Canadian military may also be deployed to provide emergency health and water services for up to 40 days (National Defence 2005, DFAIT 2011b). Other government departments, such as the Department of National Defence and the Privy Council Office, may also participate in operational coordination

mechanisms when a whole-of-government approach is required (CIDA 2011a).

Canada lacks a comprehensive humanitarian policy document, but has been one of the leading members of the *Good Humanitarian Donorship (GHD) Principles* group, and has a *GHD Domestic Implementation Plan*. This plan called for a humanitarian assistance policy, which was drafted and consulted with Canadian NGOs, but ultimately not formalised (CCIC 2009). CIDA published the *Guidelines for Emergency Humanitarian Assistance Project Proposals and Reports*, revised in 2006, and includes the main principles that guide its humanitarian policy on its website (CIDA 2011b). CIDA currently has 49 field offices to respond to development and humanitarian needs in partner countries. Canada's *Aid Effectiveness Action Plan 2009-2012* foresees increasing its field presence and delegating greater authority to field offices.

HOW DOES CANADA'S POLICY ADDRESS GHD CONCEPTS?

GENDER

Canada expresses a firm commitment to gender-sensitive approaches in humanitarian and development policies, and gender is a cross-cutting theme in all programmes. CIDA's revised *Policy on Gender Equality* (2010) emphasises Canada's commitment to gender equality and outlines how to incorporate a gender-sensitive approach in all programmes (CIDA 2010). The *Gender Equality Action Plan* (2010-2013) lays out goals for Canada's gender-sensitive policies, and calls for an annual report

regarding progress on gender equality measures in CIDA's work (CIDA 2010). Partners must include sex and age disaggregated indicators in funding proposals and reporting, and CIDA encourages the inclusion of gender-sensitive policies (CIDA 2006). The integration of gender into humanitarian aid is guided by CIDA's toolkit, *Gender Equality and Humanitarian Assistance: A Guide to the issues* (CIDA 2003), and the results of gender equality institutional assessments CIDA has conducted of its main multilateral partners. Its *Framework for Assessing Gender Equality Results* also serves as a tool to measure partners' commitment to gender equality, and was the first of its kind to be released by an OECD country (CIDA 2010). Canada has supported the Gender Standby Capacity (GenCap) project to mainstream gender into humanitarian response (CIDA 2011c). Most significantly, 2011 will see the start of Canada's action plan for the implementation of UN Security Council resolutions regarding women, peace and security (CIDA 2011a).

PILLAR 1

RESPONDING TO NEEDS

CIDA expresses a firm commitment to timely, impartial, independent aid that adapts to changing needs (CIDA 2011b). Canada relies on multiple sources for needs assessments, including those of the UN Disaster Assessment and Coordination Team (UNDAC), calling on its embassies and offices abroad for additional information (DFAIT 2011a). Its Interdepartmental Strategic Support Team (ISST) provides expert analysis in humanitarian situations to support relief efforts (Parliament of Canada 2011). CIDA has expressed its commitment to provide funding to improve needs assessment tools (CIDA 2011a). With the aim of providing timely aid to crisis situations, Canada is a strong supporter of the CERF and has vowed to increase its funding of pooled mechanisms (CIDA 2011b), and accepts abridged proposals from pre-approved NGOs (CIDA 2006). The 2007 *DAC Peer Review* also states that Canada regularly contributes to the Canadian Red Cross Emergency Disaster Assistance Fund, created to provide a speedy response in times of crisis (OECD/DAC 2007).

PILLAR 2

PREVENTION, RISK REDUCTION AND RECOVERY

Canada requires beneficiary participation in the design, implementation and monitoring of humanitarian programmes; participation in evaluation, however, is not mentioned in Canada's humanitarian guidelines (CIDA 2006). Funding proposals must include an environmental impact assessment, beneficiary participation assessment and strive to build local capacity (CIDA 2006). Canada also places importance on disaster risk reduction (DRR) and prevention and preparedness measures and has signed the *Hyogo Framework for Action* (DFAIT 2011a). Canada has supported preparedness initiatives to increase emergency response capacity as well as capacity to monitor and prepare for hazards (CIDA 2011c). Furthermore, Canada has supported projects for training, capacity-building and policy support geared toward prevention, preparedness and DRR (DFAIT 2011a). Canada also places importance on conflict prevention, and DFAIT's Stabilization and Reconstruction Task Force (START) manages

conflict prevention programmes under the Global Peace and Security Fund (DFAIT 2011d). Finally, Canada's *Aid Effectiveness Action Plan* stresses the need to "more effectively bridge humanitarian, recovery, and longer-term development phases," (CIDA 2009, p. 6).

PILLAR 3

WORKING WITH HUMANITARIAN PARTNERS

CIDA commits to provide flexible and predictable funding to humanitarian organisations and to support the coordination and organisational capacities of their partners (CIDA 2011b). Canada has recently taken a series of steps to ensure its funding is more flexible and predictable. As part of its *Aid Effectiveness Action Plan*, Canada untied 100% of its food aid budget in 2008 (CIDA 2009). Canada also provides multi-year funding to the International Committee of the Red Cross (ICRC) and the CERF (CIDA 2011a). In addition, Canada supported the Policy Action Group for Emergency Response (PAGER), which is intended to enhance policy and operational dialogue among NGOs, the Canadian Red Cross and the Canadian government.

PILLAR 4

PROTECTION AND INTERNATIONAL LAW

CIDA asserts that protection of civilians, promotion of international humanitarian law (IHL), facilitation of access to affected populations and safety of humanitarian workers are priorities for Canada's humanitarian efforts (CIDA 2006). Apart from funding organisations with a protection mandate, Canada has continuously supported the Protection Standby Capacity (ProCap) project, which supports the strategic and operational protection response of UN agencies (CIDA 2011c). CIDA's *Funding Guidelines* state that it will fund proposals that seek to improve the protection and security of the affected population or the dissemination of refugee law and IHL (CIDA 2006). Canada works with humanitarian organisations to improve training and equipment with the aim of supporting the safety of aid workers (DFAIT 2011c). Additionally, Canada has endeavoured to secure extra funding to support security measures in particularly unstable crises (DFAIT 2011c). The *Official Development Assistance Act* (2008) requires all Canadian ODA to be provided in line with international human rights standards.

PILLAR 5

LEARNING AND ACCOUNTABILITY

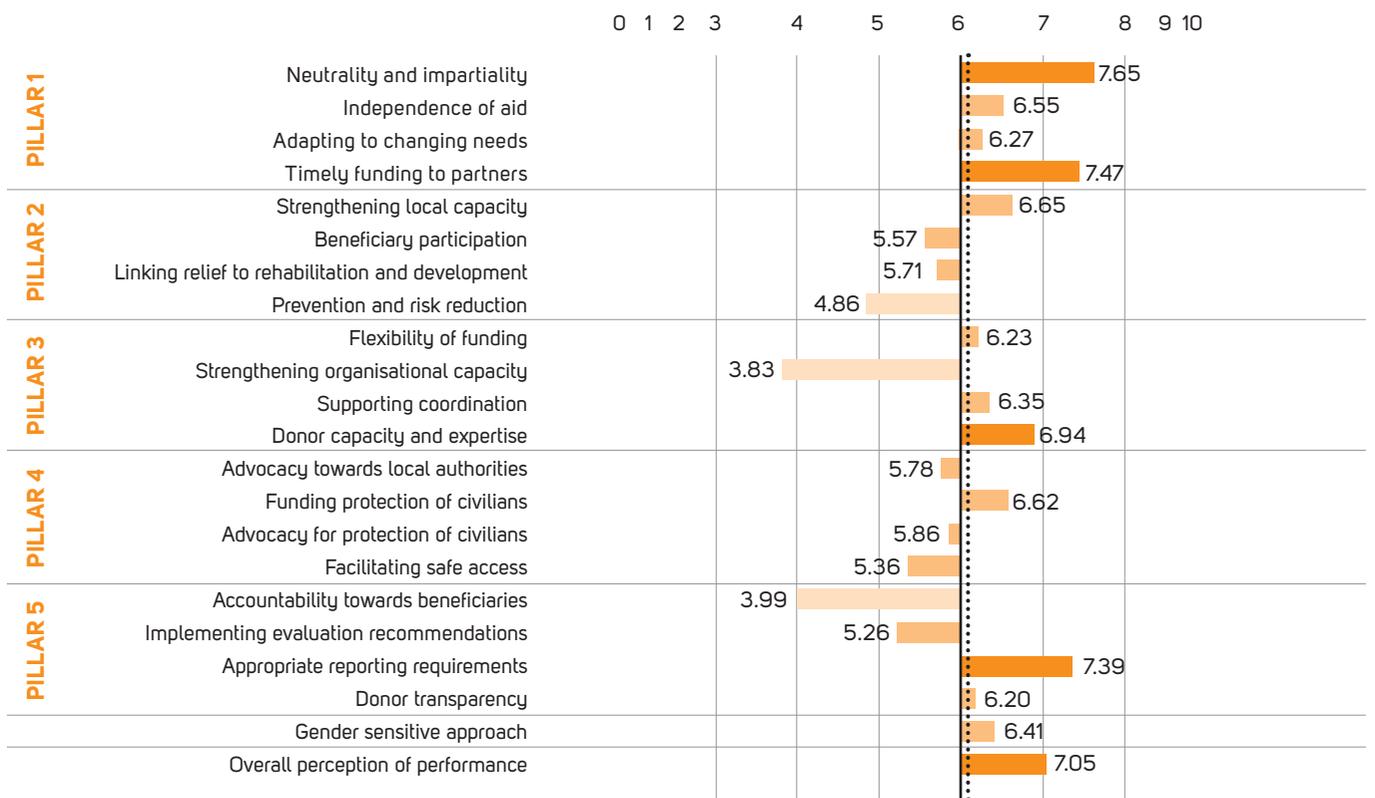
CIDA has recently taken steps to improve the accountability and transparency of its funding (CIDA 2009). Canada requires all NGOs to perform evaluations of their humanitarian assistance, and CIDA manages the evaluation of programmes it implements directly. As part of the *Official Development Assistance Accountability Act* (2008), CIDA publishes a yearly report to Parliament on its programmes, budgets, and progress on overarching policy goals. Furthermore, all humanitarian projects funded by CIDA are published on an online database, "Project Browser". Canada commits to continue participating in initiatives like

the *Active Learning Network for Accountability and Performance (ALNAP)* and to provide leadership in groups like the *Multilateral Organizations Performance Assessment Network*. In 2011, CIDA announced its intention to strengthen the independence of its evaluations by bringing in more outside expertise and conducting more joint evaluations of country-level programmes (CIDA 2011a). Following a disaster requiring a whole-of-government response, DFAIT convenes an interdepartmental meeting to identify actions to improve future responses (DFIAT 2011a).

FIELD PARTNERS' PERCEPTIONS

CANADA'S FIELD PERCEPTION SCORES

Collected questionnaires: 65



SOURCE: DARA

Canada's average score 6.03 ← → OECD/DAC average score 6.05

Colours represent performance compared to donor's average performance rating:

■ Good
 ■ Mid-range
 ■ Could improve

HOW IS CANADA PERCEIVED BY ITS PARTNERS?

PILLAR 1

RESPONDING TO NEEDS

Canada's partners held mixed views regarding the neutrality, impartiality and independence of its aid. Many organisations reported that Canadian aid was "very dependent" on other political, economic or military interests. In particular, multiple organisations reported that CIDA frequently established "no-go" or "no-engagement" policies with certain groups or regions which prevented aid from going where it was needed most. Organisations interviewed held mixed views over Canada's efforts to ensure the programmes it supports adapt to changing needs. For example, one interviewee asserted that "CIDA doesn't really care," and another noted that "CIDA is disengaged with us, they don't have a real presence here" to be able to verify these details. On a more positive note, organisations appreciated the timeliness of Canada's funding. Some lauded Canada's quick reactivity in making more aid available when the humanitarian situation worsened; another reported that Canada was "very good" in terms of timeliness.

PILLAR 2

PREVENTION, RISK REDUCTION AND RECOVERY

In the field, Canada's partners provided mixed reviews of beneficiary participation. Some pointed to improvement, stating: "This has become more and more important in the last few years. Now it's a requirement," and reporting that, contrary to the other donors, "Canada promotes this." Partners were impressed with CIDA's engagement with this issue in the field, reporting that CIDA "sent a consultant that went with us to the field," and that "CIDA came in for a monitoring mission and even organised focus groups with beneficiaries." On the other hand, others reported that beneficiary participation in monitoring and evaluation was "promoted, but not required," and many considered that "It's all just on paper," and a "tick-off-the-box" requirement. In terms of linking relief to rehabilitation and development, NGOs reported that Canada was unhelpful in this regard because it had very strict definitions of what constituted "humanitarian" versus "development" aid and was unwilling to finance the transition to the latter. For example, one interviewee reported that Canada does not allow construction, which "hinders sustainability," while another revealed that "Canada considers livelihoods recovery so they don't want to finance that."

PILLAR 3

WORKING WITH HUMANITARIAN PARTNERS

Many organisations in the field felt that Canada was fairly flexible in its funding. Interviewees stated that “Canada is excellent for funding four-year plans!” that there was “flexibility within the log frame of the project,” and that CIDA was “generally accommodating for change.” Canada received significantly less favourable reviews in regards to its support of its partners’ organisational capacities, as organisations reported that Canada does not finance this. Many NGOs had positive views of Canada’s capacity to make appropriate decisions, though a few dissented. One organisation complained that CIDA’s field representatives did not participate sufficiently in decisions made at headquarters. On the other hand, another reported that “CIDA has the capacity and experience, and their decisions are appropriate towards the government’s policies.”

PILLAR 4

PROTECTION AND INTERNATIONAL LAW

Similar to many other donors, Canada’s field partners felt the country was stronger in funding protection of civilians than in advocating for it. Its efforts in advocating toward local authorities to fulfill their responsibilities in response to humanitarian needs was also somewhat weaker, according to field partners, although some pointed to improvement in this area. In one crisis, an NGO affirmed that CIDA “engages closely with the humanitarian coordinator” and local authorities to this end. Partners noted that Canada “requires an access strategy” of its partners, but “does not facilitate it.”

PILLAR 5

LEARNING AND ACCOUNTABILITY

Canada’s partners were largely appreciative of its reporting requirements, although one interviewee noted that “CIDA changes the design and plans of their reporting forms too often.” Most interviewees also praised the transparency of Canada’s funding, although a few pointed to an interesting paradox. While CIDA is “extremely clear” about who it funds, it is reportedly much less transparent about why it funds them. An interviewee revealed they did not understand “why a specific NGO is selected and another one isn’t...” and another stated that “Canada at the capital level is completely inaccessible to us . . . we just don’t understand how decisions are taken and what goes on there.” For other matters, however, several organisations lauded Canada’s communication and transparency. Canada’s partners were much more critical regarding accountability toward affected populations and implementation of evaluation recommendations.

RECOMMENDATIONS

● PROTECT THE NEUTRALITY, IMPARTIALITY AND INDEPENDENCE OF HUMANITARIAN AID

Canada should engage with its partners to discuss practical measures to ensure the neutrality, impartiality and independence of its humanitarian aid. This is especially important in crises with counter-terrorism operations underway and in crises where Canada adopts integrated approaches. Canada's partners reported that no-contact policies are inhibiting aid from reaching those most in need. In particular, partners considered Canada's aid to be less neutral, impartial and independent in Somalia, the occupied Palestinian territories (oPt) and Colombia.

● RENEW COMMITMENT TO ACCOUNTABILITY

Consistent with the HRI 2010, Canada received its lowest score of the index in *Funding accountability initiatives*, an indicator which measures financial support for humanitarian accountability initiatives.² In 2009, Canada allocated 0.09% of its humanitarian aid to these initiatives, and dropped to 0.04% in 2010. Canada's Group 2 peers allocated an average of 0.2% to these initiatives. Similarly, Canada received its second-lowest qualitative score for *Accountability toward beneficiaries*, indicating that Canada should review its practices related to accountability toward beneficiaries and consider increasing its support for humanitarian accountability initiatives.

● ENHANCE SUPPORT FOR PREVENTION, PREPAREDNESS, RECONSTRUCTION AND EFFORTS TO REDUCE VULNERABILITY

In Pillar 2, Canada scored slightly above average for its support for international risk mitigation mechanisms, but received low scores for *Funding reconstruction and prevention* and *Reducing climate-related vulnerability*, indicating the need to place greater importance on preventing and preparing for future crises. In 2009, Canada allocated 14.1% of its humanitarian aid to prevention, preparedness and reconstruction, but dropped to 5.9% in 2010, placing it well below the OECD/DAC average of 18.6%. Regarding climate vulnerability, Canada provided only 36.3% of its fair share³ to Fast Start Finance, which supports climate change mitigation and adaptation efforts, compared to the OECD/DAC average of 102.4%. Furthermore, Canada has fallen short on its commitments to reduce emissions.

● CONSIDER EXPANDING CURRENT MEASURES TO EXPEDITE FUNDING

Canada has improved significantly the timeliness of its funding to complex emergencies. In 2009, it provided only 14.4% of its funding within the first three months of a humanitarian appeal. In 2010, it gave 49.3% within this time frame. Canada's funding to

sudden onset disasters has become slower, however. Although Canada was particularly strong in responding quickly to sudden onset disasters in 2009, it was below average in 2010, providing 65.0% of its funding within the first six weeks of a disaster, compared to the OECD/DAC average of 80.5%. Canada's partners seem to confirm this, rating the country below average for the timeliness of its funding. Canada's policy of accepting abridged proposals from pre-approved organisations is highly positive. Canada would do well to consider engaging with a greater number of organisations prior to the onset of emergencies to enlarge this programme.

● IMPROVE FLEXIBILITY BUT MAINTAIN PROGRAMME MONITORING

Canada received one of its lowest scores in *Un-earmarked funding*. Canada's partners seem to confirm this, rating Canada below average for the flexibility of its funding. In 2009, Canada provided 15.2% of its funding without earmarking, but dropped to 12.1% in 2010. The OECD/DAC average was 33.2%. Canada should review the flexibility of its funding and consider taking advantage of its Policy Action Group for Emergency Response (PAGER) to discuss this issue with its partners.

 Please see www.daraint.org for a complete list of references.