

Worth the Wait?

Reflections on Canada's National Action Plan & Reports on Women, Peace & Security

May 2014

Women, Peace and Security Network – Canada



Edited by Beth Woroniuk and Amber Minnings

Published by the Women, Peace and Security Network – Canada (WPSN-C)

May 2014

© WPSN-C, 2014. All rights reserved.

Disclaimer: The articles published in this document do not constitute the position of the Women, Peace and Security Network – Canada (WPSN-C) and do not necessarily reflect the views and opinions of all network members.

wpsn-canada.org

Table of Contents

Acronyms	1
Introduction	2
<i>By Beth Woroniuk and Amber Minnings</i>	
Reflections on Canada’s Progress Reports for the National Action Plan on Women, Peace and Security	6
<i>By Jo-Ann Rodrigues</i>	
Canadian Foreign Aid in Support of Women, Peace and Security 2011-2013	9
<i>By Liam Swiss</i>	
Loose Promises and Vague Reporting: Analysing Canada’s National Action Plan and Reports on Women, Peace and Security	14
<i>By Rebecca Tiessen and Sarah Tuckey</i>	
C-NAP Indicators: Putting Accountability into Practice?	18
<i>By Beth Woroniuk</i>	
Funding for Women’s Organizations: A Vital Piece of the Women, Peace and Security Agenda	27
<i>By The MATCH International Women's Fund</i>	
The Action-Lacking Plan	29
<i>By Megan Nobert</i>	
Recommendations for the 2011-2012 Progress Report	31
<i>By Sophia Papastavrou</i>	
WPSN-C Testimony to the Senate Committee on Human Rights	33
<i>By Women, Peace and Security Network – Canada</i>	
Contributors	37

Acronyms

CIDA – Canadian International Development Agency

C-NAP – Canadian National Action Plan on Women, Peace and Security

CAF – Canadian Armed Forces

CFLI – Canadian Fund for Local Initiatives

DFAIT – Department of Foreign Affairs and International Trade

DFATD – Department of Foreign Affairs, Trade and Development

DND – Department of National Defence

DRC – Democratic Republic of the Congo

IASC – Inter-Agency Standing Committee

NAP – National Action Plan

RCMP – Royal Canadian Mounted Police

SGBV – Sexual and Gender-based Violence

SMART – Specific, Measurable, Achievable, Relevant and Time-bound

UNSCR – United Nations Security Council Resolutions

VAWG – Violence against Women and Girls

WPS – Women, Peace and Security

WPSN-C – Women, Peace and Security Network Canada

Introduction

By Beth Woroniuk and Amber Minnings

In October 2010, the Government of Canada launched its National Action Plan on Women, Peace and Security or C-NAP.¹

The press release announcing the National Action Plan noted:²

“Our action plan will guide the way Canada develops policy, how we select, train and deploy Canadian personnel, and how we ensure they have the right knowledge and guidance for implementing Canadian policies effectively in the field,” said Minister Cannon. “It 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.”

Thus the announcement promised that the C-NAP would be a *guiding* document, influencing policies and steering interventions. A bold commitment!

The C-NAP was long awaited by Canadian civil society organizations. Prior to the release of the document, members of the Gender and Peacebuilding Working Group of Peacebuild had provided written comments and participated in consultations. Given that the United Nations had been encouraging member states to develop NAPs since 2004, there was an eagerness to see Canada’s commitments set out in this format.

Since 2000, the United Nations Security Council has passed seven resolutions on women, peace and security: 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013) and 2122 (2013).

What’s in the C-NAP?

The C-NAP outlines five broad commitments:

¹ The National Action Plan on Women, Peace and Security is available at http://www.international.gc.ca/START-GTSR/women_canada_action_plan-plan_action_femme.aspx?view=d

² The press release announcing the NAP is available at <http://www.international.gc.ca/media/aff/news-communiques/2010/324.aspx?view=d>

- *Increasing the active and meaningful participation of women, including indigenous and local women, in peace operations and peace processes, in the management of conflict situations, and in decision making in all of these areas.*
- *Increasing the effectiveness of peace operations, including the protection and promotion of the rights and safety of women and girls.*
- *Improving the capacity of Canadian personnel to help prevent violence and to contribute to protecting the human rights of women and girls in the context of peace operations, fragile states, conflict-affected situations and in humanitarian crises or relief and recovery operations.*
- *Promoting and supporting relief and recovery efforts in fragile states and conflict-affected countries in a manner which takes into account the differential experiences of women and men, boys and girls.*
- *Making the leadership of peace operations more accountable for carrying out their mandated responsibilities by realizing, to the maximum extent practicable, the intent of the SCR's on Women, Peace and Security.*

The Plan is structured around the generally-recognized pillars of:

- ***Prevention*** – *integrating a perspective that takes into account the differential experiences of men and women, boys and girls in conflict situations into all conflict prevention activities and strategies; strengthening efforts to prevent violence, including sexual violence, against women and girls in peace operations, fragile states and conflict-affected situations.*
- ***Participation*** – *advocating for the active and meaningful participation and representation of women and local women's groups in peace and security activities, including peace processes.*
- ***Protection*** -- *protecting women's and girls' human rights by helping to ensure their safety, physical and mental health, well-being, economic security, and equality; promoting and protecting the security and rights of women and girls; protecting women and girls from violence, including sexual violence.*
- ***Relief and recovery*** – *promoting and working to ensure women's equal access to humanitarian and development assistance, promoting aid services that support the specific needs and capacities of women and girls in all relief and recovery efforts.*³

³ This is the language from the C-NAP.

The C-NAP includes 28 actions and 24 indicators. Many actions do not have indicators and some actions have more than one indicator.

Some actions are concrete (for example, “ensure that all organizations receiving Government of Canada funds for humanitarian assistance have organizational codes of conduct relating to sexual exploitation and abuse.”)

Other actions are vague and general (for example, “continue to engage in policy dialogue with multilateral partners ...to encourage the strengthening of their capacities to plan for, implement and report on issues relating to Women, Peace and Security...”).

Specific targets and budget allocations are lacking.

Delay in Reporting

Despite the commitment to annual reports, the first progress report covering the 2011-2012 fiscal year was only released in January 2014.⁴ The second report covering fiscal year 2012-2013 followed quickly in March 2014.⁵ Both of these reports were tabled in Parliament.

The Women-Peace and Security Network – Canada had written two letters to the Honourable John Baird, Minister of Foreign Affairs, enquiring about the delay in reporting and asking for more information. These letters went unanswered.

This Report

As part of the efforts of civil society to better understand and analyze the two progress reports, the WPSN-C sent out a call to members and academics working on these issues for short reflections. People were asked to comment on the reports, highlighting issues or aspects that they saw as important or interesting. This publication is the result of that request. We have also included the testimony given by Jessica Tomlin of The MATCH International Women’s Fund on behalf of the WPSN-C to the Standing Senate Committee on Human Rights in March 2014, as it contains reflections on the progress reports by the Network.

The goal of this report is to contribute to debate and discussion on the implementation of the C-NAP. We appreciate the work that has gone into the compilation of the first two reports by

⁴ The 2011-2012 Progress Report: Canada’s Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security is available at http://www.international.gc.ca/start-gtsr/women_report_2011-2012_rapport_femmes.aspx?lang=eng

⁵ The 2012-2013 Progress Report: Canada’s Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security is available at http://www.international.gc.ca/START-GTSR/women_report_2012-2013_rapport_femmes.aspx

government officials and hope that our reflections will contribute to a better understanding of the issues and improved implementation of the global commitments in the women, peace and security agenda.

The opinions and views expressed in each contribution are those of the authors and do not necessarily represent the views of all Network members or the Network as a whole.

The Women, Peace and Security Network – Canada

The WPSN-C is a volunteer network of over 50 Canadian organizations and individuals committed to:

- 1) Promoting and monitoring the efforts of the Government of Canada to implement and support the United Nation Security Council Resolutions on women, peace and security; and,
- 2) Providing a forum for exchange and action by Canadian civil society on issues related to women, peace and security.

The Network has its origins in the Gender and Peacebuilding Working Group of Peacebuild; however, given Peacebuild's reduced presence, the Working Group disbanded in 2011 and the WPSN-C was formed in January 2012.

More information on the WPSN-C is available on the website at wpsn-canada.org/.

Acknowledgements

We would like to thank all the contributors for their insights and analysis.

Reflections on Canada's Progress Reports for the National Action Plan on Women, Peace and Security

By Jo-Ann Rodrigues

I was pleased to be able to review the Government of Canada's (GOC) first progress report on Canada's Action Plan for the Implementation of the United Nation Security Council Resolutions on Women, Peace and Security (WPS) (2011-2012) after a one-year delay. I was disappointed to note, however, the GOC's lack of communication on the reason/s for the delay after requests were made by the WPSN-C.

It was good to note achievements like Canada's advocacy contributing to the UN Strategic Framework on WPS and the development and implementation of the UN-executed Monitoring, Analysis and Reporting Arrangements as well as other initiatives like supporting five women of the Afghan Women's Network participating in the Bonn Conference on Afghanistan in December 2011. I also appreciated the candor in parts of the report - for instance, the observation on the RCMP's challenge to deploy "a higher percentage of female police officers in peace operations."⁶ It was also good to note the RCMP's commitment to achieve the UN target of deploying 20% of female officers.⁷ Further to this, providing more information as to why this is a challenge would be helpful in terms of understanding the RCMP's perspective.

While there is a showcase through particular examples of the very good achievements Canada has made, much remains to be desired. Statements on the work Canada is doing need to be reinforced with data and/or reasons why there is no data from the four key partners, DFAIT, DND, CIDA and the RCMP implementing the National Action Plan (NAP).

The 2012-2013 Progress Report on Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security is an improvement on the previous report. It was great to see it stated clearly, at the beginning of the report, that "The empowerment of women, in decision-making processes, including for conflict resolution, is central to Canada's foreign policy."⁸

⁶ Government of Canada. (2011-2012). 3.2 Participation: Policy Programing, The National Level. *2011-2012 Progress Report: Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*. Ottawa, Canada.

⁷ Government of Canada. (2011-2012). 3.2 Participation: Policy Programing, The National Level. *2011-2012 Progress Report: Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*. Ottawa, Canada.

⁸ Government of Canada. (2012-2013). Executive Summary. *2012-2013 Progress Report: Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*. Ottawa, Canada.

It is interesting to note variances in how much detail is provided from each partner under each indicator for both reports. The DND overall demonstrated very poor reporting in terms of detailed quantitative and qualitative data.

Interesting to note is indicator 17.3 on the “[e]xtent to which DND/Canadian Armed Forces strategic direction or equivalent policy guidance for deployed Canadian police address in a meaningful way the importance of protecting women’s and girls’ human rights on international operational deployments,⁹” which was left blank.

Where no information or little information is provided under each indicator by the key partners, there should be statements explaining why and/or what steps are being taken to address this. This will provide clarity as to how the government interprets who takes accountability for what and avoids interpretation and assumptions which will lead to a strong demonstration by the government of being accountable and transparent to stakeholders like the Canadian people, the United Nations, overseas partners and recipients of WPS resources.

Where no information or little information is provided under each indicator by the key partners, there should be statements explaining why and/or what steps are being taken to address this.

Both reports lack information on funding. While certain funds were named several times in the reports, like the \$18.5 million pledge at the *Sommet de la Francophonie* for the eastern DRC over a 5 year period¹⁰, or the \$1.9 million disbursed by the CFLI¹¹, as mentioned in SCR 2122, dedicated funding mechanisms¹² should be identified. Furthermore, there should be transparency on how much is available specifically for WPS initiatives.

It is good to note that reports have been written on WPS initiatives and that research on WPS has been conducted by the GOC. *Consistent* references to where we can review this information - like links to reports - would aid in transparency and accountability.

Speaking to gaps in the implementation of the NAP and UNSCRs is lacking in both reports. For instance, in the 2012-2013 report, it would be good to understand why there are inconsistencies with the code of conduct between the core principles identified in the IASC Plan of Action on Protection of Sexual Exploitation and Abuse (PSEA) and NGO code of conduct in

⁹ Government of Canada. (2012-2013). Indicator 17.3. *2012-2013 Progress Report: Canada’s Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*. Ottawa, Canada.

¹⁰ Government of Canada. (2012-2013). 3.3 Protection, 3.3.3 Accountability. *2012-2013 Progress Report: Canada’s Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*. Ottawa, Canada.

¹¹ Government of Canada. (2012-2013). Indicator 12-2, DFAIT. *2012-2013 Progress Report: Canada’s Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*. Ottawa, Canada.

¹² United Nations Security Council Resolution 2122 (2013). Section 7b.

humanitarian crises when working on humanitarian assistance. It would also be good to learn how these gaps are being addressed and closed.

Having worked specifically on the implementation of the UNSCRs for WPS in Afghanistan and the DRC, I was encouraged to note Canada's advocacy for "greater engagement with and participation by Afghan women in the Afghan Penal Code Reform process, resulting in the appointment of ten female Afghan legal experts to the Ministry of Justice's Criminal Law Reform working groups,¹³" as well as the achievements made with the Fight Against Impunity and Support to Survivors of Sexual Violence project in the DRC.

Overall, I am happy that the government has released both the 2011-2012 and 2012-2013 reports on Canada's Action Plan for the Implementation of the United Nation Security Council Resolutions on Women, Peace and Security. Improvements in the quality of reporting and amount of information provided can be seen and are appreciated. Consistent reporting on achievements and gaps, how gaps are being addressed, explanations provided on why indicators have not been met or why gaps remain, as well as transparent communication and clear information on dedicated funding for WPS initiatives will be looked for in the mid-term review and subsequent reports.

¹³ Government of Canada. (2012-2013). 3.2 Participation, 3.2.3 Accountability. *2012-2013 Progress Report: Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*. Ottawa, Canada.

Canadian Foreign Aid in Support of Women, Peace and Security 2011-2013

By Liam Swiss

Arriving in quick succession because of a significant delay in the release of the initial report, the 2011-2012 and 2012-2013 Progress Reports attempt to capture Canadian efforts towards implementing *Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security* (WPS). Reporting on the first two years' efforts, it becomes immediately clear that the Action Plan (C-NAP) implicates many actors, and an even more diverse set of initiatives in delivering on Canadian implementation of these resolutions. Such diversity of actors and efforts yields complex and overlapping responsibilities to achieve the aims of the C-NAP, making it both difficult to report upon, and equally difficult to reflect upon in its entirety. For this reason, I will focus my reflection here on one aspect of the Progress Reports: How aid projects contributing to C-NAP are measured and what that can tell us about the relationship of the C-NAP to Canada's broader foreign aid program.

The 2011-2012 Progress report on implementation of the C-NAP makes clear throughout that Canada's efforts have relied on a team effort. Deployments by the RCMP, DND military operations, DFAIT policy and programming, and CIDA aid programs have all been a component of C-NAP's implementation. The report describes this as a "distributed approach" that is "clearly beneficial" and "respectful of the structures and processes of the government" while at the same time arguing that:

The distributed approach, however, has made data collection and reporting on a government-wide basis a challenge. The present report seeks to address this challenge through the reporting of an overall narrative, with specific examples of the government's work in the text boxes, and the annex of specific activities reported by C NAP indicator and by department.¹⁴

This challenge becomes clear when we consider how Canada's aid efforts to support the C-NAP are captured in both years' reports. Looking to the annex of specific activities and lists of indicators attached to both reports, we see multiple and recurring mentions of various aid projects and program frameworks designated as contributing to the C- NAP, but reported upon in a dispersed and fragmented fashion. Indeed, to begin to reveal the bigger picture of what Canadian aid was doing to support the C-NAP, I needed to compile aid figures from two departments and across four main C-NAP funding indicators. Table 1 shows the distribution of

¹⁴ Government of Canada. (2011-2012). *2011-2012 Progress Report: Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*. Ottawa, Canada.

projects and funds for both CIDA and DFAIT across the four relevant indicators in both years of reporting against the C-NAP.

TABLE 1: Canadian Aid in Support of C-NAP, 2011-2013

		2011-2012				2012-2013			
		CIDA		DFAIT (GPSF)		CIDA		DFAIT (START)	
		projects	funds	projects	funds	projects	funds	projects	funds
Participation or Representation of women and girls. (Indicator 12-2)	Yes	23	28.37	98	36.8	6	7.86	88	42.9
	No	78	150.92	91	24.58	49	157.04	41	40.79
Promotion/protection of women's and girls' human rights in a manner that incorporates an analysis of the differential impact of conflict on women and girls. (Indicator 18-2)	Yes	43	73.06	107	42.58	11	19.57	64	33.15
	No	48	106.23	82	18.8	44	145.33	65	50.54
Support for women's and girls' human rights, including protection from violence, sexual violence, sexual exploitation and abuse and trafficking. (Indicator 20-2)	Yes	32	67.64	59	26.62	23	87.65	35	21.25
	No	59	111.65	130	34.76	32	77.25	94	62.44
Integrate the needs and capacities of women and girls in relief and recovery efforts. (Indicator 21-2)	Yes	38	95.12	61	21.63	37	86	69	40.6
	No	53	84.17	128	39.75	18	78.9	60	43.09
	Total	91	179.29	189	61.38	55	164.9	129	83.69

Note: Total disbursement figures for DFAIT drawn from 2011-2012 and 2012-2013 Reports to Parliament on the Government of Canada's Official Development Assistance and reflect total DFAIT aid to security and stability.¹⁵ Disbursement figures are in millions of \$CAD.

¹⁵ For more information see Reports on Canada's Official Development Assistance at <http://www.acdi-cida.gc.ca/acdi-cida/acdi-cida.nsf/eng/FRA-61295946-JEX>

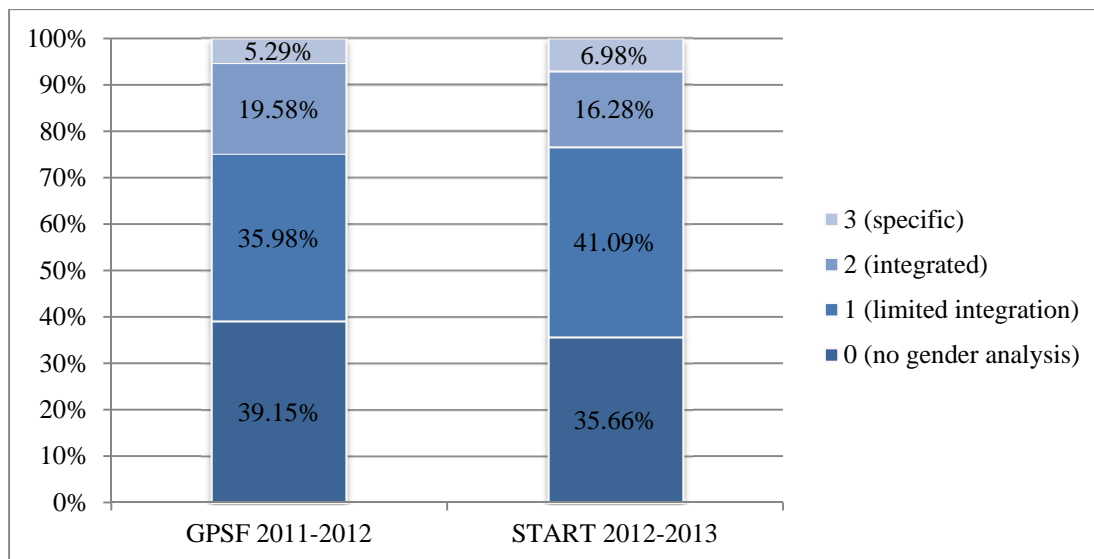
Showing that Canada has spent hundreds of millions in support of the C-NAP over the two-year reporting period, Table 1 permits three interesting conclusions regarding Canada's aid in support of women, peace, and security. First, the combined aid in support of C-NAP from both of the recently merged departments amounts to less than 5% of total ODA disbursed by Canada in each of the 2011-2012 and 2012-2013 fiscal years. This is suggestive of the low priority accorded the WPS issues in Canada's aid program. Second, the table shows the sharp discrepancy between CIDA and DFAIT at the time regarding where the balance of WPS programming was housed. In both years, CIDA's total number of projects - though larger in financial scope - are dwarfed by the greater number of related projects run by DFAIT's GPSF or START facilities¹⁶. Finally, comparing the aid programming of both departments year over year, it is also clear that CIDA's programming is less likely to touch upon the four C-NAP indicators in contrast to DFAIT. Only in the case of Indicator 21-2 (relief and recovery) in 2012-2013 do a majority of CIDA programs contribute to that C-NAP aim. In the case of each of the other indicators, less than 50% of CIDA projects are relevant in both years. In contrast, DFAIT's programs appear more likely to touch upon the four indicators.

Each of these conclusions suggests that Canadian aid in support of the C-NAP has been more concerted in the case of ODA delivered by DFAIT than that programmed by CIDA. This is not surprising given the housing of the START and GPSF initiatives at DFAIT, but does suggest that the WPS concerns have not, perhaps, been given sufficient consideration more broadly in CIDA programming. Given the vast number of projects and billions of dollars disbursed by CIDA in both of these years, to have the sum total of relevant programs amount to 55 projects worth \$165 million in 2012-2013 is very much the proverbial "drop in a bucket" – with CIDA's much larger bucket, we might have expected a much larger number and dollar figure sum of aid programming devoted to these issues.

This is not to diminish the efforts of the former CIDA. Both years' reports are replete with very interesting project-level and program-level results linked to the WPS issues. Still, if the C-NAP was given as much priority in former CIDA programming as it seems to have been provided in the DFAIT aid programs, we would see a much larger footprint for aid in support of C-NAP.

¹⁶ In 2011-2012, the report focuses primarily on GPSF project numbers and disbursements. In the 2012-2013 report, the reference is instead to START projects and funds. A reason for this inconsistency between the two reports is unclear.

FIGURE 1: Gender Coding of DFAIT Aid in Support of C-NAP, 2011-2013 (percent of total projects)



One interesting piece of the report linked to aid programming in support of C-NAP was the reporting of DFAIT’s aid programs against a modified version of CIDA’s Gender Equality Marker code to assess the extent to which a gender analysis/gender results were incorporated in the programs. Figure 1 shows the breakdown of the GPSF and START programs with regards to this marker in each year. The year over year comparison reveals a decrease in the number or programs with no gender analysis and a slight uptick in the projects coded as gender- or WPS-specific. This adoption of CIDA’s gender coding system by DFAIT is an interesting development and it will be of interest to track how the WPS-related aid programs are coded going forward. It was unfortunate, however, that the CIDA programming reported in both years does not include the breakdown of how those programs are coded against the CIDA gender marker. With the merger of DFAIT and CIDA in the past year, it would be fruitful to have future progress reports provide this information for all DFATD programming.

Taken as a whole, the reports suggest that Canada has been actively supporting aid programs in support of the UN resolutions, but also suggests that, in spite of the presence of C-NAP, that the aid efforts in this area remain relatively small and fragmented in terms of how they are both implemented and reported. Some of this fragmentation may be eliminated if the merger of CIDA and DFAIT encourage a more active implementation of C-NAP in all Canadian aid programming, rather than just in a small number of former CIDA aid projects and the DFAIT GPSF/START initiatives. It is certainly a possibility that having the bulk of Canadian aid under the auspices of DFATD will permit an intensification of aid in support of WPS, but this will only be revealed by future progress reports.

Other Sources

CIDA. (2012). *Report to Parliament on the Government of Canada's Official Development Assistance 2011–2012*. Retrieved from: <http://www.acdi-cida.gc.ca/acdi-cida/ACDI-CIDA.nsf/eng/NAT-1011518-QB9>

DFATD. (2013). *Report to Parliament on the Government of Canada's Official Development Assistance 2012–2013*. Retrieved from: <http://www.acdi-cida.gc.ca/acdi-cida/ACDI-CIDA.nsf/eng/HEL-10313177-NAA>

Loose Promises and Vague Reporting: Analysing Canada's National Action Plan and Reports on Women, Peace and Security

By Rebecca Tiessen and Sarah Tuckey

Introduction

In 2004, the United Nations (UN) Security Council called on member states to implement resolution 1325 (2000) and to create National Action Plans (NAPs) or other national level strategies for completing this task.¹⁷ Since the passing of resolution 1325, several more resolutions have been ratified that complement the efforts of 1325 and are to be taken into consideration in the creation of NAPs. These resolutions include 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013) and 2122 (2013), and 1882 (2009) on children and armed conflict. Both donor and recipient nations of the OECD took up the challenge, with many beginning to announce and write NAPs as soon as the UN announcement was made. As a member of the Organization for Economic Cooperation and Development - Development Assistance Committee (OECD DAC) and a member of the United Nations, Canada created the Canadian National Action Plan (C-NAP) which was tabled in Parliament in 2010 with a promise of mid-term reporting in 2013. Two reports on the C-NAP were finally made available early 2014. In this paper we summarize these documents pointing to the loose promises and vague reporting that characterizes them. We situate the C-NAP and subsequent reports in relation to other donor countries in the OECD DAC.

National Action Plans: Canada's NAP in relation to other OECD DAC donors

Of those OECD DAC nations listed as having released NAPs, Denmark, Norway and Sweden were among the first to do so. Denmark led the way with releasing a NAP in 2005, just one year after the UN called on member states to create one. Sweden and Norway followed suit in 2006. Switzerland, the Netherlands, Spain and Austria all released their NAPs in 2007. By 2008 Belgium, Finland, and Iceland had released their NAPs¹⁸. In 2009, Portugal was the only donor nation to release a NAP. It was not until 2010 that Canada's C-NAP was finally released under immense pressure from civil society groups in Canada. In 2010, other donor nations including France and Italy released their NAPs. Australia announced its commitment to the creation of a NAP which it released in 2012. The last OECD DAC nations to release NAPs were Ireland, the United Kingdom and the United States in 2011 and Germany and Australia in 2012. However,

¹⁷ For more information, please see the Peacewomen website at <http://peacewomen.org/>

¹⁸ It is worth mentioning that Iceland only became a member of the OECD DAC in 2013.

many of these countries prepared civilian-based action plans that were promoted internationally and were used to guide international funding on gender/women, peace and security.

By the time Canada released its C-NAP, many of the donor countries had already released their mid-term and final reviews ...

By the time Canada released its C-NAP, many of the donor countries had already released their mid-term and final reviews including Denmark, Finland, Iceland, Norway, Sweden, Switzerland, the Netherlands and the United Kingdom. However, the timing of the release of the various NAPs is not the only factor that separates Canada's NAP from other donor countries. In the C-NAP, Canada does not use

or acknowledge the transformative use of the term "gender" or the international efforts behind gender mainstreaming within policy and practice.

Moreover, Canada's NAP is one of the shortest documents, at just 15 pages compared to the much longer and substantive NAPs prepared by other donor countries with NAPs as long as 60-100 pages. The brevity of Canada's NAP means that there is little discussion of how gender, women, peace and security will be addressed and furthermore, does not allow for clear and in-depth definitions or analysis. The C-NAP does, however, highlight its focus on preventing and treating sexual violence against women and girls. However, Canada's NAP can easily be described as highly generalist, with no elaboration on how it will approach its actions or indicators. There is no mention of who will be trained or how, nor does it mention who the specialists are that they intend to involve in such training.

The failure to clearly articulate a gender-based approach to addressing issues around women, peace and security in the C-NAP translates into a failure to take gender equality seriously combined with an inability to address the gender-based root causes of women's insecurity. In both the cases of the C-NAP and the Canadian reports on the NAP, Canada continues to gloss over the major issues in favour of supplying band-aid solutions. Furthermore, the first C-NAP progress report is excessively long but does not provide any major substance of information. The report is 105 pages in length but much of the report consists of anecdotes and general overviews of work done without any specific details or results-based measurements provided. There is no discussion of impunity in the report despite the UN's efforts to have nations deal directly with impunity in their NAPs and reporting. Canada's NAP and first review make little, if any, mention of how it will address impunity (exemption from punishment) or how it will take a zero-tolerance policy to stop impunity for groups who engage in violence against women, girls, boys, and men. Canada's NAP makes no mention of how it will address impunity whatsoever. In the NAP review, it is mentioned one time, on page 27, in a discussion about Canada's participation in the International Conference on the Great Lakes Region's (ICGLR) Summit of Heads of State, which included a special session on sexual and gender-based violence (SGBV) in

December 2011 in Kampala, Uganda.¹⁹ The section specifically states: ‘At this Summit, the heads of state signed a declaration establishing a policy framework to fight sexual violence against women, children and men.’

The declaration included actions focused on (1) prevention (e.g. early warning mechanisms), (2) the fight against impunity (e.g. adoption of zero-tolerance policies by the 11 member countries), and (3) assistance for victims (e.g. establishing recovery centres). As Chair of the Group of Special Envoys and Friends, Canada led the consultations with international partners, and supported the declaration politically noting: "We strongly welcome the organization of this afternoon's Special Session as a clear expression of the political engagement by member states. The full support of Heads of State in the region will be essential to implement the commitments taken with practical, effective and coordinated strategies."²⁰ Specific information of the nature and content of the actions is left ambiguous with no elaboration in the progress report. We are left with no indication of how Canada intends to fight impunity or the nature of the mechanisms required for the prevention of violence.

The progress report does, however, highlight its focus on preventing and treating sexual violence on women and girls, and specifically notes that it intends to engage civil society in discussions of the Canadian NAP and its actions and indicators, reflecting important calls to action made by the UN and the Security Council Resolutions on Women, Peace and Security. However, the commitment to engaging with civil society remains to be seen in the Canadian case.



Encouraging women to be actively involved in decision-making and a desire to increase their participation is insufficient for turning opportunities into realities.

The report also emphasizes the involvement of women and girls in peace processes: according to the review, the NAP “emphasizes participation by women and girls in peace processes and conflict management, the protection of their rights, and ensuring their equal access to humanitarian and development assistance.”²¹ Overall, though, neither the NAP nor the progress reports address reasons why women are poorly represented in decision-making bodies. Encouraging women to be actively involved in decision-making and a desire to increase their participation is insufficient for turning opportunities into realities. Furthermore, the references that are made to women and girls within the C-NAP and the subsequent reports tend to essentialize women as exclusively victims of insecurity and violence reinforcing tropes of "women/children as helpless victims" and "men of fragile communities are lesser men than

¹⁹ Government of Canada. (2011-2012). *2011-2012 Progress Report: Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*, 27. Ottawa, Canada.

²⁰ Government of Canada. (2011-2012). *2011-2012 Progress Report: Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*, 27. Ottawa, Canada.

²¹ Government of Canada. (2011-2012). *2011-2012 Progress Report: Canada's Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security*, 5. Ottawa, Canada.

men of stable communities" in both the NAP and the report. Examples of more transformative approaches to gender, masculinity, etc. can be found in many of the Scandinavian/European NAPs in which a more nuanced description and analysis of the multiple roles and identities of men, women, boys and girls are presented. Essentializing women and girls as helpless victims reinforces some of the earlier criticisms highlighted here: the failure to define gender equality; the challenges of addressing the symptoms rather than the root of the problems; and points to weakness of linking challenges of women, peace and security with programs that ensure women's participation in decision-making and post-conflict nation building. The ambiguity surrounding strategies for addressing gender equality in the women, peace and security initiatives can be summarized, then, as loose promises and vague reporting. The weaknesses identified in the Canadian reports on its work in women, peace and security are directly linked to a poorly conceived National Action Plan which lacked: a clear definition of gender equality (or any reference to gender equality), precise indicators for ensuring success and measurable outputs and outcomes, and a solid commitment to promoting gender equality, women, peace and security in the spirit of the United Nations resolutions 1325, 1820 and the several other resolutions that followed.

C-NAP Indicators: Putting Accountability into Practice?

By Beth Woroniuk

One of the major drivers behind the global call for National Action Plans (NAPs) to support the implementation of the United Nations Security Council Resolutions (UNSCR) on women, peace and security was the need for accountability mechanisms. The Resolutions were full of promise and encouraging language. After several years, however, it became clear that implementation was lagging behind. National Action Plans were seen as one mechanism to hold member states or national governments accountable for the implementation of the commitments in the Resolutions.

Good practice in National Action Plans was quickly defined. Ideally a NAP should have, among other things, high-level government commitment, partnerships with key stakeholders, an adequate budget allocation, accountability procedures and civil society engagement.²² Adequate indicators were seen as important in building in accountability:

*The 2010 Report of the Secretary-General on Women, Peace and Security underscores the importance and value of specific, measurable, achievable, relevant and time-bound (SMART) indicators to effectively monitor and evaluate national and regional implementation strategies. A vital feature of a national or regional action plan, therefore, is the inclusion of carefully-formulated, SMART indicators.*²³

This brief note analyzes the indicators in the Canadian National Action Plan (C-NAP). At first glance, the C-NAP appears rich with indicators; there are 24. The annex of both the 2011/12 and 2012/13 progress reports includes pages and pages of information on actions taken and information related to the indicators. However, it is important to ask: how useful are these indicators in practice?

Observations regarding how the C-NAP documents use and report on the current indicators include:

- On one hand, the transparency of providing the specific details of each department's report in the two progress reports to date is appreciated. On the other hand, the lack of consolidation, analysis and organization make it difficult to understand what has actually

²² UN Women. (2012). "Women and Peace and Security: Guidelines for National Implementation." *Sourcebook on Women, Peace and Security*. 20. UN Women. Retrieved from <http://www.unwomen.org/~media/Headquarters/Media/Publications/en/02BPlanonWomenandPeaceandSecurity.pdf>

²³ Hudson, N. F. (2013). "National and Regional Implementation of Security Council Resolutions on Women, Peace and Security: Background Paper for Global Review Meeting." *Global Technical Review Meeting*. UN Women, November.

happened or not happened. The reader is often drowning in details but left with questions regarding the overall impact of the activities listed. As well, at times, the information provided is superfluous to the indicator.²⁴

- Indicator data in the annexes is often presented without an overall context. There are no targets in the NAP, so it is not possible to assess if progress has been faster or slower than anticipated. The 2012/13 progress report makes no references or comparisons to the 2011/12 report; therefore, it is difficult to even assess year-on-year progress.
- The indicators are further complicated by the lack of conceptual clarity and missing elements. For example, there are several indicators designed to track investments or spending on WPS issues (3-1, 12-2, 18-2, 20-1, 21-2). In the reporting on these indicators, there is no explanation given of how the numbers have been calculated. The indicators 12-2, 18-2, 20-1 and 21-2 ask for number of projects and funding disbursed “that integrate” the key themes of prevention, protection, participation, and relief and recovery. This language is vague. Does this mean that there are explicit gender equality results within these projects? What are the criteria to assess whether or not these projects truly support results related to these thematic issues? Also, while CIDA figures for these same indicators give the total for “WPS investments,” the reports do not include how this figure relates to the overall investments in these programs. So it is not clear if these are marginal or significant investments given overall Canadian expenditures.
- Are the C-NAP indicators SMART? The oft-repeated advice is that indicators should be Specific, Measurable, Achievable, Relevant and Time-bound. Many of the C-NAP indicators fail to meet these standards. Some indicators (especially those using the ‘extent to which’ language, such as 2-3 and 3-1) have proved difficult to measure. Furthermore, in several cases there seems to be confusion regarding what exactly the indicator was trying to track (for example indicators 17-3, 18-1, 19-1).
- While structuring the C-NAP (and indicators) along the four themes of the UNSCRs: prevention, participation and representation, protection and relief and recovery may have made sense at the outset, it has created problems for the indicators. There is overlap and duplication. This is especially true for the indicators designed to track expenditures (including 12-2, 18-2, 20-1 and 21-2). The progress reports note that projects often address more than one theme and that the numbers cannot be rolled up.

²⁴ For example, in the 2012/13 report on Indicator 2-3, the Canadian International Development Agency (CIDA) section provides information on its general gender equality training that is offered to all staff, while the indicator is meant to focus on the content of courses specifically for deployed personnel and staff associated with peace operations, fragile states or conflict-affected situations. Another example: Indicator 18-1 asks about the number of departmental international security policy frameworks that integrate the promotion and protection of women’s and girls’ human rights in a manner which incorporates an analysis of the differential impact of conflict on women and girls. Presumably this indicator is meant to track internal frameworks, since it specifies “departmental”. Yet the reporting in the 2012/13 report refers to a position taken by Canada at an international meeting.

- Even though there are 24 indicators in the C-NAP, it is important to note that not all actions have indicators. The annexes in the report attempt to report on these actions, but there is little analysis of progress. Thus it is difficult to put this information in context and understand if activities reported actually contributed to results or how they fit within the overall context of Canadian defense, development and foreign policy.²⁵

It is also important to go beyond the current set of indicators and ask: even if these indicators were clearly reported on, would they provide a clear understanding of progress and results achieved by the Government of Canada on women, peace and security? It is difficult to answer this question, but the preliminary answer is that it is unlikely. Indicators that track and illuminate broader impacts are lacking.

The oft-repeated advice is that indicators should be Specific, Measurable, Achievable, Relevant and Time-bound. Many of the C-NAP indicators fail to meet these standards.

Unfortunately, there is no existing menu of indicators for NAPs in non-conflict affected, donor countries. Many of the current sets of indicators have been developed for UN entities or for countries engaged in conflict/recovering from conflict.²⁶ Many of these indicators are not specifically relevant to the Canadian case as they cover issues like percentage of mediators who are women or percentage of reparations benefits going to women and girls. Thus there is no easy template of indicators that could be readily adopted in the Canadian case. It could be useful for Canada to consult with other ‘northern’ countries and compare what indicators they have found useful in monitoring progress and outcomes, not just completion of activities.

In conclusion, despite the global call for indicators in National Action Plans, to date the indicators in the C-NAP do not function as an effective accountability mechanism. There are questions regarding whether or not these indicators track the most appropriate actions or changes required. There is confusion regarding definitions and how numbers are arrived at. It is also difficult to use the reports on these indicators to understand what progress has actually been achieved.

Additional questions can be asked about whether or not the various government departments involved in the C-NAP actually find the indicators useful or are they just an additional, onerous reporting obligation? Have they used the feedback from the indicators to adjust practice? Given the evidence in the indicators, have they made any changes in policies, programming or investments?

²⁵ In order to assess progress on the actions, perhaps it would have been useful to adopt a “traffic light” rating system. With this type of reporting system each action is given one of three ratings: green if the action has been successfully completed, yellow if there has been some progress and red if there has been little progress.

²⁶ For indicators being used to track implementation of the UNSCRs see: UN Strategic Results Framework on Women, Peace and Security: 2011-2020 T http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf or The Global Network of Women Peacebuilders T <http://www.gnwp.org/>.

It is interesting that the main body of the report includes only minor references to or analysis of the indicators. It does not appear to use the indicators to understand what has and has not happened: there is no roll-up of indicators, no analysis of progress made on specific key indicators, no discussion of what indicators were easy to report on (or which were more difficult to report on) and no quantitative analysis (e.g. x% of indicators show positive progress, while y% show little or no progress).

Annex – Summary of Reporting on C-NAP Indicators

Indicator	1st report (FY 2011/12)	2nd Report (FY 2012/13)
Prevention		
Indicator 1-1: Number and percentage of organizations receiving Government of Canada funding for humanitarian assistance that have organizational codes of conduct relating to sexual exploitation and abuse consistent with the core principles of the Inter-Agency Standing Committee (IASC) Plan of Action on Protection from Sexual Exploitation and Abuse in Humanitarian Crises.	24 partners. Only 7 partners have been assessed. Of these 7, 2 have codes of conduct consistent with IASC guidelines	23 partners. Only 7 assessed. Of these 7, only 2 have Codes of Conduct consistent with IASC guidelines
Indicator 2-1: Percentage of Government of Canada departmental pre-deployment or general training courses, including courses taken while deployed on mission, for peace operations, in fragile states or in conflict-affected situations that examine the differential impact of armed conflict on women and girls and address key issues such as codes of conduct, cultural awareness, HIV/AIDS, trafficking in persons, and Canadian and international law applicable to the protection and promotion of women’s and girls’ human rights.	<u>CIDA</u> : 1 of 22 (5%) <u>DFAIT</u> : % not provided ²⁷ The pre-deployment training provided by DFAIT in FY did not examine the issues listed <u>RCMP</u> : 100%	<u>CIDA</u> : 17% <u>DFAIT</u> : 10% <u>RCMP</u> : 100%
Indicator 2-2: Number and percentage of Government of Canada personnel deployed to peace operations, fragile states or conflict-affected situations who receive pre-deployment training or training while deployed on mission that examines the differential impact of armed conflict on women and girls and addresses key issues such as codes of conduct, cultural awareness, HIV/AIDS, trafficking in persons, and Canadian and international law applicable to the protection and promotion of women’s and girls’ human rights.	<u>CIDA</u> : 2 of 5 (40%) (participants: 2W; non-participants: 2 W, 1M) ²⁸ <u>DFAIT</u> : no % provided <u>RCMP</u> : 100% (193)	<u>CIDA</u> : 45% (9 of 20) <u>DFAIT</u> : 42% (28 of 66) <u>DND</u> : implied 100% ²⁹ <u>RCMP</u> : 100% (all 152)
Indicator 2-3: Extent to which the content of mandatory training courses for deployed	<u>CIDA</u> : report on content of gender training, 1 voluntary 90-minute	<u>CIDA</u> : reports on content of gender training

²⁷ Reporting does list information on DFAIT training on “gender awareness.”

²⁸ Does this mean that only 5 CIDA staff were assigned to conflict affected countries in FY11/12?

²⁹ Deployed personnel received “pre-deployment cultural awareness training that incorporated gender considerations, as well as codes of conduct and training on Canadian and international law and human rights applicable to the protection and promotion of women’s and girls’ human rights.”

Indicator	1 st report (FY 2011/12)	2 nd Report (FY 2012/13)
personnel or for policy and program staff associated with peace operations, fragile states or conflict-affected situations reflect the SCRs on Women, Peace and Security.	session on the WPS UNSCRs was held <u>DFAIT</u> : one-day gender awareness course was mandatory for policy and programming staff, but this was not provided to any personnel selected for deployment to fragile states <u>RCMP</u> : specific training on the WPS UNSCRs provided	<u>DFAIT</u> : all START training reflected Canada's commitment to UNSCRs on WPS <u>DND</u> : training on human rights and law of armed conflict; cultural awareness training; individual pre-deployment training <u>RCMP</u> : provided specific training on the UNSCRs
Indicator 3-1: Extent to which programming delivered under the Military Training and Cooperation Programme (MTCP), Anti-Crime Capacity-Building Program (ACCBP), Counter-Terrorism Capacity-Building Program (CTCBP) and the Global Peace and Security Fund (GPSF) and similar Government of Canada international programs in the justice and security sector operationalizes an analysis of the differential impact of conflict on women and girls.	<u>DFAIT</u> : START/GPSF projects 74 projects (39%): no gender analysis 68 projects (36%): limited integration 37 projects (20%): integrated 10 projects (5%): specific to gender equality (Total 189 projects)	<u>DFAIT</u> : START 46 projects (36%): no gender analysis 52 projects (41%): limited integration 21 projects (16%) integrated 9 projects (7%): specific to gender equality (total 129 projects) <u>DND</u> : Courses incorporated a "gender perspective"
Participation and Representation		
Indicator 10-1: Number of Canadian strategic-level national and international security policy directives or guiding documents that address the participation of women in decision making.	<u>DFAIT</u> Canadian Security Sector Reform guidelines have gender equality as a principle and a reference to the C-NAP	<u>DFAIT</u> new Americas strategy includes indicators on women's rights Security System Reform guidelines include promotion of gender equality as a principle
Indicator 10-2: Number of Canadian strategic-level national and international security policy directives or guiding documents that address the deployment of women to peace operations.	In this first year of C-NAP implementation, no data was available on this indicator.	<u>DND</u> : <i>not explicitly reported</i> "All CAF positions are open to women and men"
Indicator 10-3: Number and percentage of female Canadian Forces personnel, police officers and civilian Government of Canada personnel deployed to peace operations.	<u>DFAIT</u> : 29 Canada-based civilian experts funded, 14 (or 48.3%) were women <u>DND</u> ³⁰ All military personnel: 10.5% Brigadier-General/Commodore: 11% (% that were female) <u>RCMP</u> : 26 of 241 participants were women (10.8%)	<u>DFAIT</u> : during the reporting period START funded 66 Cdn-based civilian experts. Of these 22 (or 33%) were women <u>DND</u> : as of March 2013, 145 of 1142 (10%) of deployed CAF personnel on international operations were women. During the reporting year, 11 of 46 (24%) of civilian employees deployed in support of CAF designated international operations were women <u>RCMP</u> : 18 women and 134 men deployed to peace operations (12% women)
Indicator 10-4: Number and percentage of voluntary selection processes for Government of Canada personnel to deploy on peace operations that offer specific measures which work to	<u>DFAIT</u> : unless a request for Cdn expertise included a specific request for women, candidates were sought on an equal-	<u>DND</u> : <i>none</i> ³¹ <u>RCMP</u> : percentage cannot be determined

³⁰ Reporting includes a full table by rank.

³¹ "The CAF does not differentiate between women and men when selecting personnel for international operations including peace support operations."

Indicator	1 st report (FY 2011/12)	2 nd Report (FY 2012/13)
identify and address barriers to women's participation.	opportunity basis <u>RCMP</u> : took a holistic approach to addressing barriers to the participation of police officers in peace operations	
Indicator 10-5: Number and proportion of women in executive-level roles in Government of Canada departments and agencies involved in peace operations, fragile states and conflict-affected situations.	<u>CIDA</u> : 21 out of 43 (49%) <u>DFAIT</u> : 4 out of 6 (67%) ³² <u>RCMP</u> : 2 (proportion cannot be determined)	<u>CIDA</u> : 38 (48.1%) ³³ <u>DFATD</u> : 3 (60%) <u>DND</u> : 60 (44%) of DND civilian employees; 13% of Senior Officers were women <u>RCMP</u> : 1 in RCMP, 1 in Service de police de la Ville de Montréal. Proportion cannot be determined
Indicator 12-1: Number and percentage of departmental international security policy frameworks that integrate the participation and representation of women and girls.	<u>DFAIT</u> : 6	<u>DFAIT</u> continuously integrates the participation and representation of women and girls in new departmental international security policy frameworks. <i>No examples provided</i>
Indicator 12-2: Number of and funding disbursed for Government of Canada-funded projects in or for peace operations, fragile states and conflict-affected situations that integrate the participation and involvement of women and girls or work with key stakeholders, including men and boys, to promote increased participation and representation of women and girls.	<u>CIDA</u> 23 of CIDA's 91 WPS-related projects supported the participation of women and girls In 2011/12, \$28.37 million of CIDA's WPS-related investments (\$179.29 million) specifically address or integrated gender equality results ³⁴ <u>DFAIT</u> 52% of GPSF projects (98) integrated the participation and involvement of women and girls. Total value was \$36.8 million	<u>CIDA</u> 6 of 55 WPS-related projects focused on participation of women and girls During 2012/13, \$7.86 million of WPS investments (\$16.9 million) either specifically addressed or integrated gender equality results. <u>DFAIT</u> CFLI: 89 projects (\$1.9 million) with ¼ of CFLI projects in fragile states focused on improving women's participation and representation ³⁵ START: 88 projects out of 129 included the meaningful participation of women ³⁶
Indicator 13-1: Number of Canadian interventions in the United Nations Security Council, General Assembly, Special Committee on Peacekeeping or other relevant international fora that explicitly encourage troop- and police-contributing countries to address the participation of women in peace operations and in training for peace operations.	4 (4 th Committee in Nov 11, 3 rd Committee in Oct 11, Security Council in Oct 11 and C34 in Feb 12)	3 (4 th Committee in Oct 12, UN Special Committee on Peacekeeping Operations in Feb 13 and Security Council in Nov 12)

³² Does this include DFAIT personnel posted in conflict-affected countries? It would also be interesting to see a male/female breakdown of the ambassadors serving in these countries.

³³ More detail is included in the report.

³⁴ CIDA's reporting notes that a WPS project may address more than one C-NAP indicator, and that, in some cases, only one component of a project contributes to a WPS objective, so it should not be assumed that 100% of the project disbursement went directly to support women and girls' participation. This qualification is repeated in the 2012/13 progress report and for indicators 18-2, 20-1 and 21-2.

³⁵ The reporting is unclear. Is 89 the total of CFLI projects? What is the total number of CFLI projects in fragile states? What is the total number of CFLI projects that addressed women's participation?

³⁶ Again the reporting is unclear. The report mentions that just under \$43 million was disbursed. Is this the total of START projects? The report also notes "Engagement of women/girls in all phases of peace operations consumed the highest allocation of GPSF programming when compared to other areas of focus." How is this measured? What are the other areas of focus?

Indicator	1 st report (FY 2011/12)	2 nd Report (FY 2012/13)
Protection		
Indicator 16-1: Extent to which Canadian diplomatic offices and deployed Canadian Forces or police personnel include information on observed or credibly reported serious violations of women's and girls' human rights in their periodic reporting to competent mission authorities on peace operations.	<u>DFAIT</u> Reports provided by the Canadian Embassies in Haiti and Afghanistan. <u>RCMP</u> Developed monthly reporting templates which will require each police officer deployed to report on this issue. Expected to roll out in 2012/13	<i>No information/reporting.</i> <i>This indicator does not appear in the report and the next indicator is labelled 16-1</i>
Indicator 16-2: Number of reported cases of sexual exploitation or abuse in peace operations, fragile states and conflict-affected situations, allegedly perpetrated by Canadian military personnel, police or civilian Government officials, and the percentage that are: a) referred to a competent Canadian authority, b) addressed in a timely, appropriate and transparent manner.	<u>DFAIT:</u> 0 <u>RCMP:</u> 0	<u>DND:</u> no report <u>RCMP:</u> RCMP: 0 Police Partner Agency: 2 100% 100% <u>DFAIT:</u> no report
Indicator 17-1: Percentage of relevant region- or mission-specific pre-deployment or field training modules for Government of Canada personnel on protection issues that address in a meaningful way the differential impact of the conflict on women and girls.	<u>DFAIT:</u> none <u>RCMP:</u> all content is in one module, rather than incorporating into other modules	<u>DFAIT:</u> 10% of START training courses (1 out of 10 – course focused on gender-based analysis) <u>DND:</u> all <u>RCMP:</u> all content is in 1 module, not incorporated into other modules
Indicator 17-2: Number and percentage of Government of Canada personnel deployed to peace operations, fragile states or conflict-affected situations who receive region- or mission-specific pre-deployment or field training on protection issues that addresses the differential impact of the conflict on women and girls in a meaningful way.	<u>DFAIT:</u> none <u>RCMP:</u> 158 (81%)	<u>DFAIT:</u> 6.9% (6 out of 66 deployed, but training was received in previous year) <u>DND:</u> all <u>RCMP:</u> 86% (131 out of 152)
Indicator 17-3: Extent to which DND/Canadian Forces strategic direction or equivalent policy guidance for deployed Canadian police address in a meaningful way the importance of protecting women's and girls' human rights on international operational deployments.	<u>RCMP:</u> Made progress on the development of ConOps for its missions. These will include a section on gender and protection of women's and girls' human rights	<i>No reporting provided</i>
Indicator 18-1: Number of departmental international security policy frameworks that integrate the promotion and protection of women's and girls' human rights in a manner which incorporates an analysis of the differential impact of conflict on women and girls.	<u>DFAIT:</u> 1 (new Americas Strategy Implementation Plan for FY 2012-2013 includes objective 2.4.5, Canada will seek to "strengthen justice sector reform...")	<u>DFAIT:</u> not reported on ³⁷
Indicator 18-2: Number of and funding disbursed for Government of Canada-funded projects that integrate the promotion and protection of women's and girls' human rights in a manner which incorporates an analysis of the differential	<u>CIDA</u> 43 of the 91 WPS-related projects focused on this theme \$73.06 million of CIDA's total WPS-related investments (\$179.29	<u>CIDA</u> 11 of the 55 WPS-related projects focused on this theme \$19.57 million of CIDA's WPS-related investments (\$164.9

³⁷ Information provided under this indicator relates to the Canadian position at the Third Meeting of States Parties of the Convention on Cluster Munitions in September 2012 – "Canada advocated for mainstreaming gender and diversity issues into the implementation of the Convention and encouraged States Parties and partners to integrate gender considerations into all of their min action and cluster munitions-related programming." While this is an admirable position, it does not correspond to the indicator which focuses on Canadian security frameworks.

Indicator	1 st report (FY 2011/12)	2 nd Report (FY 2012/13)
impact of conflict on women and girls.	million) either specifically addressed or integrated gender equality results <u>DFAIT</u> 107 GPSF projects (58%) integrated the promotion and protection of women's and girls' rights. Total funding disbursed for these 107 projects was \$42.58 million	million) either specifically addressed or integrated gender equality results <u>DFAIT/START</u> 64 out of 129 projects (50%) addressed this theme
Indicator 19-1: Extent to which Government of Canada departmental guidance documents for specific peace operations explicitly address the protection and promotion of women's and girls' human rights, including measures to prevent sexual violence.	<u>DFAIT</u> : reporting focuses on WPS-related activities carried out by Cdn embassies, not departmental guidance documents <u>RCMP</u> : progress made on new ConOps. These will include a section on gender and the protection of women's and girls' rights	<u>DFAIT</u> : reporting focuses on training modules/curriculum available, not guidance documents
Indicator 20-1: Number of and funding disbursed for Government of Canada-funded projects for or in peace operations, fragile states and conflict-affected situations that integrate support for women's and girls' human rights including protection from violence, sexual violence, sexual exploitation and abuse of women and girls and trafficking in persons.	<u>CIDA</u> 32 of the 91 WPS-related projects focused on this theme \$67.64 million of the CIDA's total WPS-related investments (\$179.29 million) specifically addressed or integrated gender equality results in this area <u>DFAIT</u> 59 GPSF projects (31%) supported these issues with a total value of \$26.6 million	<u>CIDA</u> 23 of 55 WPS-related projects focused on this theme \$87.65 million of the total WPS-related investments (\$164.9 million) specifically addressed or integrated gender equality results in this area <u>DFAIT</u> CFLI: 23 CFLI initiatives (totalling \$496,625) focused on this theme START: 35 out of 129 projects (27%) addressed this theme. Funding disbursed: \$21.2 million ³⁸
Relief and Recovery		
Indicator 21-1: Number and percentage of departmental planning frameworks for fragile states and conflict-affected situations that integrate the needs and capacities of women and girls.	<u>CIDA</u> Countries with approved strategies that consider the needs of women and girls: 8 out of 10 (80%) All 18 institutional strategies to work with key multilateral partners include strategic objectives related to gender equality CIDA has guidelines for development cooperation & program mgt in fragile & conflict affected situations. Both guides reinforce the importance of gender analysis as well as gender-equality specific areas of intervention (developed before the NAP) <u>DFAIT</u> 16 (1 memorandum to cabinet, 2 logic models, 2 thematic papers	<u>CIDA</u> All 18 institutional strategies that guide work with key multilateral partners include strategic objectives related to gender equality & 2 have explicit commitments on integrating the needs & capacities of women and girls in fragile states and conflict-affected situations <i>Non-aggregated information is presented on country programs.</i> <u>DFAIT</u> No new START planning frameworks developed in this FY

³⁸ Again, this reporting is not clear. The report notes that "This is the Stabilization and Reconstruction Programs' lowest scoring indicator for the 2012/13 fiscal year for the second consecutive year."

Indicator	1 st report (FY 2011/12)	2 nd Report (FY 2012/13)
	and all 11 of the START multi-year frameworks) ³⁹	
Indicator 21-2: Number of and funding disbursed for Government of Canada-funded projects in or for peace operations, fragile states and conflict situations that integrate the needs and capacities of women and girls in relief and recovery efforts.	<u>CIDA</u> 38 of the 91 WPS projects focused on this theme. \$95.12 million of the total WPS investment (\$179.29 million) specifically addressed or integrated gender equality results in this area. <u>DFAIT</u> 61 GPSF projects (32% of all projects) integrated the needs and capacities of women and girls in relief and recovery efforts. Total funds disbursed for these projects is \$21.63 million	<u>CIDA</u> 37 of the 55 WPS-focused projects focused on integrating needs and capacities of women and girls in relief and recovery efforts \$86 million of the WPS-related investments (\$164.9 million) addressed this theme <u>DFAIT</u> 69 out of 129 projects (53%) gave women management, control and/or access to resources and benefits. ⁴⁰ Funds disbursed: \$40.6 million

Note: Text in italics does not appear in the C-NAP report.

³⁹ Information also provided on the 4 priorities for Canada’s engagement in Afghanistan announced in Nov 2010. “The promotion of women’s human rights is highlighted as a mainstreamed, cross-cutting theme of the security, rule of law and human rights priority...”

⁴⁰ It is not clear if this refers to projects focused on relief and recovery or the whole START portfolio.

Funding for Women’s Organizations: A Vital Piece of the Women, Peace and Security Agenda

By The MATCH International Women's Fund

Increasing the active and meaningful participation of women, including indigenous and local women, in peace operations and peace processes is a key objective of Canada’s National Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security. This includes emphasizing the role of women in the management of conflict situations, and in decision making within the peace and security agenda. These priorities are illustrated in the recent Government of Canada NAP progress report which states that “The empowerment of women, in decision-making processes, including for conflict resolution, is central to Canada’s foreign policy.” Below are a number of considerations from the perspective of The MATCH International Women’s Fund specifically in relation to the role of women’s organizations in conflict, post conflict and transitional contexts.

The Role of Women’s Organizations

Grassroots women’s organizations have demonstrated their strong connection to communities and capacity to be powerful agents of change. They are operating in a daily reality of violence and insecurity in conflict, post-conflict and transition, and their perspectives, interests and priorities should be decisive in the implementation of actions to promote peace and security.

It is noted that over the reporting periods the Government of Canada has supported a number of women’s organizations and networks in different countries including Afghanistan, Colombia, Burma, Libya and Jordan, as well as the broader Great Lakes Region. The Government of Canada also states to have actively advocated for all Security Council missions and field visits to meet with women’s organizations on the ground. The Government of Canada is encouraged to continue these efforts as well as strengthen ties with organizations led by women, and whose primary objective is to advance women’s rights and gender equality.

The Government of Canada is urged to explicitly recognize women’s organizations as crucial partners in advancing the rights of women and girls in conflict and post conflict situations ...

Funding for Women's Organizations

The Government of Canada is urged to explicitly recognize women's organizations as crucial partners in advancing the rights of women and girls in conflict and post conflict situations, and to clearly identify the direct funding to these very organizations in future progress reports. It is unclear from the different projects listed within the released NAP progress reports, how many initiatives supported by the Government of Canada directly funded women's organizations, or what overall amount or proportion of investments in different portfolios were allocated specifically to women's organizations.

Underfunding of women's organizations in conflict settings continues to be the single most significant barrier to the meaningful participation of these organizations in peace processes.

Underfunding of women's organizations in conflict settings continues to be the single most significant barrier to the meaningful participation of these organizations in peace processes. It is imperative that the Government of Canada develop a consistent strategy to recognize and adequately support women's organizations, networks and movements as key stakeholders in the peace and security agenda. Such strategy needs dedicated and sustained investments to ensure increased resources for women's organizations to carry out their important work, in conflict, post-conflict and transitional stages.

More broadly, recent 2010 data indicates that the median annual income of over 740 women's organizations around the world was USD 20,000, with 48% having received core funding and 52% never having received multi-year funding.⁴¹ That same year, of the \$1,080,000 that Canada spent on projects where gender equality was a specific or fully integrated objective only \$5 million went directly to women's organizations and institutions, or approximately 0.5%.⁴²

The upcoming mid-term review in 2014 provides an excellent opportunity to ensure that funding to women's organizations is included as an explicit priority action and that specific indicators are developed to track Government of Canada commitments.

⁴¹ Arutyunova, A. & Clark, C. (2013). *Watering the Leaves, Starving the Roots. The Status of Financing for Women's Rights Organizing and Gender Equality*. Toronto, Canada: Association for Women's Rights in Development.

⁴² OECD DAC. (2013). *Aid in Support of Gender Equality and Women's Empowerment - Donor Charts*. Retrieved from <http://www.oecd.org/dac/stats/Aid%20in%20support%20ENG%20for%20web%20March%202013.pdf>

The Action-Lacking Plan

By Megan Nobert

If the current Canadian Government does in fact intend for the NAP Progress Reports to be “ambitious, going beyond our established practices and requiring the government to do more,” this must include proper reporting services. As it stands, what the Canadian Government released in February and March 2014 was not only not published within a reasonable amount of time, but it failed, as a whole, to convey adequate and transparent information to the public.

To put it quite bluntly, the first NAP Progress Report (NAP Progress Report 2011-2012), published January 2014, covering 2011-2012, was woefully inadequate considering how long it took the Canadian Government to produce the report. No statistics were provided in the actual report, no concrete facts were used, only vague declarations of actions taken, priorities chosen and unspecified amounts of money spent, with narratives and numbers hidden in the Annex. General and vague information does not inform the public how its government is serving it; it does not help the public to form an opinion or educate them on the work the government is doing on their behalf.

The second NAP Progress Report (NAP Progress Report 2012-2013), published March 2014, covering 2012-2013, is an improvement. The beginning of the NAP Progress Report 2012-2013 covers a breadth of topics, and includes feel-good stories on how the Canadian Government is working

**The Canadian Government
... should start with
reporting that is timely
and transparent, clear and
precise ...**

tirelessly to improve the lives of women and girls throughout the world. The snapshots from peacekeepers in the field are engaging, and the brief descriptions of various programs conducted throughout the world to improve the lot of women are catchy and exciting. A few statistics are provided here and there, but the bulk of the information is unfortunately contained in the Annex. Some of that information is good and does show the Canadian Government is at least making a good faith effort to improve women’s rights. Other pieces of information, such as the fact that the Canadian Government has not reported on the Crimes Against Humanity and War Crimes Program since 2011 and only 42% of START deployments of civilians to fragile and conflict-affected situations received training on the different impact of armed conflict on women and girl, clearly indicate that there is significant room for improvement in the Canadian Government’s operations, something that cannot be seen from the rosy report earlier on the web page.

While the NAP Progress Report 2012-2013 may be an attempt on the part of the Canadian Government to provide clear and accurate information to the public, not to mention a considerable improvement on the NAP Progress Report 2011-2012, it is still not quite adequate.

For the NAP Progress Report 2013-2014, the Canadian Government should make all efforts to clearly provide the information in the body of the report, not hide it in an Annex. Providing the bulk of information in an Annex and behind a glossy cover does not constitute proper reporting services, but, instead, can be seen as additional evidence of the continuing lack of transparency preferred by the current administration. If the Canadian Government in fact does want to do more and go beyond its established practices, it should start with reporting that is timely and transparent, clear and precise, reporting that acknowledges there is work to be done and provides a plan for how changes will be made in the future. Now that would be ambitious.

Recommendations for the 2011-2012 Progress Report

By Sophia Papastavrou

The 2011-2012 Progress Report provides a general outline of the activities based upon the four themes of prevention, participation, protection, relief and recovery. While this report states that it was created with the “use of reporting templates, indicator sheets, departmental implementation plans, and other guidance documents prepared on the basis of the Action Plan to report about the government’s ongoing activities in 2011-2012” it fails to provide in detail what those reporting templates or indicators are or how the activities were implemented in the field. This leaves large gaps within the methodology specifically at the design, monitoring, and evaluation phase. For instance, what are the indicators for the programme or project? What are the deliverables or impact within the country in which the programme or project took place? Are the same indicators being used through a multi-country measurement? And finally, what considerations have been made with respect to the diverse culture, religions and ethnicities in the areas of activities within the sensitive nature of conflict prone areas? I encourage a section of the report to be devoted to outlining in detail the kind of assessments being used to design projects/programmes, methodology, and how the implementation phase is being monitored.

The design of programmes and projects must go beyond gender mainstreaming and look into the complex and often messy ways women experience conflict and peace processes.

While it is important to acknowledge the success of projects and programmes in order to uphold the promise of Canada’s responsibility to UNSCR 1325 and women, peace, and security, the challenges and limitations to “gender mainstreaming” has not been addressed fully. An in-depth analysis is necessary to put forth that issues such as the eradication of violence against women and girls involves broad-based forms of violence which require specific strategies such as how

various population sub-groups (e.g. adolescents, indigenous, disabled, rural, HIV-positive, displaced, etc) might experience or be affected by violence differently. The design of programmes and projects must go beyond gender mainstreaming and look into the complex and often messy ways women experience conflict and peace processes. Interventions should be based on a clear understanding (via research and data collection) in the specific context in which gender takes place for effective programme design and delivery but also to consider a no harm policy to the women and men, girls and boys whose lives are being affected. It is necessary to be mindful to outline the kinds of needs assessments undertaken for these reports specifically in the context of GBV. Special consideration must be given to how information is

being collected and that appropriate measures are outlined clearly in this report to properly address the sensitivities of this issue.

Consequently, the NAP fails to address the kind of sources of information used for the data of this report which lends the generalized feel that has been mentioned above. The variables, indicators, and outcomes and baseline measurement of how this report was created remain unclear. The activities are abstract with little to no information on the design of the interventions in each of the countries mentioned in the report.

WPSN-C Testimony to the Standing Senate Committee on Human Rights

Presented by Jessica Tomlin on March 24, 2014
on behalf of the Women, Peace and Security Network – Canada

Introduction

Thank you very much, Madam Chair, and good evening to all. I would like to thank the committee for the opportunity to appear before you today. My name is Jess Tomlin and I am the Executive Director of The MATCH International Women's Fund, which is a proud member also of the Women, Peace and Security Network of Canada.

The network itself is entirely volunteer-based and is made up of Canadian organizations and individuals from around the country who do two things, primarily. The first is promoting and monitoring the efforts of the Government of Canada to implement and support the United Nations Security Council on women, peace and security issues, and the second is in providing a forum for exchange and action amongst Canadian civil society specifically on issues in relation to women, peace and security.

Many of us within the group represent organizations or work individually in regions of conflict such as the Congo, Colombia, the Middle East, and work directly with partners who are struggling to build peace first-hand and promote the rights of women in these processes. The groups that I'm representing here today continue to look to Canada for leadership on these issues.

I can take a moment to tell you about The MATCH International Women's Fund. MATCH International is an organization that has been a feminist development organization for the last 40 years, but has recently become a grant-making agency that works to support women's rights organizations in the global south. We make an intentional grant-making effort to support women particularly in situations of conflict, and like Nobel Women's Initiative have a great deal of interest and presence in places where women are most disproportionately affected by rape and violent conflict. Specifically, we work on forced disappearance of women brought on by the conflict in Colombia. We work to support women's rights organizations in the Congo, specifically mobilizing young women within the national women's rights movement to harnessing technology and social media to talk about rape and violent conflict. We are working in Uganda incorporating women's meaningful participation in the peace negotiations within the Great Lakes conflict conversation.

Women, Peace and Security

When we speak about the issue of women, peace and security, we are referring, as the Women, Peace and Security Network, to the broad suite of issues addressed by the UN Security Council on this theme. Since 2000, seven resolutions have been adopted that call on women's equal and full participation as active agents in the prevention and resolution of conflict, peacekeeping, peace-building and post-reconstruction.

If I can take a few moments of your time to reflect on the C-NAP, while the days are early and the C-NAP has just recently been circulated, we do have some preliminary comments.

As you know, the Government of Canada released its national action plan on women, peace and security in October 2010. After the long delay we were pleased to see that the government released its second annual report earlier this month, as earlier mentioned.

It is not clear how having a national action plan is contributing to increased resources going to these important issues or if Canada is achieving improved results in this area.

While our analysis of these reports is still ongoing, the reports are long and full of detail, and it can be difficult for us to pull out overall themes or identify gaps. I will, though, try to make some preliminary observations on behalf of the network.

First, we would like to applaud the government and Minister Baird for the statements in support of ending violence against women in conflict. We appreciate seeing the listing of departmental initiatives, funded projects and activities, and we note that Canada has funded some important work on women, peace and security around the world, including support for the crucial work of the Women's League of Burma and a national conference on 1325 in South Sudan.

Second, we are pleased to see that the second report notes – and I emphasize – “the empowerment of women in decision-making processes, including for conflict resolution, is central to Canada's foreign policy”. This is a strong statement, and we hope to see this centrally reflected in future initiatives.

Third, despite all the information in the report, it is unfortunately difficult to actually get a sense of the overall priority these issues have in Canadian policy-making and programming. Information is presented anecdotally, often without an overall context on how these specific initiatives inform broader diplomatic, defence or development initiatives. Given that the NAP did not have targets, it is also difficult to know if progress was made more or less than

anticipated or planned. Finally, most of the report focuses on activities carried out, rather than analysis of changes or results to be achieved.

Fourth, given how the information is presented in the reports, it is difficult to track the financial investments in women, peace and security initiatives and how these investments compare to the total of overall investments. We do note, however, and this I think is an important point, that according to the reporting under indicator 3.1, the projects reported on by the stabilization and reconstruction program, only 7 percent or 9 projects specifically targeted gender equality issues. Furthermore, and disappointingly, close to four out of five projects in this same group had no or only limited gender analysis.

Finally, to this point, and in looking at the two reports, it would have been interesting to see a discussion, rather an honest reflection of what did not go as planned and where the government thinks it could be doing better. Furthermore, it is not clear how having a national action plan is contributing to increased resources going to these important issues or if Canada is achieving improved results in this area. It is a telling story indeed that builds on our effectiveness in promoting both the role and the rights of women in situations of conflict. Are we telling the right story? Are we reflecting effectively the progress that we have made or are we simply just reporting back on simple information and anecdotally? Ultimately, I think we all want this information to be useful.

Recommendations

It is useful to be here today to engage in this discussion, and if you will allow me, I will now take a moment to present some of the recommendations as a part of my testimony based on the C-NAP.

My first overarching recommendation is in relation to leadership. In general, across the board we urge the Government of Canada to meaningfully embrace the role of leadership, which means a long-term commitment and resources to women, peace and security issues. This specifically includes supporting survivors and ending sexual violence in conflict.

Being a leader involves significant resource investments. Minister Leitch recently noted at the Commission on the Status of Women that Canada had contributed \$2.85 billion to the Muskoka Initiative on maternal and child health. A commitment of comparable size to ending violence against women at home and abroad would truly enable Canada to claim the title of leader in the women, peace and security sector and the violence against women sector more broadly. Being a leader involves ensuring that there is a robust policy framework guiding our international relations that truly does have the rights of women and girls as one of its guiding principles. Will the newly merged Department of Foreign Affairs, Trade and Development adopt a strong gender equality policy that mandates consistent gender analysis of all initiatives and

gives priority to explicit gender equality results across all areas -- trade, development and defence -- in all areas of the department's work, including peace and security?

In conclusion, if I can just take a quick moment to build on a couple of additional recommendations, I cannot underscore for a moment the importance of grassroots women's rights organizations and human rights defenders and the role that they play in situations of conflict. These organizations are the kinds of organizations that my organization supports. We know that the average annual budget of these organizations is under \$20,000 a year. We know that one in five do not know where their rent is coming from next month. We know they are volunteer driven, we know they have no reserves and yet they are the ones who continue to persevere in the most troubling and complex circumstances.

We would like to see a real and legitimate commitment to supporting the grassroots movements of women's rights organizations who are holding ground and breaking ground in Syria, in the Congo and all over the world. We have recommendations for you, if you need them.

We urge the Government of Canada to meaningfully embrace the role of leadership, which means a long term commitment and resources to women, peace and security issues.

The second thing I would like to highlight is that the future NAP reporting will facilitate an understanding of how the government has actually contributed to changes and how women, peace and security objectives inform and influence broader policy and programming directions; and that the government consult with and involve Canadian civil society – I think that's something you've heard from all three of us here today – which includes women's organizations, development NGOs and peace organizations in future stages of the NAP. We want to work with you.

Finally, we strongly believe that Canadian progress on women, peace and security issues will only be possible in the context of a Canadian foreign policy that includes broad support for gender equality and women's empowerment. The newly merged Department of Foreign Affairs, Trade and Development offers an excellent opportunity to ensure that women's rights are supported across the entire department. However, in order to take advantage of this opportunity the department will have to invest resources, strengthen policy commitments and put the rights of women and girls at the centre rather than at the margins of policy and action.

In conclusion, we would like to thank the senators for the opportunity to appear here today and welcome the opportunity to engage and further discuss these issues with you both today and in the future.

Contributors

The MATCH International Women's Fund is the only fund of its kind in Canada. It supports projects that dismantle barriers, challenge perceptions and change the world for women. It helps women hold the ground they've gained while they look for ways to break new ground for women's rights.

Amber Minnings recently graduated from the University of Ottawa with a Master's degree in Globalization and International Development specializing in Women's Studies. Her research examined masculinities and men's efforts to end violence against women in Zimbabwe.

Megan Nobert is an academic and independent consultant on international criminal law, human rights and gender equality.

Sophia Papastavrou is a PhD Candidate in the Department of Humanities, Social Sciences, and Social Justice Education at the Ontario Institute for Studies in Education of the University of Toronto. Her dissertation is on women's peace activism in Cyprus. She is also a Gender-Based Violence Consultant with World Vision International MEER (the Middle East and Eastern Europe).

Jo-Ann Rodrigues works as an independent consultant on Gender Equality and Conflict Resolution. She is based in Toronto.

Liam Swiss is an assistant professor in the Department of Sociology at Memorial University in St. John's. His research examines foreign aid, gender, and development.

Rebecca Tiessen is Associate Professor in the School of International Development and Global Studies, University of Ottawa. Her research includes a focus on gender equality and security: donor commitments and development outcomes in Africa.

Jessica Tomlin is the Executive Director of The MATCH International Women's Fund. She is based in Ottawa.

Sarah Tuckey is a PhD candidate in Public Administration, School of Political Studies at the University of Ottawa. Her dissertation research focusses on gender equality in Canada's Whole of Government strategies in Afghanistan.

Beth Woroniuk works as an independent on consultant on gender equality and women's rights. She is based in Ottawa.