

Security Council Resolution 1325:
Civil Society Monitoring Report
2011

Canada

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A project of the Global Network of Women Peacebuilders

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Acknowledgement:

The Gender and Peacebuilding Working Group (GPWG) would like to thank all those who participated in this monitoring report. These include the Stabilization and Reconstruction Task Force (START) of the Department of Foreign Affairs and International Trade (DFAIT), the Canadian International Development Agency (CIDA), the International Peace Operations Branch of the Royal Canadian Mounted Police (RCMP) and the last, but not the least, all the volunteers from the GPWG who made this report possible.

I. Women, Peace and Security Profile

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Canada does not have a recent history of internal armed conflict. However, Canada has seen since 9/11 increased national security spending and the militarisation of Canadian identity. Matters of peace and security are dealt with as matters of foreign affairs, development assistance and defence, coordinated by the Department of Foreign Affairs and International Trade (DFAIT). Canada is currently making modest contributions to United Nations Peace Operations (172 police and Canadian force personnel) and has had a significant military and development assistance commitment in Afghanistan. Since July 2011, Canada's presence and mandate in Afghanistan (2800 troop) has changed from a combat to a training operation significantly reducing its military presence in Afghanistan (938 troop) as part of the International Security Assistance Force (ISAF). At the United Nations (UN), Canada continues to lead the international "Friends of Women, Peace and Security" group of country missions, UN agencies and NGOs advocating for implementation of Security Council Resolutions (SCR) 1325 and 1820 and the supporting resolutions 1888, 1889 and 1960.

Prior to the 10th anniversary of UN SCR 1325 in October 2010, Canada adopted a National Action Plan (NAP), entitled "Building peace and security for all". Canada's NAP is intended to guide the Government of Canada in the implementation of the Security Council resolutions on women, peace and security. The NAP "recognizes and addresses the experiences of women and girls in conflict and post-conflict situations, and (aims) to improve Canada's capacity to safeguard and support affected populations during all phases of peace operations (peacekeeping, peacebuilding, peacemaking, peace enforcement, conflict prevention, mediation, and stabilization and reconstruction), and in fragile states and conflict-affected situations".¹

1 Building peace and security for all, Canada's National Action Plan for the implementation of the women, peace and security agenda, October 2010. http://www.international.gc.ca/START-GTSR/women_canada_action_plan-plan_action_femme.aspx?view=d

Women in Canada have been involved in peacebuilding as part of numerous organizations for peace, mediation, and non-violence at the national level, as well as internationally oriented development and advocacy non-governmental organizations. Individuals from NGOs, academic institutions and women's groups are part of the Gender and Peacebuilding Working Group active in promoting the implementation of SCR 1325 and related resolutions. However, the lack of funding and the recent changes in the ways in which Canadian NGOs are asked to apply for funding (i.e. to compete on bids) makes their continued engagement in women, peace and security issues increasingly difficult.²

The national security-focused ways of thinking and prioritizing that came out of 9/11 have continued this year at the expense of human rights and democratic values. The election of a majority conservative government at the federal level in May 2011 has also reinforced such ideology. Despite the changes in Canada's involvement in Afghanistan, national budget continue to favour greater security spending both internationally and at home to combat security threat over health, education and other key services. The steady increased spending on national security issues since 9/11 has created what David Macdonald calls a national security establishment which includes the departments of National Defence (by far the largest consumer of national security expenditures), Foreign Affairs and International Trade, Public Safety, Justice, and related organisations such as the Royal Canadian Mounted Police (RCMP), Canadian Security Intelligence Service (CSIS) and the Canada Border Services Agency (CBSA).³ Since September 2001, Canada has spent more than \$ 92 billion in additional resources over and above what was spent in 2000-2001.⁴

II. Data Presentation and Analysis

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For the second phase of this monitoring process, the researchers decided that, given time and resource constraints, Canada's contribution would focus on a review of particular global indicators related to Canada's commitments on women, peace and security issues. They also aimed to focus on Canada's role in Afghanistan, but following meetings and conversations with Canadian public servants very little data, outside official reports on Canada's implementation of women, peace and security commitments in Afghanistan was available.

In the fall of 2010, the Government of Canada took a major step when it adopted its National Action Plan (NAP) to guide the implementation of the SCRs on women, peace and security. The NAP covers all phases of peace operations (peacekeeping, peacebuilding, peacemaking, peace enforcement, conflict prevention, mediation, and stabilization and reconstruction), fragile states and conflict-affected situations. The NAP includes not only UN-led peace operations, but also operations led or co-led by other regional organizations such as NATO and the African Union (e.g. the hybrid mission in Darfur (UNAMID)). Canada's NAP does have indicators and departments/ministries responsible for their implementation. However, those indicators are very general, mostly quantitative and are an almost copied version of the ones agreed to by the UN Technical Working Group on Indicators. The general nature of the indicators and their vagueness does create weakness. Furthermore, the Canadian NAP does not have clear guidelines, nor a clear timeline or a budget associated with it. For this year's monitoring initiative, the particular focus on Afghanistan is timely because, although Canada's military presence and mandate in Afghanistan are changing, the country remains a top foreign policy priority and a major focus for development assistance investments.

Methodology

The monitoring exercise involved data collection (through interviews and document review),

2 For example, the data collection and report writing for this initiative was carried out by volunteers.

3 David Macdonald, *The Cost of 9/11, Tracking the Creation of a National Security Establishment in Canada*, Rideau Institute, September 2011, p.1.

4 *Ibid*, p.3.

analysis, and report writing. Specifically, the Gender and Peacebuilding Working Group (GPWG) conducted interviews with governmental officials from the Stabilization and Reconstruction Task Force (START) of DFAIT, the Canadian International Development Agency (CIDA), and the International Peace Operations Branch of the Royal Canadian Mounted Police (RCMP). Despite the numerous emails and phone calls made to the Department of National Defense (DND), the Working Group did not succeed in speaking with them.

The GPWG focused on the indicators (4, 6, 8, 10, 13, 14 and 15) that were most relevant to Canada's implementation of the NAP. Only matters of foreign affairs, development assistance and defence were reviewed. Although the GPWG acknowledges the importance of looking at women in decision-making positions nationally as a way to contribute directly or indirectly to gender-sensitive policies, programming and decision making, it was decided that, due to time and resource constraints, only data pertaining to indicators specifically addressed in Canada's NAP would be collected and analyzed.

During interviews, government officials often noted that data were not available or considered too sensitive to be discussed (for example, budgets and training-content). Responses were also influenced by the fact that this was the first year of the NAP and Canada's annual report on the progress of implementation is not expected until 2012. Government officials often noted that they preferred to wait to speak on the issues until all data was gathered and/or finalized.

The GPWG would like to thank all the government officials who dedicated time and energy in preparing for the interviews and collecting the requested data. This initiative is fully consistent with the National Action Plan, which explicitly states that:

"Canada welcomes, in particular, the contribution of Canadian civil society to the development, implementation and monitoring of the Action Plan and looks forward to continuing and active discussion on the issues of Women, Peace and Security."

The GPWG expects that the departments and agencies involved in the implementation of the NAP will continue to engage with civil society monitoring initiatives in the upcoming years.

The Gender and Peacebuilding Working Group

The Gender and Peacebuilding Working Group (GPWG) is a Working Group that was started by Peacebuild, bringing together women and men interested in women, peace and security issues. Peacebuild is a Canadian nongovernmental network that aims to strengthen collaboration among Canadian organizations, activists, and academics by providing a forum for the exchange of resources, facilitating dialogue between and among civil society and whenever possible with government. In the summer of 2010, Peacebuild was tasked by DFAIT to organize Canada-wide consultations with NGOs, activists and academics on the women, peace and security draft national action plan.⁵

A. Participation

Indicator 4 - Percentage of women in peacekeeping missions, disaggregated at all levels

⁵ In 2001, the Canadian government established a Canadian Committee on Women, Peace, and Security as a response to implementing 1325. The Committee included government officials, parliamentarians, and civil society representatives to inform the development of a National Action Plan. At that time, the Gender and Peacebuilding Working Group was responsible for organising civil society on such matter. Unfortunately, the Committee was not successful to have the 2005 draft plan of action adopted at the ministerial level. The Committee has since then ceased to exist. In 2010, the coordination and development of the Action Plan was led by DFAIT, which collaborated with other government departments. In June 2010, DFAIT called on *Peacebuild* and more specifically the Gender and Peacebuilding Working Group to organise consultations on the draft plan of action.

According to latest available statistics compiled by the UN DPKO (United Nations Department of Peacekeeping Operations), Canada had, as of 31 July 2011, 142 United Nations Police officers (UNPOL), 16 military experts and 14 military officers in UN-led peace operations for a total of 172.⁶ These numbers were a little lower than during the winter and spring of 2011, when Canada had more than 200 peacekeepers and UNPOL officers on the ground. The end or rotation of postings and the summer holidays in Canada partly explain the lower numbers for July; however these numbers are in general lower than those in last year's monitoring.

Canada's presence in UN-led peace operations is minimal when compared to large police and troop contributing countries such as Bangladesh, India, Jordan, Nigeria and Pakistan. Canada follows the trend of other so-called developed countries of providing funding to UN-led peace operations but sending only very few peacekeepers. In July 2011, Canada ranked 56th out of 114 states with respect to numbers of people sent to UN-led peace operations.⁷ However, Canada is an important contributor in terms of the numbers of UNPOL officers it sends to UN-led peace operations, particularly in Haiti, a top priority country for Canada. As of the end of July 2011, Canada ranked 23rd out of 82 police-contributing countries.

With respect to women peacekeepers and UNPOL officers, Canada has been a fairly steady contributor. As of July 2011, the percentage of female peacekeepers and UNPOL officers was roughly 12%.⁸ More specifically, women made up 9% of Canadian UNPOL officers, and a commendable 17 % of Canadian military officers. Canada aims at reaching UN DPKO global goals of having 10% female military officers and 20% female police officers in UN-led peace operations by 2014.

The low number of female police officers Canada sends for peace operations has been attributed to many factors. The RCMP says that, first, Canadian female police officers represent 20% of the police services in Canada. Though the percentage has increased over the years, the pool of women available for peace operations remains low. In addition, it was said that female police officers might prefer not to participate in peace operations, in part because of family responsibilities (young children or elderly parents). While these reasons have grounds, more incentives for women to sign up for overseas operations, and more family support, among others, could induce women to volunteer for UN-led peace operations, and recruiting more women to the police services would increase the pool of candidates.

Canadian female police officers sent to peace operations work almost exclusively on sexual and gender-based violence (SGBV). Even though the RCMP does not have a say in the placement of Canadian police officers, whether male or female, their strong background in SGBV investigation, the lack of female police officers in peace operations and the importance given to the prevention and protection of SGBV in UN-mandated peace operations, have them work in preventing and when possible prosecuting such crimes.

The numbers gathered by the UN DPKO differ slightly from the ones given by the RCMP. The difference is due to the RCMP contributing police officers not only to UN-led peace operations, but also to regional organisations. The numbers given by the International Peace Operations Branch of the RCMP below are from August 26th, 2011 (see chart below).

⁶ UN DPKO, Monthly Summary of Contributions, Contributors to United Nations peacekeeping Operations, July 31, 2011, <http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

⁷ UN DPKO, Monthly Summary of Contributions, Ranking of Military and Police Contributions to UN Operations, July 31, 2011, <http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

⁸ Ibid.

Table 1 - Numbers of Canadian police officers disaggregated by sex in UN-led and non-UN-led peace operations

Mission	Ministerial authorisation (the maximum numbers of individuals that can be sent into a mission)	Number of Men	Number of Women	Total	
Afghanistan (NTMA)	45	25	2	27	42
Afghanistan (EUPOL)		11	0	11	
Canadian Embassy		4	0	4	
Ivory Coast (UNOCI)	9	4 (should be increased by 5 in the next few months)	0	4	
United Nations Mission in South Sudan (UNMISS)	25	8	2	10	14
United Nations/African Union Mission in Darfur (UNAMID)		1 (should be increased by 1 in Jan 2012)	1 (should be increased by 1 in Jan 2012)	2	
Juba (UNDP)		2	0	2	
Palestine	2	2	0	2	
The Hague (investigation in Lebanon)	1	1	0	1	
DRC (MONUSCO)	6	3 (should be increased by 1 in the next few months)	1 (should be increased by 1 in the next few months)	4	
Haiti (MINUSTAH)	150	130	11 (should be increased by 6 in Nov 2011)	141	
Guatemala	2	1	1	2	
New York (Permanent Mission)	-	1 (two year term)	0	1	
Total		193 (91.5%)	18 (8.5%)	211 (100%)	

Source - International Peace Operations Branch, RCMP, August 26th, 2011.

Indicator 6 - Percentage of civil society organizations in Task Forces on SCR 1325 and 1820 (out of total TF members)

There is no joint government/civil society task force on SCR 1325 and 1820. The closest process was a series of consultations with civil society and the government on Canadian peacebuilding issues. From March to July 2011, Peacebuild organised a one-off Peacebuilding and Conflict Prevention consultation series that aimed to bring together expert civil society practitioners, academics and Government of Canada officials to generate up-to-date information and analysis, as well as policy and programming options to respond to developments and emerging trends in peacebuilding.

Two of the six one-day consultations focused on issues of women, peace and security. The first one focused on Women's political participation in post-conflict transitions and the second one on the Women, Peace and Security Resolutions. This series of consultations was a way for civil society to re-engage government counterparts on issues of peacebuilding, including women, peace and security.⁹ Though useful, the overall process has not established a sustained method to involve NGOs in monitoring the implementation of the NAP and has resulted in limited input from civil society. An institutional mechanism is needed to ensure that civil society can be involved and have input in the implementation of the NAP on an ongoing basis.

Following the adoption of Canada's NAP, a governmental Interdepartmental Working Group on Women, Peace and Security was set up. The group is coordinated by the Women, Peace and Security specialist at START (DFAIT) and is composed of representatives of DFAIT, CIDA, RCMP and DND. This is a government-only group that aims to coordinate the implementation of Canada's NAP. Since the adoption of the NAP, the group has met quarterly and is responsible for coordinating the collection of data for the release of an annual report on the progress of the NAP implementation as mandated. Unfortunately, up to this date, civil society has not been invited to take part in or dialogue with the group despite considerable requests for being included. In the past few years, civil society has largely been excluded from any policy discussions.

The launch of Canada's NAP in October 2010 was a long awaited step towards including women in decision-making on conflict resolution, peace and security issues as well as combating SGBV. After years of advocacy and lobbying by civil society, the NAP finally commits the Canadian government to its obligations under the UN Declaration of Human Rights, the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child, and other international human rights instruments. Additionally, as a member of the United Nations and the chair of the international "Friends of Women, Peace and Security" group, Canada formally committed to implementing Security Council Resolutions 1325, 1820, 1888 and 1889.

Having a NAP is of particular importance for Canada not only because of these commitments, but because of its active role in funding UN- and non-UN-led peace operations and as a police and troop contributing country. Currently, Canadian forces serve under different mandates in countries like Afghanistan and the Democratic Republic of Congo.¹⁰ Civilians in these countries experience continued armed conflict and violations of human rights such as SGBV. Implementing SCR 1325 and its supporting resolutions becomes relevant, particularly when considering how to increase the effectiveness of the Canadian armed forces, which works to protect civilians and train national security forces in leadership, health care, other professional skills, and the rule of law in armed conflict. The NAP should also provide guidance for Canada's development assistance initiatives and humanitarian response.

⁹ See <http://peacebuild.ca/themes-projects-emerging-issues-e.php>

¹⁰ A list of all operations overseas can be found at: <http://www.forces.gc.ca/site/Commun/message/addresses-eng.asp>.

On October 5, 2010, the Honorable Lawrence Cannon, Minister of Foreign Affairs, announced that the NAP "will guide the way Canada develops policy, how we select, train and deploy Canadian personnel and (how we) will steer Canada's interventions abroad so they encourage the participation of women and girls, promote their rights and advance their equal access to humanitarian and development assistance."¹¹ Further, the Honorable Beverley J. Oda, Minister of International Cooperation, informed the Security Council at the Open Debate on Women, Peace and Security that the Canadian government will ensure "non-governmental partners delivering Canadian humanitarian assistance have codes of conduct related to sexual exploitation and abuse (as well as) develop training modules which address prevention and protection issues from the women, peace and security agenda for Government of Canada personnel being deployed to peace operations, fragile states or conflict-affected situations."¹²

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During the in-camera consultations held with NGOs, women's groups and academics in June and July 2010, before the release of the NAP, civil society questioned the lack of explicit, dedicated funding for implementation. DFAIT said that the NAP was a priority for decision-makers within START and that funding could be accessed because the NAP sits in the Department of Foreign Affairs.¹³ However, specific resources are not allocated in the NAP for women, peace and security objectives. This is problematic because, while some government officials are very dedicated to the implementation of the NAP, the lack of specific funding marked for key deliverables means they do not have guaranteed access to the tools they need to pursue their work effectively. This process, nevertheless, found that different departments and agencies of the Canadian government have dedicated some resources to meeting the requirements contained in the NAP within their own processes and portfolios. Hopefully this will be tracked and reported on in the NAP progress report expected next year.

Having positions specifically earmarked for specialists or policy advisors with expertise on women, peace and security within all the departments and agencies responsible for the implementation of the Security Council Resolutions on Women, Peace and Security is key to success. DFAIT-START has one full-time position for the women, peace and security portfolio. The person has the title of Specialist - Women, Peace and Security in the Peace Operations and Fragile States Policy Division (IRP) of the Stabilization and Reconstruction Task Force (START) Secretariat of DFAIT. However, it was made clear that this position did not require gender expertise. Additionally, a departmental working group within START (DFAIT) is responsible for raising awareness of its staff about the NAP and its content. START has also hired a consultant who designed and delivered gender training, which is offered to all staff, and which includes the NAP. Employees from geographical branches of DFAIT (task forces on Sudan, Haiti, Afghanistan, etc.) are also welcome to take the one-day training on a voluntary basis.

11 Minister Cannon Launches Canada's Action Plan for the Implementation of UN Security Council Resolutions on Women, Peace and Security, No. 324 - October 5, 2010, <http://www.international.gc.ca/media/aff/news-communiqués/2010/324.aspx?view=d> (accessed on August 25th, 2011)

12 Statement by Minister Oda at the United Nations Security Council Open Debate on Women, Peace and Security, New York, October 26, 2010, http://www.canadainternational.gc.ca/prmny-mponu/canada_un-canada_onu/statements-declarations/security_council-conseil_securite/261010_SC_WPS_FPS_ODA.aspx (accessed on August 25th, 2011)

13 The three funds under START (DFAIT) are the following: 1) Global Peace and Security Fund, 2) Peace Operations Program and 3) Glengarry program.

At CIDA, one individual has the women, peace and security portfolio as one of many responsibilities. She is a Policy Analyst and sits in the Human Development and Gender Equality section of the Strategic Policy and Performance Branch of CIDA. During the interviews, it was highlighted that everyone at CIDA was obligated to consider women, peace and security issues within their mandates, not only the staff assigned to the portfolio. Within the Afghanistan and Pakistan Task Force (APTF) of CIDA, a representative was involved in the development of the NAP. Since the NAP was released, the task force has an officer assigned to the women, peace and security file, who is involved with both internal and external engagement. Additionally, analysis of women, peace and security matters related to Afghanistan is part of ongoing programming and planning that the task force is doing (for example, through the development of CIDA's Afghanistan country strategy, which will outline priorities for 2011-2014).

Within the International Peace Operations Branch of the RCMP, a representative was assigned to work with DFAIT to produce the RCMP portion of the action plan. This individual is also a reference person on women, peace and security within the International Peace Operations Branch.

While these actions are commendable, having funding for the NAP deliverables could help in eliminating inconsistent approaches and streamline standards for implementation. This in turn would make it easier to assess the viability of the NAP and bring more clarity on how to adjust allocated funding for more efficiency and effectiveness.

On the issue of accountability, the NAP includes indicators that parallel the indicators drafted by the UN Technical Working Group on Indicators in April 2010. As for a monitoring scheme, an annual report will be made public every year. The first one, which will cover the period from April 1, 2011 to March 2012, will tentatively be released in the fall of 2012. In 2013, a mid-term review will outline the activities of each department and agency, make changes if needed, and consider learning from the first phase of implementation to improve effectiveness in the remaining period.

The whole of government approach enables each department to regularly discuss progress. It provides an overview of activity across government departments. However, the often heavy bureaucratic processes and at times the disconnect between departments represents a challenge and barrier to the implementation of the NAP. The government speaks about a whole-of-government approach, but each department and agency is responsible for operationalizing their section of the NAP. The understanding and importance of women, peace and security may also significantly differ from department to department.

Unfortunately, the NAP is a government plan that does not involve civil society. At best, it welcomes the contribution of Canadian civil society to the development, implementation and monitoring of the NAP. Hopefully, the government of Canada will provide a space to genuinely engage civil society for the mid-term review of the NAP. The role of civil society should not only be to comment on the release of the public annual report on the progress on the NAP, but should include involvement in all phases of implementation.

B. Prevention and Protection

Indicator 8 – Number and quality of Gender-responsive Laws and Policies

Most major gender-responsive laws were passed before 2000 in Canada, including equality before the law (1960 Canadian Bill of Rights and 1982 Canadian Charter of Rights and Freedoms), the right to vote and be elected, Employment Equity (1956 Female Employees Equal Pay Act, 1986 Employment Equity Act, and various provincial laws), and criminalizing SGBV and domestic violence. However, recent legislation like the 2009 Public Sector Equitable

Compensation Act constitute a step backward as pay equity for women in the public service became subject to 'market forces' and collective bargaining and unions were forbidden from supporting women in filing pay equity complaints.

Most gender-specific policy debates in Canada now revolve around budget allocations and rules of access for social, health and child care services and benefits like Employment Insurance, pensions, and income supports. These debates are not generally informed by SCR 1325, since the resolution is seen as applying to conflict and post-conflict countries and hence to foreign relations and development assistance matters. Organisations and spokespersons active in domestic debates and advocacy derive their frame of reference from the Charter of Rights and Freedoms, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and national and provincial legislation.¹⁴

C. Promotion of a gender perspective

Indicator 10 – Extent to which gender and peace education are integrated in the curriculum of formal and informal education

Curricula are a provincial responsibility, meaning that each province has a different curriculum. In general, the link between gender and peace is not integrated in Canadian elementary and high school curriculums. A lot of emphasis is placed on tolerance, understanding and respecting differences (including cultural differences, gender roles and armed conflict, but as separate issues), as well as on citizenship with its rights and responsibilities (including women's rights). Emphasis is also placed on non-violent conflict resolution and non-bullying between peers, particularly in elementary school. Thus emphasis of peace education or conflict management education is on the local and inter-personal. There is certainly abundant room in the curriculum to educate on international women, peace and security issues, but the extent to which this is done depends on individual teachers and is limited by the need to remain "patriotic" and "balanced". To criticize foreign policy in a post-9/11 world carries with it particular dangers even in Canada.

At the post-secondary level, there are about a dozen conflict and peace-related programs, usually including a course or course components on gender and women's issues, and many universities have gender or women's studies programs, often including courses on issues related to peace and conflict. Since both women's studies and peace/conflict studies are usually interdisciplinary programs, it is usually not difficult to arrange a set of courses that allows an interested student to explore the intersection of gender and peace even where there is no dedicated 'gender and peace' course.¹⁵

Indicator 13 - Number and percentage of pre-deployment and post-deployment programmes for military and police incorporating SCR 1325, SCR 1820, international human rights instruments and international humanitarian law

Prior to deployment to an operational theatre, it was said that Canadian Forces (CF) personnel receive specific training on such topics as the Universal Declaration of Human Rights, the Law of Armed Conflict, ethics, individual conduct and responsibilities, and the appropriate Rules of Engagement and United Nations Security Council Resolutions 1325 and 1820. Moreover, a specific emphasis is placed on human rights violations, the impact of conflict on vulnerable groups, gender differences and culture, gender and conflict, among others.

One DND staff noted that during international operations, the CF conducts their operations with respect for women and children in conflict zones. In the case of Afghanistan, it was said

that all CF personnel receive either individual pre-deployment training or Individual Battle Task Standards training.

The Individual Pre-deployment Training provides specific instruction on the protection of women and other vulnerable populations. The curriculum for this training was developed at the Peace Support Training Centre (PSTC) at the Royal Military College in Ontario. Moreover, the PSTC and DFAIT have developed specific country cultural programs and awareness training for those to be deployed to and/or in support of operations. One DND staff reported that the training emphasizes an awareness of gender, gender differences, and culture. They believe that the cultural training and gender consideration components taught during pre-deployment training to more effectively prepare CF personnel to deal with cultural and gender issues during deployment.

The following is a summary of the courses given to CF that relate to women, peace and security:

Table 2 – Summary of Canada's Training to members of the Canadian Forces

Training / education	Short description / main topics	Target groups
Disarmament, Demobilization and Re-integration (DDR) (PSTC)	This lesson is taught by PSTC staff. Teaching points include: 1. UNSCR 1889 - urging member states to include women in the peacekeeping process and to respect international law regarding rights and protection of women and girls; 2. Obstacles preventing the inclusion of women in the DDR process; 3. Gender responsiveness in planning DDR. Length: two 40-minute lectures, followed by a 120-minute guided discussion	Military Observer (MilOb) Course (Canadian and International students)
Women in Conflict (PSTC)	This lesson was recently added to the course curriculum. Teaching points include: 1. The impact of conflict on women; 2. International standards to protect women; 3. Gender mainstreaming; 4. UNSCR 1325; 5. UNSCR 1820; and 6. The Convention to End all forms of Discrimination against Women (CEDAW). Length : one 40 min lecture	Military Observer (MilOb) Course (Canadian and International students)
Law of Armed Conflict and CF Code of Conduct (PSTC)	Length: 40 min lecture	Individual Pre-deployment Training

¹⁴ These two paragraphs appear in last year version.

¹⁵ These two paragraphs appear in last year's country report for the GNWP civil society monitoring.

Human Rights (PSTC)	Length: 40 min lecture	Individual Pre-deployment Training
Cultural Awareness Training (PSTC)	The length of training varies depending on the mission area and one's role within the mission itself. Within the Cultural Understanding and Education portion of training for all mission areas to which CF Personnel are deployed, DFAIT will deliver approximately 15 percent of their content covering gender issues i.e.: women/children and family and sexual and gender-based violence	Individual Pre-deployment Training
Sexual & Gender-based Violence in Complex Peace Operations Seminar PPC	The purpose of this seminar is to raise the awareness of sexual and gender-based violence for officers serving on peacekeeping missions. It highlights the need to include strategies against SGBV in mission planning and how to protect vulnerable groups affected.	Military, civilian and police participating in UN Missions. In 2010, this training mainly supported UN female police officers from African countries in the UN Missions in Sudan (UNMIS and UNAMID).
Basic Diversity Training (CANADIAN DEFENCE ACADEMY)	The curriculum's components include sessions on CF personal conduct policies such as harassment prevention and resolution, personal conduct and relationships, sexual misconduct, and sexual harassment. All CF members learn that sexual misconduct and sexual harassment are not tolerated and that a CF member who engages in sexual misconduct is liable to disciplinary and administrative action, including release from the military.	Training is given as part of basic training for both officers and non-commissioned members and more advanced training is provided on advanced leadership qualification courses
Gendered Dimensions of War (RMC)	This course examines gender issues and gender relations in the context of conflict and war. Drawing on literature in anthropology, sociology, international relations, development studies and women's studies, this course analyses the institution of war as a gendered phenomenon, the impact of war on gender relations and societal norms, what/who constitutes the warrior/war hero, and feminist approaches to peacekeeping and peacemaking	Officer cadets at the Royal Military college

The Royal Canadian Mounted Police (RCMP) is responsible to give pre-deployment training to the officers from all the Canadian police services who go on peace operations. The pre-deployment training package was being reviewed to include women, peace and security issues following the adoption of Canada's Plan of Action. In the actual version of the training, about one to two hours of the preparation cover code of conduct, ethics and gender-based violence, making reference to SCR 1325 and 1820.

DFAIT has supported the Pearson Peacekeeping Center in multiple ways and with millions of dollar projects to give pre-deployment trainings to soon to be UNPOL officers from a variety of countries in Africa, including women, 2 SGBV trainings to 50 African female police officers

presently in UNAMID and heighten the capacity of Latin American peacekeepers and UNPOL officers on gender and peace operations, among other subjects.

Additionally, all government officials (not part of the police or the military) who are sent to conflict and post-conflict zones are given pre-deployment training and/or briefings by their affiliated institutions and, when relevant, by DFAIT. DFAIT's pre-deployment training to civilians who are sent abroad focuses on safety and security and only touches on gender through a gender awareness training. The training has not been amended since the adoption of the NAP.¹⁶

CIDA's pre-deployment training for this year did not include the NAP. However, people being deployed to conflict-affected and fragile states were invited to a briefing on the NAP and its implications for their work as an interim measure.¹⁷ When people are sent to the field with CIDA, they have briefings from CIDA and also from DFAIT. As DFAIT still has to develop a briefing or training on the NAP, CIDA is waiting to see if it meets their needs or if there is a need to craft a specific CIDA training/briefing. CIDA stated that it provided information on women, peace and security and what it means to their work in the field to all those deploying as part of their gender equality briefing.

Indicator 14 - Allocated and disbursed funding to civil society organizations (including women's groups) marked for women, peace and security projects and programs

At this time, there is no clear overall data that permits full reporting on this indicator. The Government of Canada disperses funds through its international development assistance (CIDA), humanitarian assistance (CIDA) and the START/DFAIT funds mentioned above. At a meeting organised by the All Party Group on the Prevention of Genocide and Crimes Against Humanity in the beginning of 2011, Ms. Elissa Golberg, the Director General of START (DFAIT) and Former Representative of Canada in Kandahar, stated that there was: "Cad \$32 million spent by START on issues related to WPS", "Cad \$1 million on WPS specifically", and Cad "\$5.7 million on sexual and gender-based violence"¹⁸. When looking at DFAIT's priorities for 2011-2012, women, peace and security is not listed as a main priority.

Through pro-active disclosure,¹⁹ DFAIT provided the GPWG with a chart that outlines project funding that focuses in whole or in part on women, peace and security in 2010-2011. Most of the organisations funded (funds marked as WPS) are international organisations such as UN agencies (UN Women, UNDP, UN DPKO and UN Habitat). The only Canadian organisations funded are the Pearson Peacekeeping Center (which receives the bulk of the money), World Vision Canada, Peacebuild (which has received no further funding beyond mid-2011), and Avocats sans frontières Canada. The only funding that goes to a civil society organisation that focuses exclusively on women, peace and security is for the Global Network of Women Peacebuilders (GNWP) based in New York.

From DFAIT pro-active disclosure, it appears that there is a shift in funding. If this trend to fund international organisations rather than Canadian NGOs is in fact widespread it could be problematic for a variety of reasons. For instance, instead of building Canadian expertise on women, peace and security and involving a diverse group of Canadian women, it would support mostly foreign capacity that would not feed back into refining the Canadian approach to implementing the resolutions. The trend to fund few organisations and give the bulk of the money to the same organisations rather than a diverse group of Canadian NGOs would

¹⁶ Discussion with START, DFAIT, August 16th, 2011.

¹⁷ Discussion with CIDA, August 26th, 2011.

¹⁸ For the past year, the Canadian \$ has been largely at par with USD \$.

¹⁹ The Government of Canada has implemented a series of measures to strengthen public sector management by enhancing transparency and oversight of public resources in the federal government. One of these measures includes the proactive disclosure of financial- and human resources-related information by departments and agencies.

...funding marked for “women, peace and security” seems to have addressed mostly SGBV issues. Most funded projects that were disclosed aim at increasing the capacity of peacekeepers and UNPOL officers on SGBV. This is without a doubt important, but it should not be the only focus of funding.

stymie the possibility of multiple and innovative Canadian ways to address and resolve conflict. This would prevent effective independent monitoring of the Canadian implementation of the NAP and would result in a weak, inconsistent critical voice. A stronger civil society voice would contribute to refining Canada’s approach to WPS to make it the most effective it can be.

Another issue with assigning “women, peace and security” funds mostly to larger UN programs would be that local women’s groups in countries in conflict, in fragile states and in post-conflict situations would often lack the capacity to access these funds. A mechanism to disburse smaller grants in flexible ways, whether it is through Canadian embassies or through a Canadian NGOs with representation on the ground, would be invaluable in supporting local women’s groups where it has been established.

In addition, funding marked for “women, peace and security” seems to have addressed mostly SGBV issues. Most funded projects that were disclosed aim at increasing the capacity of peacekeepers and UNPOL officers on SGBV. This is without a doubt important, but it should not be the only focus of funding. The women, peace and security resolutions emphasize the engagement of women, NGOs and civil society in the resolution of conflict. From the data provided, it appears that the Canadian government has reduced this holistic approach to women, peace and security to one that mostly regards women as victims and addresses SGBV. Further research ought to be done on this issue in order to validate or invalidate this trend.

Breakdown of some funds marked as WPS for 2010-2011, as disclosed by START-DFAIT:

Fund	Amount
Funds categorised as WPS:	\$ 3,906,654.00 CAD The bulk of the money is used for training police (UNPOL or national police) and military officers (UN Military Observers or national military) from Africa and Latin America on SGBVs.
Funds which include a WPS component:	\$ 7,257,568.00 CAD Most of the money is transferred to multilateral organisations.
Total:	\$ 11,164,222.00 CAD These amounts do not seem to include funding allocated by CIDA or DFAIT to country-specific projects or programs.

As for CIDA, specific numbers relating to funding for women, peace and security were not available. It was mentioned that funding allocated to civil society organizations had become more complex in the past few months. CIDA’s Partnerships with Canadians Branch had changed its ways of distributing funding. Organisations are now asked to respond to a competitive call for proposals and currently there were no specific calls for women, peace and security projects.

The GPWG was informed by CIDA that, in their current Afghanistan programming (2008-2011), \$3.5 million was dedicated to a local responsive fund for the advancement of women. It supported Afghan civil society to strengthen, accelerate and influence programming and policies focused on women’s empowerment, women’s rights, and gender equality in line with Canada’s six priorities in Afghanistan. CIDA also stated that Canada has announced commitments amounting to \$300 million over three years for its overall post-2011 development programming in Afghanistan. The GPWG was told that it was difficult to determine what portion would go to WPS, but that there was a commitment for a focus on women.

Indicator 15 - Allocated and disbursed funding to governments marked for women, peace and security projects and programs

Funding marked for women, peace and security seems to support either multilateral institutions or NGOs working in conflict-affected countries. According to the pro-active disclosure made by START-DFAIT, none of the allocated and disbursed funding marked in whole or in part as dedicated to “women, peace and security” was designated for other governments.

III. Conclusions and Recommendations

In working on this review, civil society representatives are left with a number of questions: To what extent do the commitments outlined in the National Action Plan actually guide policy direction and resource allocation for the Government of Canada? It is easy to say that the WPS SCRs are a priority, but it is difficult to see how these are reflected in ongoing programming choices.

- What resources have been dedicated to the implementation of the NAP? Do departments and agencies have the mechanisms in place to track and report on how money is actually spent on WPS issues?
- What has the Government of Canada concretely achieved in this area? There is increasing pressure on NGOs to report on results achieved. If this is a legitimate question to ask of NGOs, then it is also a legitimate question to ask of our government.
- Who is providing leadership on this issue? Within the Government of Canada is there a high level spokesperson championing this agenda?
- To what extent is Canada living off its past international reputation as a leader on women, peace and security issues? How have recent diplomatic, defence and development initiatives explicitly and concretely reflected Canada's stated commitments to the women, peace and security agenda?

Given that Canada's National Action Plan is less than a year old, it could be expected that implementation may take time. On the other hand, the Government of Canada has long-standing commitments to the women, peace and security agenda and these issues are not new. An incremental process will take time to be put in place. The first annual report on the progress of implementation by the Government of Canada is expected to be released in the fall of 2012. Hopefully it will provide answers to the questions raised above.

In the meantime, recommendations to the Government of Canada include:

- 1.1. Government departments should start now to ensure that a full and transparent reporting on all indicators in the National Action Plan is possible in 2012.
- 1.2. Specific and dedicated resources (both human resources and programming resources) should be allocated by all relevant departments to ensure effective implementation of the National Action Plan. The 2012 implementation report should include clear, unambiguous information on resources invested in the National Action Plan initiatives.
- 1.3. A plan for the engagement of Canadian civil society in the implementation of the National Action Plan should be developed as soon as possible and include financing to facilitate the involvement of organizations from across Canada.
- 1.4. A senior champion with responsibility for "women, peace and security" should be named to provide leadership and direction to Canada's efforts.
- 1.5. The planned 2012 monitoring report should include not only reporting on investments and achievements to date, but also look forward and provide targets, projected achievements and analysis of challenges.
- 1.6. Consistent with the recommendations of the Standing Senate Committee on Human

Rights, annual progress reports should be tabled in both houses of Parliament and should be reviewed by a parliamentary committee.

Other Recommendations

The National Action Plan contains a detailed list of proposed initiatives. While there are many avenues the Government of Canada could explore, we would like to highlight the following short-term recommendations:

- 2.1. Funding to organizations that promote the full and equal participation of women, including women's rights organizations in Canada and internationally, in all steps of conflict prevention and resolution processes should be increased.
- 2.2. Funding should be increasingly directed to civil society organizations, in particular women's organizations in Canada, internationally and in conflict-affected countries.
- 2.3. Commitments in the National Action Plan should inform and be reflected in major diplomatic, defence and development policy and programs in a clear and explicit manner. As long as the National Action Plan remains a marginalized and isolated policy document, its impact will be minimal.
- 2.4. Clear policy direction should be provided to all relevant government departments indicating requirements and accountability structures on women, peace and security issues. For example, CIDA has a general policy on gender equality while the policy guidance to DFAIT staff on women, peace and security issues appear unclear.
- 2.5. Finally, this phase of the review was to focus on Canada's involvement in Afghanistan and ask how well this engagement reflected and supported the women, peace and security priorities. As mentioned above, spending levels have been difficult to document. However it is important to look at Canada's official priorities for Afghanistan.

In the fall of 2010, during discussions on the direction of Canada's engagement with Afghanistan, one NGO (CARE Canada) made the case that "Canada should become the international leader in advancing women's rights, empowerment, and development in Afghanistan." They presented a detailed series of recommendations covering security; social and economic development; governance, rule of law and human rights; and aid effectiveness.

²⁰

However, the official priorities failed to reflect these recommendations. According to the official government website, Canada's efforts in Afghanistan are focused on four priorities: (1) investing in the future of Afghan children and youth through development programming in education and health; (2) advancing security, the rule of law and human rights, through the provision of up to 950 CF trainers, support personnel, and approximately 45 Canadian civilian police to help train Afghan National Security Forces; (3) promoting regional diplomacy; and (4) helping deliver humanitarian assistance.²¹

²⁰ See Care Canada (2010). *Looking for Leadership: Women's Empowerment and Canada's New Role in Afghanistan*. <http://care.ca/ckfinder/userfiles/files/Looking%20for%20Leadership%20compressed%281%29.pdf>

²¹ <http://www.afghanistan.gc.ca/canada-afghanistan/index.aspx?lang=eng>

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