

Security Council Resolution 1325: Civil Society Monitoring Report

Canada



A Project of the Global Network of Women Peacebuilders

Canada

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I. Women, Peace and Security Profile

A. Nature of the conflict

Canada does not have a recent history of internal armed conflict. Matters of peace and security are dealt with as matters of foreign affairs, development assistance and defence, requiring a whole-of-government response coordinated by the Department of Foreign Affairs and International Trade (DFAIT). Canada is currently making modest contributions to United Nations Peace Operations (168 police and Canadian Forces personnel) and maintaining a significant military presence in Afghanistan (2830 troops) as part of the International Security Assistance Force (ISAF). Canada's military role in Afghanistan is counter-insurgency warfare in Kandahar province, including staffing the Kandahar Provincial Reconstruction Team (PRT), and training Afghan security forces.

B. Impact of conflict on women

Since the theatres of operation of the Canadian Forces are geographically far from Canada, the conflict has minimal impacts on Canadian women other than the individuals deployed and their families. The main impact is one of national budgets, where funding allocated to overseas military operations and to greater security-spending at home to combat threats arising indirectly from our overseas engagement is not available for health, education, and other services. Arguably, involvement in the "war on terror" has also resulted in a shift in culture towards more national security-focused ways of thinking and prioritizing, to the detriment of democratic and human rights values.

Women 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 (NGOs). Many peacebuilding NGOs are members of Peacebuild, the Canadian peacebuilding network, which has a Gender

and Peacebuilding Working Group (GPWG) active in promoting the implementation of SCR 1325 and related resolutions. Many development NGOs are members of the Canadian Council for International Co-operation, which has been active on peacebuilding and humanitarian responses to development challenges in conflict countries (especially Afghanistan, Haiti and the Democratic Republic of Congo). However, the recent de-funding of the Canadian Council for International Co-operation (CCIC) and of numerous women's organizations will make their continued engagement in conflict and peace issues more difficult.

C. Relevant policies

Given that Canada does not have a recent history of internal armed conflict, the implementation of SCR 1325 is generally the responsibility of the government departments charged with managing Canada's relationship with other countries, particularly countries in armed conflict or post-conflict and/or fragile states. These departments include primarily the Department of Foreign Affairs and International Trade (DFAIT), the Canadian International Development Agency (CIDA), and the Department of National Defence (DND), but also the Ministry of Public Safety with respect to contributions by the Royal Canadian Mounted Police (RCMP) and other domestic police forces to peace operations, Citizenship and Immigration Canada with respect to refugees, and Status of Women Canada. Canada's approach to the women, peace and security agenda consists of developing the normative framework, conducting advocacy, ensuring compliance and implementation, and building capacity.

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Canada has provided active support for SCR 1325 and policy on women, peace and security at both the national and international level over the years. It was on the UN Security Council when SCR 1325 was passed and was one of the champions of the resolution. Canada promoted SCR 1325 at the Security Council, General Assembly, Commission on the Status of Women, Commission on Human Rights, OAS, OSCE, Council of Europe, UNHCR and OCHA and sponsored various studies, forums and roundtables. It coordinates the Friends of 1325, now officially called the Friends of Women, Peace and Security, a coalition of countries committed to discussing priorities and building momentum for the implementation of Resolution 1325.

At the national level, Canada set up a governmental Interdepartmental Working Group on Gender and Peacebuilding. A government-civil society Canadian Committee on Women, Peace and Security (CCWPS) was established after a session on gender and peacebuilding at the 2001 Peacebuilding Consultations (an annual government-civil society dialogue organized by DFAIT and Peacebuild between 1997 and 2006). The CCWPS was chaired by Senator Mobina Jaffer and included parliamentarians, civil society representatives and government officials working towards the goals established in SCR 1325. Civil society members were coordinated by Peacebuild's GPWG. The committee primarily engaged in advocacy, capacity-building, training, and setting up a roster of qualified Canadian women and gender experts for peace support operations.

Committee activities included roundtable consultations with Afghan-Canadian women and Sri-Lankan-Canadian women on women's participation in post-conflict reconstruction, piloting a Canadian version of the Canada-UK gender and peacekeeping course and organizing different events in order to improve Canada's implementation. The CCWPS held

annual symposia in 2003-05, focusing on issues of women, peace and security in the contexts of Rwanda and Afghanistan and, in 2005, on proposals for a National Action Plan (NAP). It received funding from DFAIT, which was crucial to its work, but ceased operations when its funding was discontinued. With financial support from CIDA and other sources, Peacebuild's GPWG continued coordinating the civil society stakeholders and to push for implementation of the women, peace and security resolutions into 2010, but will be unable to continue playing this role unless it finds new sources of funding.

As early as 2005, De Vries Lindestam warned in her review of the Canadian, British and Dutch experiences in implementing SCR 1325 that "the extent to which the goals of resolution 1325 are advanced within the government is largely dependent on individual officials, rather than being advanced by a systematic and integrated government-wide approach." With the change of government in early 2006, the women, peace and security agenda lost momentum in Canada. The Interdepartmental Working Group on Gender and Peacebuilding and CCWPS are defunct and many civil society organizations promoting women's rights have been defunded or had to re-orient their activities.

CIDA has ended its support for peacebuilding programming and is focusing on its three new priorities of food security, children and youth, and sustainable economic growth. CIDA was an early champion of women's equality with its 1999 Policy on Gender Equality. A review of implementation of this policy between 1998 and 2005 showed that CIDA had been working towards gender mainstreaming since the 1970s. All CIDA investments are expected to contribute towards this goal. However, specifically gender-equality designated funding only made up about 4.68% of Canada's official development assistance during the time-frame under review, with no clear increasing trend. A shift in aid modalities towards program funding and donor pools, following the principles of aid effectiveness, and the recent elimination of many of the small grant mechanisms pose a risk to gender equality objectives as the "gender equality commitment and ... capacities in partner countries" are often not as strong as hoped for and gender equality risks being downgraded to "secondary importance" without a strong champion.

At the diplomatic level, recent statements by Canada before the Security Council indicate a continued commitment by Canada's representatives to the United Nations to the implementation of SCR 1325 and 1820. Canada's representatives called for regular monitoring and reporting, better data collection and analysis, bringing perpetrators of sexual- and gender-based violence (SGBV) to justice, and greater participation of women in peace processes. Canadian representatives also played a lead role in developing the March 2008 United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel and the UN inter-agency standing committee plan of action to address sexual exploitation and abuse in humanitarian contexts. The Canadian mission to the UN in New York is perceived as a leader on women, peace and security issues, conducting related seminars and workshops and bringing together the ambassadors at the UN to work through implementation challenges.

Canada initiated the drafting of a National Action Plan (NAP) on Implementation of SCR 1325 in 2005. DFAIT organized the Third Annual Symposium of the CCWPS in October 2005 around the development of recommendations for Canada's initiative to develop a NAP. In the summer of 2006, a consultant was hired to draft the NAP. Peacebuild and DFAIT organized two small NGO-government dialogues in November 2006 and February 2007 on the draft. In June 2010, the draft NAP was revised and adapted to cover SCRs 1325, 1820, 1888 and 1889. It was then discussed with civil society in a series of consultations, organized by Peacebuild with DFAIT support, including meetings in Vancouver, Toronto, Ottawa and Montreal and several conference calls. However, it is unclear whether the NAP will find support among the political leaders of the departments involved.

II. Data Presentation and Analysis

A. Participation

Indicator 1 - Index of women's participation in governance

While a record number of women are being elected to the various levels of government, they are still less than half-way to gender parity in Canada. Women still constitute less than the 'critical mass' of about 30% that would allow them to shift policy debates. In 2010, women in Canada were holding, on average, 23% of the seats in federal, provincial and territorial legislatures. While this represents significant progress over the last 40 years, it continues to be a democratic deficit. Women are under-represented in decision-making about public policies, programs, and budget allocations, with repercussions on the priority given to the issues of higher importance to women and on the political culture and the ways decisions are made.

Despite the activism of groups dedicated to getting more women elected to public office by training and encouraging qualified women and lobbying for parties to run more female candidates, progress has plateaued. More women candidates are running in elections, but many run for smaller parties or in ridings their party is unlikely to win. Canada's 'first-past-the-post' electoral process means candidates can only reach office by first winning a party nomination in a promising riding and then an election. Women are still less likely than men to have access to the funding, the time, the right social networks, and the right kind of media attention to contest party nominations in winnable ridings and run successful election campaigns. Women with care-giving responsibilities face additional difficulties because of the working hours of parliaments and the requirement to split their residency between the national or provincial capital and their home riding. Meanwhile, the large political parties have been content keeping female candidates at around 20-25%, and imposing change from the top within a party is difficult because each riding association has autonomy in nominating their candidate.

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Percentage of women in cabinet and in senior positions in ministries

27% of federal Cabinet Ministers are women (10 out of 37), an improvement from the 6 female members of the 2006 Cabinet. Women hold the following positions: Leader of the Government in the Senate, Minister of Public Works and Government Services and Minister for Status of Women, Minister of Human Resources and Skills Development, Minister of International Cooperation, Minister of Intergovernmental Affairs, President of the Queen's Privy Council for Canada and Minister for La Francophonie, Minister of Health, Minister of Labour, Minister of State (Seniors), and Minister of State (Western Economic Diversification). Women are still concentrated in lower profile positions and traditionally female areas of work, while the more senior posts, particularly in the areas dealing with the economy (Finance, Foreign Affairs, Trade, Industry) and security (Defence, Justice, Public Safety) are staffed by men.

43% of Deputy Ministers are female (12 out of 28), up from 25% in 2005. The Deputy Minister is the most senior civil servant in a Canadian government department, while Ministers are appointed by the Prime Minister. While the percentage of women is higher than in Cabinet, a similar trend of women serving in traditionally female areas (service provision) and men staffing the economic

and security departments is visible here as well. In March 2010, women made up 54.9% of Canada's federal public service and 43% of executive positions – up from 33.8% in 2005.

Percentage of women in parliament

As of 2010, Canada is tied with Mauritania for 49th in the world in terms of women's representation in parliament, with 22.1% of the Members of Parliament being women (68 of 308). In terms of party affiliation, 30.6% of the Bloc Québécois caucus were women in 2008, 16.1% of the Conservative caucus, 24.7% of the Liberal caucus and 32.4% of the New Democrat caucus. Progress in this area has plateaued, as the proportion of women in the House of Commons has been around 20% since 1993.

Women's representation is somewhat higher in the Senate, where women occupy 34.3% of the seats (36 of 105 senators). The House of Commons is elected in federal elections, while senators are appointed for life (or until age 75) by the Prime Minister in power at the time a seat becomes vacant. Out of current Prime Minister Harper's 34 appointments to the Senate, 10 were women (29%). This reversed tentative progress made under previous governments towards parity in new appointments (41%, or 21 of 51 new appointments, under former Prime Ministers Chrétien and Martin were female).

Percentage of women in local governance structures

One out of 13 premiers (heads of provinces or territories), or 8%, and 4 out of 13 deputy premiers, or 31%, are female. Nine women (about 41%) are currently serving as leaders of the two major opposition parties in each province and the Yukon Territory (two territories do not have a party-based political structure). Three of these female opposition leaders are in their position on an interim basis. Provincial legislatures are 22% female on average across Canada, varying between 11% and 32% in different provinces. Provincial cabinets are 30% female on average across Canada. The portfolios held by women ministers in the provinces and territories between 1976 and 1997 were predominantly related to Health and Social Services, Education, and Women and Family Issues.

At the local level, 24% of municipal councillors and 15% of mayors were women in 2009. The percentages held for both rural and urban municipalities, with the highest percentages reached in the three Northern Territories and British Columbia. 56% of Chief Administrative Officers, the highest hired position in the municipal structure, were female, with a large differential between rural (62% female) and urban (18% female) municipalities.

Indicator 2 - Percentage of women in peace negotiating teams

This indicator is not applicable to Canada as the country does not have a recent history of internal armed conflict. However, Canada does attempt to increase the participation of women in some of the negotiating processes it is involved in abroad, for example in the Sudan. In the May 2009 Security Council debate on mediation, Canada drew attention to the low number of women in senior mediation posts and called on member states to nominate qualified women candidates.

Indicator 3 - Index of Women's Participation in the Justice and Security Sector

Participation in the military

Overall, the Canadian Forces (CF) are predominantly male. However, women's representation has risen in recent decades, and by international comparison, Canadian women account for a higher share of personnel in the armed forces and a much higher share of deployments than in many other countries. In 2002, 15% of all personnel were women—12% in the regular

forces and 21% of reservists—up from 2% in 1972 and 10% in 1988. Women’s participation has plateaued at that level over the last decade.

In 2009, women made up 14% of the Regular force and 18% of Reservists. By branch, they constituted 11% of the army, 17.5% of the air force, 13.9% of the navy and 18.2% of the reserves, for a total of 15.1% across the CF. In terms of their rank, women constituted 4% of flag officers (generals, admirals, vice- and rear-admirals, commodores), 10.4% of senior officers, 19% of junior officers, 12% of non-commissioned officers, and 16% of personnel below the non-commissioned officer rank. Similar to their male colleagues, about one in five female members were officers in 2002. According to the most recent data for the regular forces, a higher proportion of women than men were officers (28% compared with 23%).

Women in the Canadian Forces, 2009

Army	Air Force	Navy	Reserves	Regular Force	Total Cdn. Forces
11%	17.5%	13.9%	18.2%	14%	15.1%

Flag Officer	Senior Officers	Junior Officers	Non-commissioned Officers (NCOs)	Below NCOs
4%	10.4%	19%	12%	16%

The CF have a stated goal of 19.5% women in their membership, but the number of women actually recruited into the military decreased between 2002 and 2006. Of 7,002 new recruits into the CF in 2007/08, women constituted 15%.

Women’s roles in the CF are also still quite different from those of men. Women are allowed to, and effectively do, work in all types of military occupations including combat duty, but their distribution differs considerably from that of men. More than 30% of women belong to the air force, compared with 24% of men, while a smaller proportion is in the army (48% vs. 57%). While about one-third of men in the CF report combat arms as their occupation, 11% of women do so. As recently as 2002, about half of the women in the CF worked in administration, logistics, security, intelligence, or emergency services, compared with 19% of men. This indicates that women still continue to be concentrated in the more traditional support areas, including medical and dental, with some increases in less traditional occupations, particularly naval operations and maritime engineering, and a modest increase in combat arms.

While female rates of attrition overall were only slightly higher than male rates (5.1% vs. 4.7% in 2004-05), female rates of attrition in combat arms and naval operations were about twice the rates of men, for 1989-2001. The main reasons given by CF women for leaving the Forces were often related to the difficulty of reconciling work and family responsibilities: family separation (27.4%), staying home to raise a family (19.9%), and conflict with the spouse’s career (18.4%).

Rates of Attrition, 1989-2001

	Male Officers	Female Officers	Male non-commissioned members	Female non-commissioned members
Combat Arms	6.2%	12.5%	9.2%	25.1%
Naval Operations	6.8%	12.9%	7.5%	14.2%

Clear differences were evident in the median incomes of men and women for all groups except the reserves. Among officers, the median income for men was higher than for women (CAD73,000 vs. CAD59,000), mainly due to the high share of men found at higher ranks. As the

CF are a bottom-loaded system, it is taking considerable time for women to achieve greater representation at senior levels. The highest rank currently held by a female member in the Canadian Forces is that of Brigadier-General. The income gap between the sexes may also be related to the concentration of women in more traditional support areas. Only 4% of women in the regular forces had participated in three or more deployment missions lasting three months or longer, compared with 26% of men.

The Department of National Defence has a stated commitment to gender equality. In 2004, the Canadian Forces underwent an Employment System Review to identify employment barriers for women and other designated groups (as per the Employment Equity Act), followed by the drafting of a new employment equity plan. In parallel, a number of policies were reviewed within DND, including pregnancy policies in the field and aboard ships and maternity and parental benefits.

Participation in the police

Women constituted 19.1% of the Canadian police forces in 2009, with a steadily increasing trend. Female participation in the police force was highest in Quebec (22.5%) and British Columbia (21.1%) and lowest in the three Northern territories (12-14%). In terms of their rank, they were still concentrated in the lower ranks. 8.3% of senior officers were women, 14.4% of non-commissioned officers were women, and 21.4% of constables were women in 2009.

Women only started entering the police forces in noticeable numbers in the 1980s and had to contend with issues around harassment, assignment to low visibility posts, lack of adequate change facilities, etc. A conscious recruitment effort of women had only been made recently, and over the last decade the growth in hiring new recruits was higher for women than men. "In the year 2000, police hiring of female officers at the national level increased by 7% over 1999 compared to 0.4% for male officers. Although these increases fluctuate somewhat during the period 2000-2007, the annual growth rate of women hired consistently outpaces that of men. Efforts were consciously being made to improve gender representation within the policing domain." For example, in their 2008 recruiting message, the Calgary Police Service explicitly commits to equal pay for equal work, 'no glass ceiling' (i.e. no limits to women's promotions), and accommodation of the need to manage family commitments.

Women have often faced difficulties in obtaining promotions, particularly in male-dominated institutions. They lost time out of their careers due to child-rearing, are less likely to be available 24 hours 7 days a week because of domestic responsibilities, are less able to relocate geographically for promotions, and have faced gender stereotypes and exclusion from networks and mentorship relationships. However, a review of promotions in the police force in Canada, with a focus on Ontario, found that women applied for and received promotions at all levels of the police force in proportions higher than their presence at the required seniority level. The importance of seniority is diminishing in favour of a focus on competencies, and women have benefited from employment equity legislation, demands for greater diversity in policing, enhanced education among both males and females, changing gender roles, the establishment of female specific support networks, and in some cases affirmative action.

Participation in the judiciary

In 2010, women represented 25.6% of federal judges (20 of 78) and 32.5% of provincial judges (330 of 1015). For other justice-related occupations, only older data was available. In 2001, women comprised 21% of judges, 35% of lawyers and notaries, 81% of paralegals, 54% of probation and parole officers, and 29% of correctional service officers. The Canadian Bar Association established a Women Lawyers Forum in 2005 to support women's professional development and leadership.

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

While it is generally recognized that more women in peace operations would be both useful for relating to women in conflict zones and in keeping with international commitments, the pool of candidates for such missions has been limited by the low proportion of women in the CF and police. In June 2010, there were 27 Canadian women in peacekeeping missions. 17 of them were deployed as police officers, 4 were Military Experts on Mission, and 6 were members of the military. They constituted 13% of Canadians on peacekeeping missions. 18 of them were deployed in Haiti, 7 in the Sudan, and 2 in the DRC. The number of Canadian women in peacekeeping operations is also limited by the low overall Canadian participation in peacekeeping operations.

Canadians on Peacekeeping Missions, 2010

	Men	Women	Total	Female Percentage
Police	135	17	152	11%
Military Experts	33	4	37	11%
Military	20	6	26	23%
Total	188	27	215	13%

In 2006, approximately 230 female CF personnel were serving in Afghanistan. Canada had about 2,500 troops in Afghanistan in 2006, putting female participation at around 9%. In 2010, there were an estimated 400 female CF personnel out of a total of 2,830 troops in Afghanistan, representing about 14% and a significant increase. The mission in Afghanistan is not a peacekeeping mission and hence not part of the above-mentioned figures.

According to the CF, the percentage of women deployed corresponds to the percentage of women in the different branches and ranks of the Canadian Forces. Gender is not a factor in selection for deployment. The lower percentage of women deployed to combat operations like the one in Afghanistan reflects the higher concentration of Combat Arms personnel in such deployments and the lower representation of women in these occupations. In peacekeeping missions, women have a higher representation than in the CF overall, though the low number of 26 military assets assigned to peacekeeping reduces the statistical significance of the proportion and leads to great fluctuations based on one or two assignments.

For the police contributions to peace operations, the RCMP is making an active effort to recruit professional women police officers from the different police services (municipal, provincial and RCMP) across Canada for deployment. The RCMP tries to promote the benefits of integrating women into the fledgling police organizations in conflict and post-conflict countries through their executive, coaching, mentoring, training, and advisory civilian police roles. They use their own national police model, where women have equal status to their male counterparts, as a show case of modern democratic policing. As such, the RCMP claims that "virtually every mission we undertake has as a primary objective the promotion of gender equality and balance within the context of security sector reform. Female officers provide a positive role model for women living in unstable countries. They also help international police organizations such as the UN Police to reflect the mixed composition of the communities they serve."

Municipal police services also make efforts to attract more female police officers to international missions. For example, the Service de police de la Ville de Montreal (SPVM) held an information session in April 2010, where two female officers presented their experiences on international missions. The SPVM's International Missions section is planning to hold an

all-female application process in the spring of 2011, as part of its strategy to increase the number of policewomen deployed to missions overseas. A 2001 RCMP study on “Women in Peacekeeping” assessing the role, level of participation, benefits, and challenges for Canadian women in peace support operations indicated a high level of interest amongst women officers, but also noted that family obligations, domestic career interests, and health and safety were limiting factors for their participation.

Indicator 5 - Number and percentage of women participating in each type of constitutional or legislative review

Not applicable as there has been no major constitutional or legislative review outside the regular channels of parliamentary procedure and constitutional oversight by the courts. The participation of women in parliament and the courts is covered separately.

Indicator 6 - Percentage of CSOs in Task Forces on SCR 1325 and 1820

Canada established a government-civil society Canadian Committee on Women, Peace and Security in 2001 to set domestic priorities for the implementation of Security Council Resolution 1325, but the committee has ceased operations due to lack of funding. There is now no task force on SCR 1325 and 1820. CSOs have continued to organize themselves and advocate for implementation of SCR 1325 and 1820 under the umbrella of Peacebuild. They have participated in sporadic consultations on the implementation of SCR 1325 (by the Standing Senate Committee on Human Rights) and on the draft National Action Plan (see p. 3). However, without an institutional mechanism linking CSOs and government counterparts, the participation of civil society in discussions on the implementation of the resolutions has been very limited in scope, frequency and impact. Peacebuild is seeking new funding to continue some network functions.

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B. Prevention and protection

Indicator 7 - Number of SGBV cases reported, % investigated, referred, prosecuted, & penalized.

In 2008, police across Canada recorded 20,992 cases of level 1 sexual assault, i.e. of sexual assault with no or minimal bodily harm, for a rate of 63 in 100,000; 352 cases of level 2 sexual assault, i.e. sexual assault with a weapon or causing bodily harm; 139 cases of level 3 sexual assault, i.e. aggravated sexual assault, leading to injury or endangering the victim’s life; and 1,379 cases of sexual violations against children, for a rate of 4 in 100,000.

However, 91% of sexual assaults are not reported to the police. According to the 2004 General Social Survey (GSS) on Victimization, 512,200 Canadians 15 or older were victims of sexual assault in the preceding 12 months, resulting in a much higher rate of 1,977 per 100,000. Non-reporting was highest for level 1 assault, i.e. assault not causing bodily harm.

over 33% of police-reported offences in 2007, compared to almost 50% of other violent crime. A charge being laid means that the case is referred from the police to the court and prosecution initiated. Conviction rates (i.e. a 'guilty' verdict and hence penalization) were 49% of the prosecuted cases in adult court and 63% in youth court, compared to 53% for adults and 60% for youth for other violent crime. For those offenders who were convicted, sentences were stricter than for other violent crimes for adults, but not for youth: 54% of adults and 12% of youth received prison terms, compared to 30% and 18% for other violent crime. The other convicted offenders were sentenced to probation.

Number of SGBV cases reported, % investigated, referred/prosecuted, penalized (2007-8)

# of SGBV Cases:	% investigated	% referred/prosecuted	% penalized
22,862	100%	33%	16% of total adults (49% of the 33% prosecuted)
Spousal violence cases	100%	78%	

While rates of spousal and family violence have been declining, the 2007 rate of spousal violence reported to the police was still at 188 per 100,000. 83% of victims were female and 17% male. The 2004 GSS on victimization found that only 28% of victims of spousal violence report the abuse to the police. Rates of police-reported spousal violence have decreased by 15% between 1998 and 2007. 93% of reported incidents were cleared, with 78% of the reported incidents resulting in charges laid by police (80% for female victims and 66% for male victims). There were 65 spousal homicides (51 women and 14 men) in 2007.

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. Organizations 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.

Indicator 9 - Number and nature of provisions/recommendations in the TRC and other transitional justice reports on women's rights

This indicator is not applicable to Canada as the country is not currently in armed conflict and does not have a recent history of internal armed conflict.

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 the 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.' "[T]o 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 or 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.

Indicator 11 - Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes.

This indicator is not applicable to Canada as the country does not have a recent history of internal armed conflict.

C. Promotion of a gender perspective

Indicator 12 - Detailed breakdown of gender issues addressed in peace agreements

This indicator is not applicable to Canada as the country does not have a recent history of internal armed conflict.

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

Basic training and ongoing training for the CF includes information on the Law of Armed Conflict, CF Code of Conduct, the requirement to treat civilian populations with respect, and the need to be an 'ethical warrior.' The CF recently established an Army Ethics Program to teach members "what right looks like." The program includes annual unit ethics workshops and trained Unit Ethics Coordinators. The basis for the value system conveyed are the Law of Armed Conflict, international humanitarian law, and the CF code of conduct. While it is strong on the proper treatment of prisoners and 'respecting the dignity' of civilians, content related to Resolution 1325 is limited to non-fraternization, abstaining from harassment, and reporting inappropriate behaviour by others. There is no mandatory training on Resolution

1325 or on the skills needed to respond to sexual violence or to establish a dialogue with female members of the local population.

CF members deploying on international missions undergo the Individual Pre-deployment training (IPT) given at the Peace Support Training Centre. It is approximately 18 days long and focuses on weapons use, navigating, first aid, convoys, information security, and other practical mission requirements. It covers the Law of Armed Conflict, the CF Code of Conduct, Cultural and Language Awareness, and Human Rights Awareness. These issues are covered as information briefings by digital presentation. The background reading provided to trainees prior to the training includes references to the Geneva Conventions, the Universal Declaration of Human Rights, the Convention on the Rights of the Child, and the SC Resolutions on the Rights of the Child, but not SCR 1325.

For more in-depth professional development training, the Peace Support Training Centre provides additional courses, such as a month-long UN Military Observer Course, a 5-day Peace Support Operations Basic Course, a two-week Civil-Military Cooperation (CIMIC) Operator Course and a two-week CIMIC Staff Officer Course. They cover gender, human rights and sexual exploitation and abuse, with Canadian material based on UN standardized training modules. However, time allotted to these issues is very limited, and it is mostly covered through passive learning techniques (lectures with PowerPoint presentations). For example, the Military Observer Course, which is 19 days long, includes a 40 minutes lecture on the personal code of conduct and ethical behaviour, a 40 minutes lecture on the Law of Armed Conflict (including a history of Peace Support Operations), a 40 minutes lecture on the use of force, and two 40 minutes lectures and a 40 minutes discussion on human rights.

Specifically, Resolution 1325 is mentioned on one slide in the Peace Support Training Centre's human rights package. It is found within the section that talks about the various groups at risk in a conflict – women, children, the elderly, etc. Otherwise, "Resolutions 1325 and 1820 are wrapped up within the whole idea of respecting the rights of others" and "ensuring the safety of others," particularly "whichever group you wish to say is at risk." This includes intervening, acting, or reporting incidents of abuse, but is limited to protection of women as victims and blind to issues of empowerment and participation. Gender analysis training or training in preventing and/or responding to rape and sexual abuse is not included. CF leaders responsible for training consider the current training as sufficient.

Internationally, DFAIT and the UK Department for International Development (DFID) prepared a Gender and Peacekeeping Online Training Course in 2000. This is a 3-day training course with reference documents that can be used by gender trainers. It has been criticized for being too sophisticated and written for an academic audience, and further development was hampered by the fact that it did not have a single institutional home. It can still be accessed online at www.genderandpeacekeeping.org and has been used by the UN in the development of their standard training modules for peacekeepers.

Canada has supported the Pearson Peacekeeping Centre (PPC) in the development and delivery of two courses on sexual and gender-based violence intervention, prevention and investigation for African police officers deployed to the joint United Nations and African Union mission in Darfur (UNAMID). Overall, PPC had trained 18,000 people from over 100 countries between 1994 and 2009, including Canadians. They have mainstreamed gender into their learning activities and products, and conflict analysis, role playing, problem solving and mission planning activities compel participants to manage the impact of decisions on women and children. However, more recently the PPC appears to have had difficulty attracting sufficient funding to sustain its operations.

The Royal Canadian Mounted Police (RCMP) are trained in bias-free policing, harassment, the RCMP code of conduct and ethics. Officers who go on peace operations missions attend a pre-deployment preparation session. The one- to two-week session covers operations, health, administrative procedures, cultural awareness, and mission-specific training. About one to two hours of the preparation cover the code of conduct, ethics, and gender-based violence, making reference to SCR 1325 and 1820.

Indicator 14 - Allocated and disbursed funding to CSOs (including Women's Groups) for Women, Peace and Security Projects and Programs (all figures are in Canadian dollars)

Monitoring Government of Canada allocations and disbursements for Women, Peace and Security programming is difficult because spending is categorized either as gender-related or as peace/conflict/fragile states related, but not both. In addition, many projects and programs may have a women's or gender component, but are classified based on their primary objectives. A large proportion of funding is channelled through multilateral institutions, making it more difficult to track.

Out of a total Canadian development assistance of \$ 16.95 billion between 1998 and 2006, \$792.8 million (4.7%) was designated for gender equality (GE) specific programming (where GE was the main objective) and GE-integrated programming (with GE as one of the objectives). If about 11.5% of CIDA's \$ 3.5 billion funding in 2009 was spent on Peace and Security programming and the proportion of GE spending remained constant, this would make 0.5% of CIDA funding, or \$ 17.5 million, available for gender equality spending in conflict- or post-conflict countries. However, only a small fraction of this would have been spent on women's protection and women's participation in decision-making.

In terms of projects listed on their grants and contributions website for May 2006 – March 2010, CIDA spent \$ 5,823,482 on projects (over \$ 25,000) to fight violence against women, offer victim support, train women leaders, and encourage women's participation in political life (particularly in elections) in 12 conflict-affected countries or regions (Afghanistan, African Union, Bolivia, Democratic Republic of the Congo, Ethiopia, Haiti, Iraq, Israel/Palestine, Pakistan, Sierra Leone, Sudan, West Africa). Out of these, \$ 3.2 million went to two UNDP projects in Pakistan and Palestine, while the remainder was distributed to 43 CSO projects and two modest government projects. DFAIT spent \$ 2,742,147 on 17 CSO projects and 9 United Nations, African Union and ECOWAS projects to build capacity and awareness for the protection of women from SGBV and women's participation in peacebuilding and peace operations. This is a partial listing; for example, women or gender projects in Afghanistan do not appear, but are listed elsewhere.

While solid statistics are difficult to derive, there are a number of examples of Government of Canada funding to CSOs for Women, Peace and Security programming. In 2001-2005, the Government of Canada funded a range of civil society activities to implement SCR 1325. For example, it provided funding for the field testing of International Alert's "Toolkit on Women, Peace and Security," for South Asia Partnership (SAP)'s three-day workshop on "Women, Peace and South Asia: Developing Strategies for Regions of Conflict," and for Rights and Democracy's manual on documenting violations of women's human rights in conflict situations (in collaboration with Amnesty International) and coordination of a Coalition for Women's Human Rights in Conflict Situations.

DFAIT has also supported advocacy, monitoring and reporting on the implementation of resolution 1325 by the New York-based NGO Working Group on Women, Peace and Security; an in-depth study by the UN Secretary-General on all forms and manifestations of violence against

women and girls; a capacity-building and strategy planning workshop and radio programs in Africa organized by the International Women's Tribune Centre; earlier efforts by Peacebuild's GPWG to strengthen collaboration and build the capacity of Canadian NGOs working on the women, peace and security agenda; the Geneva Centre for the Democratic Control of Armed Forces (DCAF) project Women in an Insecure World; and the Feinstein International Famine Centre's work on gender, armed conflict, peace processes, and disarmament, demobilization and reintegration (DDR) in Northern Uganda, Eastern Uganda, and South Sudan.

DFAIT's support to peacebuilding now resides in the Stabilization and Reconstruction Task Force (START). With a budget of \$ 146 million for 2010-2011, it provides financial and operational resources for conflict prevention, crisis response, peace operations, civilian protection, and stabilization interventions in fragile states, with a focus on strengthening security sector institutions. All projects funded are reviewed with respect to measures taken to address the interests and needs of women, men, girls and boys. Targeted funding for Women, Peace and Security initiatives used to come from the Glyn Berry Program under its Rule of Law and Accountability envelope. In 2007-08, the Rule of Law envelope had a budget of \$6.14 million, out of which \$291,032 were spent on three Women, Peace and Security projects: "Moving UNSCR 1325 Forward," a series of consultations feeding into a SCR 1325 Policy to Action publication by the International Women's Tribune Centre (IWTC) (\$82,766); "UN Security Council Resolution 1325 in Action" with the NGO Working Group on Women, Peace and Security (NGOWG), including advocacy in New York, training, thematic reports, briefing papers, and roundtables (\$110,623); and "UN Security Council Resolution 1325 in the Field" with the United Nations Department of Political Affairs for gender mainstreaming workshops for UN staff in the Central African Republic (BONUCA), Guinea-Bissau (UNOGBIS) and Senegal (UNOWA) (\$97,643).

More recently, responsibility for Women, Peace and Security project funding has been absorbed within the larger START portfolio, while responsibility for women's human rights policy was transferred to DFAIT's Human Rights Policy Division. START disbursed almost \$ 300,000 for women, peace and security activities in the first half of 2009-10 and had another \$ 300,000 worth of projects in the pipeline for the second half of the fiscal year.

CIDA's support to programming related to Women, Peace and Security is usually allocated on a country-basis. For example, in Sudan, CIDA funded a project with the NGO Alternatives on "Sudanese Women in the Struggle for Peace" to build consensus among participating groups on a platform for peace and strengthen women's organizations in the struggle for peace.

In the Democratic Republic of the Congo (DRC), Canada contributed \$1 million to support the Inter-Congolese Dialogue, a series of peace talks that facilitated the design of Congolese democratic institutions and elections. This funding included support for women's participation in the Dialogue and for the Multi-Party National Forum held in Nairobi in February 2002. At the Forum, 60 women from different regions of the Congo launched the Nairobi Declaration and the Women's Common Platform for Peace. Women's participation in peace talks influenced the Global and Inclusive Agreement at the end of the political negotiations, which incorporated the principle of gender parity based on Resolution 1325. Canada also supported the electoral process managed by UNDP, including initiatives aimed at training, awareness-raising and



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engaging the participation of women; yet, the number of positions actually held by women in government institutions ended up being very low at 7%.

CIDA also supported a project designed to address sexual and gender-based violence in the DRC with a \$15 million contribution. The project was designed to provide assistance to victims of sexual violence through multilateral efforts coordinated by UNFPA. It addressed sexual violence by providing for protection, medical and legal assistance, and socioeconomic reintegration of victims, with a goal to respond to the needs of at least 25,000 victims in three provinces. However, the initiative has been criticized for not incorporating the experiences of local organizations and for diverting funding to administrative costs, international salaries and UN system overhead costs, with little assistance actually reaching victims.

In Burundi, CIDA funded the Centre canadien d'études et de coopération internationale (CECI) to help establish the Collectif des Associations et ONG Féminines du Burundi (CAFOB). For the first time, a "non-political" national federation brought women together around issues of common interest to influence public opinion in favour of women's rights and women's participation in decision-making. Similarly, through the Action citoyenne pour la paix (ACIPA) Project, CECI supported the Women and Peace Network that played a critical role in helping to bring women's concerns to the fore during the August 2005 elections. The network consists of 20 civil society associations and aims to ensure that women contribute to peace and reconciliation and to advocate for women's civic and political rights.

In many fragile or post-conflict countries, CIDA had small grant mechanisms to support gender equality and women's groups. For example, in Rwanda, CIDA had a small grants mechanism for "Gender Equality and Development" supporting rural associations, women's organizations, and others in promoting equal access for women to resources, equal participation in governance, gender-equitable laws, and women's rights. Phase III (\$ 3 million over six years) ended in 2010.

In Haiti, CIDA still supports the Kore Famn Fund (KFF) with \$ 5 million over seven years (2003-10). The fund has been judged as very useful because it has improved the effectiveness of Haitian organizations and institutions that promote and protect women's rights, combat violence against women, and promote the exercise of citizenship among women.

In Peru, Guatemala and Colombia, Canada has funded activities of grassroots women's organizations that seek to bring perpetrators to justice and seek reparations for gender-based violence during armed conflict. The project "Addressing Gender-Based Violence in Latin America" received \$ 2.2 million over six years. A separate project on "Reducing Domestic Violence" received \$ 2.5 million for activities in Colombia, Honduras, El Salvador, Dominican Republic and Peru over three years. A small grant fund under the "Women's Empowerment Program" in Guatemala funded the Presidential Secretariat for Women and a range of small projects by women's organizations with \$ 2 million over five years. A small grant fund in Peru funded projects promoting the participation of women in decision-making in Bolivia, Ecuador, Colombia and Peru over five years (\$ 5 million).

At the national level, DFAIT and CIDA (at different times) used to support Peacebuild's GPWG to promote coordination, SCR 1325 implementation by CSOs, and policy dialogue and collaboration with Government of Canada initiatives. In 2008-10, Peacebuild received \$ 576,000 from CIDA to support the operation of five thematic working groups, including the GPWG and the network secretariat. The Canadian Council for International Co-operation (CCIC), Canada's national network for international development, also promoted conflict prevention,

peacebuilding, and women's participation. However, financial support for domestic network activities has been terminated as of mid-2010, seriously compromising Canadian CSO capacity to engage in coordinated activities on SCR 1325 and the wider peacebuilding and international women's rights agendas.

Indicator 15 - Allocated and disbursed funding to governments marked for Women, Peace and Security Projects and Programs (all figures are in Canadian dollars)

Funding marked for Women, Peace and Security seems to mostly be to support either CSOs or multilateral institutions working in conflict-affected countries. For example, CIDA had contributed \$ 20 million to the UN's Peacebuilding Fund for 2006-10, and Canada currently chairs the Peacebuilding Commission's country-specific configuration for Sierra Leone. The Commission's plan for Sierra Leone includes gender as one of five key issues to address. Canada is supporting government-civil society consultations in Sierra Leone on implementing SCR 1820.

Canada has supported the UN Department of Peacekeeping Operations (DPKO) and the African Union in their efforts to implement SCR 1325 by incorporating it into doctrine, planning, training and deployment of military and police members of peace support operations. It also provided \$ 4 million to the African Union for rapid response capacity, military observer missions, and mediation missions. Part of this funding supports the African Union's Special Representative for the Protection of Civilians in Armed Conflict in awareness-raising and advocacy work.

In May 2008, Canada co-funded a Wilton Park conference entitled "Women Targeted or Affected by Armed Conflict: What Role for Military Peacekeepers?" and Canadian Deputy Permanent Representative to the United Nations Henri-Paul Normandin played a lead role in the conference. The meeting furthered UN work on an inventory of good practices for peacekeepers in protecting civilians from widespread, systematic sexual violence and momentum for the adoption of SCR 1820.

In the Sudan, Canada made efforts to increase the participation of Darfuri women in the inter-Sudanese peace talks on the conflict in Darfur held in 2004-06. Canada also provided technical assistance to the African Union and to parties of the conflict on how to integrate women's rights and concerns into the peace negotiations. It provided almost \$ 23 million to the African Union Mission in Darfur, including funds to set up 35 temporary police stations in or near internally displaced camps and to deploy and supply troops and police. These security forces were to provide protection for women when they leave the camps to look for food, fuel wood, etc.

In Afghanistan, the largest recipient of Canadian aid, Canada has no gender- or women-specific priorities or bench marks. However, the Afghanistan Task Force has gender advisers to promote responsiveness to the different needs of women and women, boys and girls. Projects targeted at female beneficiaries make up about a quarter of the projects in Afghanistan, though the funding amounts are comparatively small. Out of a total 57 projects worth \$ 899.45 million listed as ongoing CIDA projects in Afghanistan in July 2010, 13 projects worth \$ 65.92 (23% of the projects and 7% of the funding) specifically target women and/or girls, including three girls education projects (\$ 30.3 million), three projects integrating women into the workforce (\$ 12.07 million), two maternal and child health projects (\$ 10.55 million) and a humanitarian project for widows (\$ 1.5 million).

Four projects worth \$ 11.49 million address Women, Peace and Security issues as formulated in SCR 1325. These include a \$ 3.5 million small-grants mechanism, the “Responsive Fund for the Advancement of Women,” which supports women’s economic empowerment, access to education and legal protection of women’s rights; a \$ 5 million project on “Women’s Rights and Family Law Reform” implemented by Rights and Democracy; and two projects promoting women’s participation in elections, at the provincial level (“Supporting Women’s Political Participation at the Provincial Level,” \$ 800,000, implemented by the National Democratic Institute), and nationally (“Women as Decision Makers,” \$ 2.2 million, implemented by UNIFEM). In addition, CIDA is the largest donor to the Afghanistan Independent Human Rights Commission (AIHRC), contributing \$ 7 million to its three-year action plan. The AIHRC devotes particular attention and resources to the rights of women and children.

Some of the other projects include women among their beneficiaries, particularly education, health and livelihood projects. For example, the \$ 30 million (\$ 8.6 million listed as allocated) Kandahar Local Initiatives Program, implemented by the Kandahar Provincial Reconstruction Team, includes 4 small women’s projects (a total of \$ 362,033) among its 16 project portfolio. Canada is also the lead donor to the Afghan Microfinance Investment Support Facility (\$ 100 million), which has provided small loan and saving services to over 445,000 Afghans in 23 provinces, with over two thirds of them being women.

Canada deployed a gender adviser to the Afghan Ministry of Interior to develop ways to increase the number of women in the Afghan police. The adviser has apparently been successful in raising awareness about women’s rights among the Afghan police and in introducing innovative programs to meet women’s needs, such as a family response unit and a pilot female patrol in a women’s park.

Indicator 16 - Percentage of women’s representation as peace-builders and decision-makers in media content

The data collected for indicator 16 do not provide the exact information that the indicator calls for which is “Percentage of women’s representation in political power & decision-making in media content.” GNWP hopes to integrate this indicator again in the next phase of the project and focus on the portrayal of women and men in the media particularly in the coverage of armed conflict.

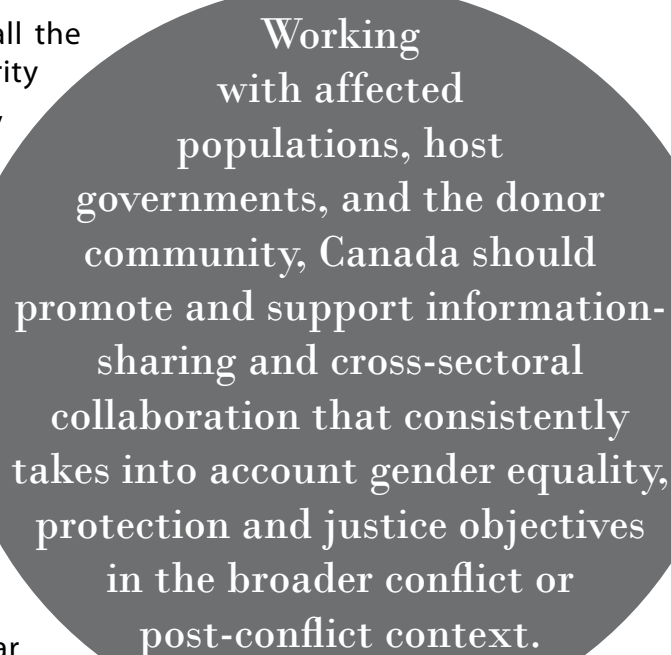
III. Conclusions and Recommendations

To set an example internationally, the Canadian government, civil society and, particularly, political parties should make renewed efforts to ensure that Canadian women are equally represented in decision-making at the federal, provincial/territorial and municipal level. This requires addressing the known barriers to women's participation – funding for nomination campaigns, or spending caps to keep these campaigns affordable in winnable ridings; more family-friendly hours and daycare provision at provincial legislatures; awareness-raising among the media to cover female politicians the same way they cover male politicians (and/or a complaints mechanism for contesting biased media portrayals); mentoring and information programs for women considering candidacy; etc. It also still requires changes in attitudes among political parties and among the general public to gain acceptance for goals of gender parity and end gender-specific name-calling, criticism and harassment of female politicians. Moves towards a minimum quota of women candidates or towards an element of proportionality in the electoral system would likely lead to more significant results more quickly.

To make its efforts to promote implementation of the Women, Peace and Security resolutions more credible, Canada should approve a National Action Plan on Women, Peace and Security as is currently being discussed. If that National Action Plan is going to effect change, it needs to have dedicated funding attached to it for a) efforts at training and at overcoming systemic barriers to women's participation and advancement in the Canadian Forces and Canadian police forces and b) financial support to government and civil society stakeholders in conflict and post-conflict countries who are actively implementing the resolutions. Dedicated human resources need to be assigned to champion the implementation of the Women, Peace and Security resolutions within the Canadian government.

The Canadian Forces and Canadian police forces need to continue their efforts at identifying systematic barriers to the recruitment, retention, advancement/promotion and participation in peace operations of women, in an effort to further increase the numbers of women overall and the numbers of females in leadership positions in the police and military. At a minimum, the target should allow women to form a critical mass for changing the culture and priorities of an institution, which is often estimated to happen at around 30%.

Training for the Canadian Forces should include all the major issues covered in the Women, Peace and Security resolutions. Relying on a general sense of ethics, 'doing the right thing,' and respecting civilian populations is not sufficient. Important aspects to include are practical training in measures to prevent sexual and gender based violence, both by fellow peace operations members (including those from very different cultural backgrounds) and by national armed forces and irregular combatants, and to protect women and girls at risk; and the need to include women from different social, class and ethnic backgrounds in consultations and relationship-building with local populations. Training in the content of the resolutions should start with basic training and be reinforced throughout the regular training exercises and professional development



Working with affected populations, host governments, and the donor community, Canada should promote and support information-sharing and cross-sectoral collaboration that consistently takes into account gender equality, protection and justice objectives in the broader conflict or post-conflict context.

courses. It should name the resolutions to underline that these are part of international law and not just Canadian values or 'sensitivities,' though most important is training troops in the "how-to" of implementation (e.g. through training exercises and scenarios on responses to sexualized attacks).

Canada's framework should strongly reflect a commitment to ongoing civil society involvement as a partner and source of learning in the design, implementation, monitoring and evaluation of the National Action Plan. Effective partnering with civil society requires the investment of modest resources in maintaining a basic capacity for networking, communication, coordination, and the compilation and synthesis of learning in civil society.

Canada should develop contextualized country and regional strategies primarily based on the inputs of affected populations that integrate gender analysis and overall human security objectives into its whole-of-government approach to engaging in conflict and post-conflict environments. Working with affected populations, host governments, and the donor community, Canada should promote and support information-sharing and cross-sectoral collaboration that consistently takes into account gender equality, protection and justice objectives in the broader conflict or post-conflict context. SCR 1325 and the related resolutions should inform strategic planning and country programming. Government of Canada gender advisors should ensure that adequately resourced projects and programs respond to the resolutions. In particular, efforts to train peace operations personnel and national security sector personnel need to be informed by a thorough analysis of gender relations in the pertinent country. Efforts to support peace negotiations and mediation should ensure that women from different socio-cultural backgrounds are included in the negotiations and related decision-making processes.

Small grant funds have proven valuable for building the capacity of women's organizations and other CSOs in working on women's rights and participation, implementing the SCRs in their programming, and holding their governments to account. A recent trend away from such small-grant mechanisms should be reconsidered; the resources required are modest in comparison and large projects are unlikely to reach grassroots organizations effectively. In addition to these small grants to CSOs, it is also crucial that both CIDA and DFAIT try to leverage Canada's much larger contributions to United Nations agencies, regional organizations and national governments to include women in decision-making at all levels.

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