Security Council Resolution 1325:
Civil Society Monitoring Report 2014

WOMEN COUNT

A project of the Global Network of Women Peacebuilders

Afghanistan, Azerbaijan, Burundi, Canada, Colombia, Democratic Republic of Congo, Fiji, India, Kenya, Libya, Iraq, Nepal, Netherlands, Nagorno-Karabakh, Philippines, Serbia, Sierra Leone, South Sudan, Sri Lanka, Sweden, and Uganda
Authors: Kristine St-Pierre, Tori Roberts, Beth Woroniuk, Jo-Ann Rodrigues, Megan Nobert, Elizabeth Mengesha.


Acknowledgements:

This report would not have been possible without the support and dedication of volunteer members of the Women, Peace & Security Network - Canada (WPSN-C).
**List of acronyms**

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AANDC</td>
<td>Department of Aboriginal Affairs and Northern Development Canada</td>
</tr>
<tr>
<td>ACPD</td>
<td>Action Canada on Population and Development</td>
</tr>
<tr>
<td>AJIC</td>
<td>Aboriginal Justice Implementation Commission</td>
</tr>
<tr>
<td>Bi-SC</td>
<td>Bi-Strategic Command</td>
</tr>
<tr>
<td>C-NAP</td>
<td>Canadian National Action Plan on Women, Peace and Security</td>
</tr>
<tr>
<td>CAD</td>
<td>Canadian dollars - all amounts in this report for Canada are in $CAD, unless otherwise noted</td>
</tr>
<tr>
<td>CAF</td>
<td>Canadian Armed Forces</td>
</tr>
<tr>
<td>CAHWCA</td>
<td>The Crimes Against Humanity and War Crimes Act</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination Against Women</td>
</tr>
<tr>
<td>CHRA</td>
<td>Canadian Human Rights Act</td>
</tr>
<tr>
<td>CIC</td>
<td>Citizenship and Immigration Canada</td>
</tr>
<tr>
<td>DFATD</td>
<td>Department of Foreign Affairs, Trade and Development (as of March 21, 2013)</td>
</tr>
<tr>
<td>DND</td>
<td>Department of National Defense</td>
</tr>
<tr>
<td>GBA</td>
<td>Gender-Based Analysis</td>
</tr>
<tr>
<td>GNWP</td>
<td>Global Network of Women Peacebuilders</td>
</tr>
<tr>
<td>ICAN</td>
<td>International Civil Society Action Network</td>
</tr>
<tr>
<td>IDRC</td>
<td>International Development Research Centre</td>
</tr>
<tr>
<td>MDGs</td>
<td>UN Millennium Development Goals</td>
</tr>
<tr>
<td>NWAC</td>
<td>Native Women's Association of Canada</td>
</tr>
<tr>
<td>RCMP</td>
<td>Royal Canadian Mounted Police</td>
</tr>
<tr>
<td>SGBV</td>
<td>Sexual and Gender-based Violence</td>
</tr>
<tr>
<td>SIS</td>
<td>Sisters in Spirit Campaign</td>
</tr>
<tr>
<td>TRCC</td>
<td>Truth and Reconciliation Commission of Canada</td>
</tr>
<tr>
<td>VAWG</td>
<td>Violence against Women and Girls</td>
</tr>
<tr>
<td>VOW</td>
<td>Canadian Voice of Women for Peace</td>
</tr>
<tr>
<td>WPSN-C</td>
<td>Women, Peace &amp; Security Network-Canada</td>
</tr>
</tbody>
</table>
I. Women, peace and security profile

Nature of the conflict

Canada does not have a recent history of internal armed conflict. The country’s contribution to matters of peace and security follow a whole-of-government approach – defense, security, development and diplomacy – coordinated by the Department of Foreign Affairs, International Trade and Development (DFATD).

In March 2014, Canada formally ended its 12-year mission in Afghanistan. While the combat portion of the mission under the umbrella of NATO’s International Security Assistance Force (ISAF) had ended in 2011, Canada remained involved in the training of Afghan security forces. In mid-2014, the Canadian Forces offered military support to NATO as part of allied reassurance measures in light of the crisis between Russia and Ukraine, including airlift support and Air Force Firefighters.

The United Nations approved one new peacekeeping mission since last year’s report – the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). However, despite repeated questions by members of parliament as to whether and how Canada would contribute to the new mission, the Government’s response remains unclear. Below is a statement by David Anderson, Parliamentary Secretary to the Minister of Foreign Affairs made on June 16, 2014 in Parliament.

“As we have already stated publicly, Canada will not be sending companies or infantry troops of the Canadian Armed Forces. However, there are other ways in which we can and will support the UN mission and the overall objective of ending the conflict in the Central African Republic.”

It remains to be seen in what other ways the Government will involve itself.

It should be noted that the Women Peace and Security Network - Canada (WPSN-C) looks at data for 2013. Where available, data for 2014 was also included, but until August only.

Impact of conflict on women

The impact of conflict on women in Canada is arguably limited, as Canada does not have a recent history of internal armed conflict. However, there is growing evidence of the impact of conflict on new immigrant and refugee women.

In a 2012 report commissioned by the UNHCR, Valerie Oosterveld said a number of countries, including Canada, have adopted guidelines on female-asylum seekers, “in recognition of the fact that women refugees often experience persecution differently from refugee men.” However, in recent years, changes in refugee and immigration policies have made it difficult for women and girls seeking refuge in Canada. According to the Canadian Council for Refugees, issues of concern include:

- Cuts to refugee health coverage, which have left many refugees and refugee claimants without coverage for essential healthcare services. Pregnant women in particular are at risk of giving birth without access to medical care.
- Conditional permanent residence, which requires sponsored spouses to remain with their sponsor for a period of two years, and thus exposes women to increased power imbalance in the relationship and heightened risk of domestic violence.
- Women, including those who have suffered gender violence, are no longer accepted on humanitarian grounds after being refused in the refugee claim process.
- Women and girls are particularly vulnerable to trafficking in persons.

Additionally, Canada is home to a large population of refugees and immigrants from countries in Africa, Asia, and the Middle East, where female genital mutilation/cutting (FGM/C) remains a common practice. While some women are seeking asylum in Canada as a result of the threat of the practice, there is also a growing concern that the practice may be transcending state borders. Due in part to the privacy and sensitivity surrounding FGM/C, statistics regarding its prevalence in Canada are unavailable. However, conversations with refugees and immigrants have provided sufficient evidence for legal officials to conclude that instances of FGM/C do occur in Canada and that some families send their daughters out of Canada to have the procedure performed. Immigrant and refugee service-providers and advocacy groups have been instrumental in moving the Canadian government to acknowledge FGM/C as a health and human rights concern for female newcomers to Canada.

In response to calls from civil society organizations and the Canadian Centre for Victims of Torture, the Ontario government established a FGM Prevention Task Force as an inter-ministerial initiative responsible for developing policies and programs to prevent FGM/C, to support community efforts to end the practice and to assist women who have been affected by it.

Further, the College of Physicians and Surgeons of Ontario and

5 According to a statement by Canadian Senator Mobina Jaffer, “A Canadian Advisory Council on the Status of Women claims that between 1986 and 1991, approximately 40,000 women who had arrived in Canada had been subjected to some form of female genital cutting.” Accessed August 7, 2014, http://mobinajaffer.ca/afica/female-genital-mutilation/female-genital-mutilation-in-a-canadian-context/. This figure does not include the thousands of women who arrived in the last two decades, nor those who underwent the procedure while already in Canada. It is unclear why the degree of prevalence of FGM in Canada is still unknown, but common arguments include a lack of awareness on the part of health practitioners as well as a lack of education among new immigrant communities of the health effects of FGM and its legal status in Canada (a criminal offence that is punishable by law).
6 The FGM Prevention Task Force was established in the early 1990s, however, the authors were unfortunately not able to find recent information regarding the work of the task force. More research will be required in this regard.
Child and Family Services Act impart medical practitioners and social service providers with the duty to report if they suspect a child is at risk of, or has undergone, FGM/C, or if a healthcare provider is believed to be offering to perform the operation.\(^7\) Despite these measures, specific information about health and social services available to address FGM/C and other related gender-violence remains scarce.

### A. Relevant legal and policy framework

Canada has ratified a number of international instruments relating to Gender Equality, including the Convention on the Elimination of All Forms of Discrimination Against Women, ratified on December 10, 1981.\(^8\) In 1995, it supported the Beijing Declaration and Platform for Action.\(^9\) At the regional level, as a member of the North American Alliance Treaty Organization, Canada is bound to the NATO Bi-Strategic Command Directive 40-1 and the Action Plan on mainstreaming UNSCR 1325 into NATO-led operations and missions aimed at integrating UNSCR 1325 and a gender perspective into the command structure.\(^10\)

Canada’s National Action Plan (C-NAP), unveiled in 2010, is the only national instrument for the monitoring and implementation of UN Security Council resolutions on WPS.\(^11\) Despite a commitment in the C-NAP to publish annual reports, the first progress report covering the 2011-2012 fiscal year was released in January 2014, more than a year behind schedule. An access to information request revealed that the report had been waiting for ministerial approval since January 2013. However, no reasons were given for the delay.\(^12\)

The second report, covering fiscal year 2012-2013, was released in March 2014. While both reports were tabled in Parliament, neither was accompanied by a press release or announcement.\(^7\)

WPNS-Canada published a report in May 2014, providing a first analysis of Canada’s two progress reports. Despite improvements from the first to the second report, important gaps were identified:\(^13\)

- The reports lack consolidation, analysis and organization, making it difficult to understand what actually happened or not happened;
- There is no overall analysis of the impact of the activities listed;
- Indicator data in the annexes is often presented without an overall context;
- There are no targets in the NAP, making it impossible to assess if progress has been faster or slower than anticipated; and
- The 2012-13 progress report makes no references or comparisons to the 2011-12 report; therefore, it is difficult to assess year-to-year progress.

In addition, there have been no indications to date – despite numerous calls by civil society and a petition\(^14\) – that Canada would reverse its current position of refusing to fund the full range of reproductive health services to survivors of violence, as called for in United Nations Security Council Resolution 2122.\(^15\)

### II. Data presentation and analysis

#### A. Participation

**Indicator 1 – Index of women’s participation in governance**

Table 1.1: Index of women’s participation in governance as of May 30, 2014

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Data as of May 30, 2014</th>
<th>Data as of March 2013(^*)#</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Federal Government (Total)</strong>(^*)</td>
<td>Number of Women</td>
<td>Number of Men</td>
</tr>
<tr>
<td><strong>Executive</strong></td>
<td>126</td>
<td>312</td>
</tr>
<tr>
<td><strong>Cabinet</strong></td>
<td>27</td>
<td>30.8%</td>
</tr>
<tr>
<td><strong>Legislature</strong></td>
<td>26.3%</td>
<td></td>
</tr>
</tbody>
</table>


\(^12\) It remains unclear why the reports were behind schedule. In an article published in the Ottawa Citizen in November 2013, Kristine St-Pierre revealed through an access to information request that the first progress report had been waiting for the Minister’s approval since January 2013. However, no further information as to why such a delay occurred could be found. Kristine St-Pierre, “A Shaky Commitment to Women,” Ottawa Citizen, November 10, 2014, accessed August 7, 2014, http://www2.canada.com/ottawacitizen/news/archives/story.html?id=40068b74-6639-4259-bf5d1d903a4c0.


### Table 1.2: Women’s participation in governance from 2011–2014

<table>
<thead>
<tr>
<th>Province/Territory</th>
<th>Legislator</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Alberta</strong></td>
<td>23</td>
<td>26.4%</td>
<td>26.4%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>British Columbia</strong></td>
<td>30</td>
<td>35.3%</td>
<td>31.8%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>New Brunswick</strong></td>
<td>9</td>
<td>16.4%</td>
<td>12.7%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Nova Scotia</strong></td>
<td>12</td>
<td>23.5%</td>
<td>23.1%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Ontario</strong></td>
<td>30</td>
<td>28.3%</td>
<td>29%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Prince Edward Island</strong></td>
<td>6</td>
<td>22.2%</td>
<td>22.2%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Quebec</strong></td>
<td>32</td>
<td>25.6%</td>
<td>32.8%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Saskatchewan</strong></td>
<td>10</td>
<td>17.2%</td>
<td>19%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>North West Territories</strong></td>
<td>2</td>
<td>10.5%</td>
<td>10.5%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Nunavut</strong></td>
<td>3</td>
<td>13.6%</td>
<td>13.6%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Yukon</strong></td>
<td>8</td>
<td>42.1%</td>
<td>24%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| **Total**          | 369        | 26.3%| 25.2%|      |      |

Source: Inter-Parliamentary Union, “Women in national parliaments,” (December 2011), (December 2012)

While the representation of women in governance in Canada has seen steady growth in the 1980s and 90s, progress has been slower in the last decade. It is widely accepted that 30 percent is the minimal percentage of women required for a government to reflect women’s concerns.

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**Notes:**
- **Inter-Parliamentary Union, “Women in national parliaments,” (December 2011), (December 2012)**
As of May 2014, women make up 28.8 percent of the National Government and 25.2 percent of the Provincial Governments. These are up slightly from the 2013 data, which put the percentage of women in governance at 27.8 percent at the federal level and 24.1 percent at the provincial level. Overall, women’s participation in governance increased from 25.2 percent in 2013 to 27 percent in 2014.

As of July 2013, 30 countries had surpassed the 30 percent threshold of women in government. According to the 2013 Women in Parliament report, "the increased representation of women is not the result of incremental progress, but a radical re-conceptualization of the electoral and parliamentary processes in a way that recognizes the importance of equity between men and women." While the Government of Canada recognizes the importance of equity between men and women, no such efforts have been put in place to date.

The report identifies a number of factors that make it less likely and more difficult for women to run and get elected, including the fact that women continue to be under-represented in law, academia and business — areas that lend themselves to a career in politics. The continued discriminatory attitudes and practices within political institutions, as well as the combative and adversarial nature of the work, are other discouraging factors. To address this, a number of organizations have developed mentoring and training programs to support women interested in running for office.19

In a 2004 report on electoral reform in Canada, the Law Commission of Canada “identified the importance of looking at both the electoral system and other measures to improve the representation of women.” While programs for women are needed and welcomed, it will take more than that to ensure a sustained representation of women in government, including a re-examination of Canada’s electoral system as well as changes to Parliament, to make it a more welcoming environment for women.21

RATING: No change

Indicator 2 – Percentage of women in peace negotiating teams and detailed breakdown of gender issues addressed in peace agreements

To the best of the authors’ knowledge, Government of Canada officials are not involved in any peace negotiating teams at this time.

However, it should be noted that Canada played an active role in bringing forward the first stand-alone resolution on child, early, and forced marriage at the Human Rights Council, and co-led with Zambia the first resolution on this issue at the United Nations General Assembly in the fall of 2013, both of which were adopted by consensus.22

RATING: No change

Indicator 3 – Index of women's participation in the justice, security sector, and peacekeeping missions

3.1 Index of women participating in the justice sector in 2014

Table 3.1: Women’s Participation in the Justice Center

<table>
<thead>
<tr>
<th>Index of women participating in the justice sector as of July 1, 2014</th>
<th>Number of women</th>
<th>Number of men</th>
<th>Percentage of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supreme Court</td>
<td>3</td>
<td>6</td>
<td>33.3%</td>
</tr>
<tr>
<td>Federal Court of Appeal</td>
<td>4</td>
<td>8</td>
<td>33.3%</td>
</tr>
<tr>
<td>Federal Court</td>
<td>12</td>
<td>27</td>
<td>30.8%</td>
</tr>
<tr>
<td>Tax Court of Canada</td>
<td>6</td>
<td>17</td>
<td>26.1%</td>
</tr>
<tr>
<td>Alberta</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Court of Appeal</td>
<td>8</td>
<td>11</td>
<td>42.1%</td>
</tr>
<tr>
<td>Queen’s Bench</td>
<td>35</td>
<td>46</td>
<td>43.2%</td>
</tr>
<tr>
<td>British Columbia</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Court of Appeal</td>
<td>10</td>
<td>11</td>
<td>47.6%</td>
</tr>
<tr>
<td>Supreme Court</td>
<td>38</td>
<td>72</td>
<td>34.5%</td>
</tr>
<tr>
<td>Manitoba</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Court of Appeal</td>
<td>4</td>
<td>6</td>
<td>40.0%</td>
</tr>
<tr>
<td>Queen’s Bench Trial</td>
<td>8</td>
<td>20</td>
<td>28.6%</td>
</tr>
<tr>
<td>Queen’s Bench Family</td>
<td>8</td>
<td>8</td>
<td>50.0%</td>
</tr>
<tr>
<td>New Brunswick</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Court of Appeal</td>
<td>2</td>
<td>6</td>
<td>25.0%</td>
</tr>
<tr>
<td>Queen’s Bench Trial</td>
<td>3</td>
<td>18</td>
<td>14.3%</td>
</tr>
<tr>
<td>Queen’s Bench Family</td>
<td>6</td>
<td>4</td>
<td>60.0%</td>
</tr>
<tr>
<td>Newfoundland</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Appeal Division</td>
<td>2</td>
<td>6</td>
<td>25.0%</td>
</tr>
<tr>
<td>Trial Division</td>
<td>9</td>
<td>20</td>
<td>31.0%</td>
</tr>
<tr>
<td>Northwest Territories</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supreme Court</td>
<td>4</td>
<td>0</td>
<td>100.0%</td>
</tr>
<tr>
<td>Nova Scotia</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Court of Appeal</td>
<td>3</td>
<td>7</td>
<td>30.0%</td>
</tr>
<tr>
<td>Supreme Court</td>
<td>10</td>
<td>25</td>
<td>28.6%</td>
</tr>
<tr>
<td>Family Court</td>
<td>6</td>
<td>5</td>
<td>54.5%</td>
</tr>
<tr>
<td>Nunavut</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Court of Justice</td>
<td>2</td>
<td>4</td>
<td>33.3%</td>
</tr>
</tbody>
</table>

18  Ibid.
19  Ibid. For example: Campaign School organized by Le Groupe Femmes, Politique et Démocratique in Quebec; the Women’s Campaign School organized by the Canadian Women Voters Congress in British Columbia; the Campaign School for Women founded by the Nova Scotia Advisory Council on the Status of Women; and the Getting to the Gate online campaign school hosted by Equal Voice.
20  Ibid.
21  Ibid.
Ontario

| Court of Appeal | 12 | 14 | 46.2% |
| Supreme Court of Justice | 85 | 191 | 30.8% |
| Family Court | 18 | 19 | 48.6% |

Prince Edward Island

| Appeal Division | 1 | 2 | 33.3 |
| Trial Division | 2 | 3 | 40.0 |

Quebec

| Court of Appeal | 8 | 21 | 27.6% |
| Supreme Court | 61 | 125 | 32.8% |

Saskatchewan

| Court of Appeal | 2 | 7 | 22.2% |
| Queen’s Bench | 11 | 30 | 26.8% |

Yukon Territory

| Supreme Court | 0 | 2 | 0% |

Total | 383 | 741 | 34.1% |


The number of women currently working in Canada’s judiciary, both federally and provincially, averages out to 34.1 percent. Table 3.1 provides data on the number of women participating in Canada’s justice sector as of July 1, 2014.

The data is comparable to last year’s data, where women made up 33.1 percent of the judiciary at the federal and provincial levels combined. It is worth noting that while there are fluctuations at the federal level and across provinces, the number of women appointed as judges increased by 17 (from 364 to 383) between 2013 and 2014, while the number of men increased by 4 (from 737 to 741).

The representation of women in the judiciary came to the forefront of discussions after the Canadian Federal Justice Minister, Peter McKay, commented in June 2014 that the lack of female judges was simply due to women not applying for the jobs.23 His argument, however, was quickly pulled apart by academics and media alike.24

The problem first stems from the fact that the federal government does not release data on the number of female applicants, nor do they report on ethnicity. Only two provinces – Ontario and British Colombia – publicly disclose the number of female applicants. In Ontario, the data not only suggests that women are in fact applying, but that the rate of women applicants has been steadily growing over the last twenty years.25 For example, in 2012, women made up 58 percent of applicants to the Ontario Court of Justice.26

While the number of women judges is increasing, the rate at which women are being appointed has slipped from 35 percent under the Liberal government to 32 percent under the Conservatives.27 In addition, some observers comment that without additional data, it is difficult to truly understand the increase. In an article for The Canadian Press, University of Ottawa law professor Adam Dodek argued that the increase could be the result of a number of factors, including more women being appointed to the bench, or attrition and more men retiring from the bench than women.28

Finally, what is perhaps most alarming is the fact that when the Pension Plan for Federally Appointed Judges was tabled in Parliament in 2010, it assumed gender parity by 2027. The updated plan tabled in March 2014, however, set out a new target date of 2035. As Stephen Lautens clearly puts it, “in just three years the goal of equal gender representation lost an additional eight years of progress.”29

3.2 Index of women participating in military and police in 2013

Table 3.2: Women’s Participation in the Military and the Police

<table>
<thead>
<tr>
<th>Index of women participating in military and police 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of women</td>
</tr>
<tr>
<td>Police (total in Canada)</td>
</tr>
<tr>
<td>Senior (lieutenant or higher)</td>
</tr>
<tr>
<td>Non-Commissioned Officers (between constable and lieutenant)</td>
</tr>
<tr>
<td>Constables</td>
</tr>
<tr>
<td>Army/Military (total) (including reservists)</td>
</tr>
<tr>
<td>Above rank of Lieutenant-Colonel</td>
</tr>
<tr>
<td>Military and police Overall Total</td>
</tr>
</tbody>
</table>


As of the end of 2013, women’s representation in the police and military sat at 20 percent and 15 percent, respectively.

25 The Canadian Press, “Do Peter McKay’s claims about female judges hold water?”
26 Ibid.
27 Ibid.
28 Ibid.
According to Statistics Canada’s Police Resources in Canada for the year 2013, the number of female police officers increased for the third consecutive year, while the number of male officers continued to decline. Between 2012 and 2013, the number of female officers in police services across Canada increased by 172, while the number of male officers decreased by 369. This increase is said to be “part of a longer-term trend evident since the 1960s.” The number of women serving as senior and non-commission officers also more than doubled since 2003, reaching 10 and 17 percent in 2013, respectively.

Nevertheless, the report also mentions that of the total percentage of women employed by police services (as civilian and uniformed officers), women most often occupied civilian positions (57 percent) as opposed to police officer positions (43 percent). Unfortunately, no possible reasons are given in the report.

The current representation of women in uniform in the Canadian Forces is 15 percent with a total of 14,411 women (as of 27 May 2014). This percentage is well below the current target for female representation (set in 2010) of 25.1 percent of full-time military personnel and reservists. Of concern are recent indications that the Canadian military is moving towards reducing that target, citing the current goal as unrealistic and “unattainable without the imposition of significant measures.” As the authors were not able to receive any confirmation of a reduced target at this time, the rating remains unchanged.

### 3.3 Index of women participating in peacekeeping missions in 2013

#### Table 3.3: Women’s Participation in Peacekeeping Missions, 2013-2014

<table>
<thead>
<tr>
<th>Mission Name</th>
<th>Number of women</th>
<th>Number of men</th>
<th>Percentage of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Military experts</td>
<td>2</td>
<td>11</td>
<td>15%</td>
</tr>
<tr>
<td>Troops</td>
<td>2</td>
<td>19</td>
<td>9.5%</td>
</tr>
<tr>
<td>Individual police</td>
<td>14</td>
<td>72</td>
<td>16%</td>
</tr>
<tr>
<td>Formed police units</td>
<td>0</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>18</td>
<td>102</td>
<td>15%</td>
</tr>
</tbody>
</table>


As of April 30, 2014, Canada was 62nd on the list of contributors to United Nations Peacekeeping Operations with 120 uniformed personnel (including police, military expert and troop) out of a total of 99,048 from all contributing countries. Canada remained in 2013 one of the top 10 providers of assessed contributions to UN Peacekeeping Operations, contributing 2.98 percent.

Even though overall Canadian participation in peacekeeping missions dropped significantly over the past year (from 157 people to 120), the number of women remained somewhat consistent with 15 women in 2013 to 18 in 2014, which could explain the large percentage increase of women between the two years from 9.5 percent to 15 percent.

### 3.4 Countries/Missions where peacekeepers are deployed

As mentioned above, Canada’s contribution to peacekeeping operations decreased over the last year. In terms of missions, Canada is contributing to one less mission.

#### Table 3.4: Women’s Participation in Canadian Peacekeeping operations

<table>
<thead>
<tr>
<th>Mission names</th>
<th>Number of women</th>
<th>Number of men</th>
<th>Percentage of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Haiti/UNMUSTAH</td>
<td>14</td>
<td>79</td>
<td>15%</td>
</tr>
<tr>
<td>DR Cong/MONUSCO</td>
<td>1</td>
<td>7</td>
<td>12.5%</td>
</tr>
<tr>
<td>Cyprus/UNIFICYP</td>
<td>0</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>South Sudan/UNMISS</td>
<td>1</td>
<td>9</td>
<td>10%</td>
</tr>
<tr>
<td>Middle East/UNTSO</td>
<td>2</td>
<td>6</td>
<td>12.5%</td>
</tr>
</tbody>
</table>


#### Table 3.5: Women’s Participation in the Justice, Security Sector and Peacekeeping missions, 2011-2014

<table>
<thead>
<tr>
<th>Mission Name</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Justice sector</td>
<td>-</td>
<td>-</td>
<td>33.1%</td>
<td>34.1%</td>
</tr>
<tr>
<td>Security sector</td>
<td>-</td>
<td>-</td>
<td>15.7%</td>
<td>-</td>
</tr>
</tbody>
</table>

| Peacekeeping missions (troops contributing) | 9.5% | 12% | 9.5% | 15.0% |

For the above-detailed sections, examining women’s participation in the justice, military, police and peacekeeping sectors, on a whole there has been no change from 2013 to 2014. While there have been slight fluctuations with regards to the percentage of women in each described sector, on a whole, these numbers have remained fairly stable and consistent.

RATING: No change

Indicator 4 – Number and percentage of women participating in each type of constitutional legislative review (including security sector review)

No constitutional/legislative reviews were conducted in 2013.

RATING: Not applicable.

Indicator 5 – CSOs in task force/committees/working groups on UNSCR 1325 and 1820 (out of total task force members)

The Government of Canada’s (GoC) coordination mechanism for the C-NAP is an inter-departmental committee coordinated by the Stabilization and Reconstruction Task Force (START) in the Department of Foreign Affairs, Trade and Development (DFATD). There are no CSO representatives on this committee.

The START (within DFATD) coordinates GoC initiatives and reporting on women, peace and security issues and the C-NAP. It chairs an inter-departmental committee on the C-NAP. There is a staff person with full-time responsibility for WPS issues within START.

In 2013, the GoC announced the merger of Canadian International Development Agency (CIDA) with the Department of Foreign Affairs and International Trade (DFAIT). The new department is now known as DFATD – the Department of Foreign Affairs, Trade and Development.

Prior to the merger, the inter-departmental committee involved representatives from DFAIT, CIDA, the Department of National Defense (DND) and the Royal Canadian Mounted Police (RCMP). With the merger, START remains responsible for C-NAP coordination and reporting. It is unlikely that the merger will have an impact on C-NAP implementation.

There is little to no information in the second C-NAP report (2012-2013) on how this committee functions.

There is no civil society representation on this body. To date, civil society organizations have not explicitly requested formal representation. One proposal, made at the July 2014 consultation for the mid-term review of the C-NAP (organized by START) was for regular semi-annual joint meetings between the WPSN-C and the inter-departmental committee. At the time of writing, no decision has been made on this proposal.

RATING: No change

B. Prevention and protection

Indicator 6 – Number and percentage of SGBV cases reported, investigated, prosecuted and penalized

As Canada does not have a recent history of internal armed conflict, we decided to focus on the Government of Canada’s efforts in addressing SGBV internationally and nationally. At the national level, we look at SGBV in the security sector.

Canada’s commitments to addressing sexual violence internationally

On May 22, 2014, three members of the Women, Peace and Security Network – Canada met with three representatives from the DFATD Stabilization and Reconstruction Task Force (START) to discuss how the Canadian government intended to participate in the UK Global Summit End Sexual Violence in Conflict. The WPSN-C members presented an open letter to the START officials with the key messages of the Canadian Campaign to Stop Rape & Gender Violence in Conflict, emphasizing the importance of making concrete governmental commitments at the Global Summit to support survivors of sexual violence, fund sexual and reproductive health services and women’s organizations, sign the Arms Trade Treaty, and fully implement the Canadian Nation Action Plan for Women, Peace and Security (see appendix A for the open letter).

In June 2014, Foreign Affairs Minister Baird attended the Global Summit. In a news release from June 11, Canada is said to be “strongly committed to promoting respect for the human rights and well-being of women and girls and ending conflict-related sexual violence” and the C-NAP is mentioned as a tool for doing so. While Minister Baird chaired a session and signed the Statement of Action, there were no new announcements, commitments, or initiatives.

SGBV in the Security Sector

Given the government’s commitment to promoting the rights of women and girls and addressing sexual violence in conflict, it seems logical that this commitment would take on a similar focus within Canada. However, recent events have proven otherwise.

Canadian police and military personnel are important contributors to international operations, whether with the UN,
NATO or as part of a coalition. As such, their treatment of sexual violence within their respective institutions is as important as the work they do address it in conflict or post-conflict situations. Below is a brief overview of recent developments in the Royal Canadian Mounted Police (RCMP) and Canadian Armed Forces in terms of addressing sexual violence.

**Royal Canadian Mounted Police**

The year 2013 revealed the extent to which sexual harassment, namely against female officers, is prevalent within the Royal Canadian Mounted Police (RCMP).

By July of 2013, 282 current and former female RCMP officers from across Canada had come forward to reveal allegations of sexual harassment, verbal abuse and discrimination within the ranks of the RCMP, joining a class action lawsuit that was launched in June 2012 by former Mountie Janet Merlo of Nanaimo, British Columbia.38

Affidavits from the case reveal the graphic nature of the harassment cases, with women being subjected to gender-based threats, insinuations of rape and sexual violence, humiliation and questioning of women’s ability to perform work duties, and discipline from superiors for seeking accommodation for pregnancy.39 The sheer volume of women coming forward with similar experiences is indicative of the pervasiveness of patriarchal attitudes and structures within the Royal Canadian Mounted Police and the need for gender sensitivity training to be integrated throughout police training and not as a mutually exclusive competency for incoming and existing officers.

**Canadian Armed Forces**

In recent years, independent investigations into the prevalence of SGBV in the Canadian Armed Forces (CAF) have revealed the ways in which women are sexually harassed and assaulted both while in combat and in training. A recent Military Police inquiry into the safety of young women recruits in the cadet program disclosed that, of cases that have officially been reported between 2004 to 2008, 219 incidents resulted in 156 charges laid for “sexual interference, luring a child, sexual assault with a weapon, aggravated sexual assault, invitation to sexual touching and procuring prostitution.”40

An April 2014 exposé published in the Canadian publication “L’actualité” (an excerpt was republished in the English sister publication “Maclean’s Magazine”), compiled documentation gathered through the Access to Information Act, which revealed that five individuals in the Canadian military are victims of sexual assault every day, with the military police being alerted to an average of 178 cases each year, although it was not disclosed how many of these cases involved women.41 The findings also revealed that the Chief Military Judge has not been reporting statistics on military crimes, prosecutions and convictions, among them cases of sexual assault, to the Minister of Defense for immediate action.42

In response to the above findings, Chief of Defence Staff, General Tom Lawson, ordered both an internal and external review of the CAF policies and practices.43 These reviews will examine the workplace culture of the CAF. Further, the reviews will assess programs that address sexual assault and make recommendations about what can be done to protect victims of SGBV in the military.44 The results are expected in spring 2015.

Equally alarming findings were recently revealed through a survey conducted by Statistics Canada in which “one in 13 female full-time members of the CAF have been sexually assaulted in connection with their service in the military.”45 The study, which was conducted from April to August 2013, surveyed 6,700 full-time regular members of the CAF. Of the women surveyed, 7.6 per cent reported being sexually assaulted in the course of their service in the military, while 15.6 per cent reported being touched sexually against their will.46

Currently, the CAF National Investigation Services operates a Victim Services Program to help victims of violent crimes involving CAF personnel who seek support both within the military and in the wider community.47 No information could be found at this time regarding the efficacy of this program.

**RATING: No change**

**Indicator 7 – Number and quality of gender-responsive laws and policies**

Canada has one initiative directly related to the themes of Women, Peace and Security, which is Canada’s Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security (C-NAP).48 The C-NAP has five

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39 Ibid.
41 Aaron Hutchins, “Officials react to ‘disturbing’ report on military sex assaults.”
objectives and is structured around the pillars of prevention, participation, protection, and relief and recovery. There are 28 actions and 24 indicators. Some actions do not have indicators while other actions have several indicators.

Some actions are vague. For example, under Prevention, Action 4 states that the government will:

“Continue to engage in policy dialogue with multilateral partners—including through the UN and its various bodies, funds and programs; the World Bank and other international financial institutions; the Organisation for Economic Co-operation and Development; NATO; the Organization for Security and Co-operation in Europe; the International Organization for Migration; the Organization of American States; the Commonwealth; and La Francophonie—to encourage the strengthening of their capacities to plan for, implement and report on issues of Women, Peace and Security in peace operations, fragile states and conflict-affected situations.”

It identifies with whom it will engage in policy dialogue with the aim to encourage capacity strengthening, however it does not indicate how the government plans to do carry out this action and/or to what extent.

### Examples of Action and Indicators from the C-NAP

<table>
<thead>
<tr>
<th>Action</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Under Participation</strong></td>
</tr>
<tr>
<td>Encourage the active and meaningful participation of women in decision making and in deployments for peace operations, including by identifying and addressing barriers to full participation.</td>
</tr>
<tr>
<td><strong>Indicator 10-1</strong></td>
</tr>
<tr>
<td>Number of Canadian strategic-level national and international security policy directives or guiding documents that address the participation of women in decision making.</td>
</tr>
<tr>
<td><strong>Indicator 10-2</strong></td>
</tr>
<tr>
<td>Number of Canadian strategic-level national and international security policy directives or guiding documents that address the deployment of women to peace operations.</td>
</tr>
<tr>
<td><strong>Indicator 10-3</strong></td>
</tr>
<tr>
<td>Number and percentage of female Canadian Forces personnel, police officers and civilian Government of Canada personnel deployed to peace operations.</td>
</tr>
<tr>
<td><strong>Indicator 10-4</strong></td>
</tr>
<tr>
<td>Number and percentage of voluntary selection processes for Government of Canada personnel to deploy on peace operations that offer specific measures which work to identify and address barriers to women’s participation.</td>
</tr>
<tr>
<td><strong>Indicator 10-5</strong></td>
</tr>
<tr>
<td>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.</td>
</tr>
</tbody>
</table>

There are no targets and no budget allocations in C-NAP. Canadian civil society organizations have criticized the C-NAP for its lack of gender analysis, its failure to address all of the issues in the Beijing Platform for Action Critical Area of Concern: Women and Armed Conflict, and its failure to address root causes.

As noted above, there have been two progress reports covering the fiscal years 2011-2012 and 2012-2013. In these reports, the GoC outlines a positive picture of implementation, providing anecdotal examples of actions taken. There reports have been criticized for being difficult to read, providing an incomplete analysis of the information used to report on the indicators, and overly focusing on initiatives, rather than results, and making it impossible to reliably assess the level of resources being invested in WPS initiatives.

It is difficult to state how gender-responsive Canadian National Action Plan is given these gaps. At best, it is a step towards responding to the call of UNSCR 1325.

Indirectly, Canada has gender-responsive laws and policies that are related to the UN Security Council Resolutions on Women, Peace and Security. These include:

- **The Crimes Against Humanity and War Crimes Act**, which reinforces Canada’s commitment to the Rome Statute of the International Criminal Court. Under the Act, a crime against humanity, which can occur within or outside of Canada, is defined as “murder, extermination, enslavement, deportation, imprisonment, torture, sexual violence, persecution or any other inhumane act or omission that is committed against any civilian population or any identifiable group.”

- **Canada’s obligations as a member of the North Atlantic Treaty Organization**, binds the country to the NATO Bi-Strategic Command Directive 40-1, which integrates UNSCR 1325 and gender perspective into the command structure, as well as the Action Plan to mainstream UNSCR 1325 into NATO-led operations and missions. (See recent developments below for more on Canada’s commitments under NATO)

- **The Department of National Defence and Canadian Armed Forces Harassment Prevention and Resolution Policy.** The policy was introduced in 1988 and revised in 1993, 1995, and in December 2000. The policy is meant to ensure that,

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51 For example, see Woroniuk and Minnings, footnote 49.


55 For example, see Wozniuk and Minnings, footnote 49.


59 The crimes against humanity and war crimes are covered by the Rome Statute of the International Criminal Court. Under the Act, a crime against humanity, which can occur within or outside of Canada, is defined as “murder, extermination, enslavement, deportation, imprisonment, torture, sexual violence, persecution or any other inhumane act or omission that is committed against any civilian population or any identifiable group.”

60 Canada has gender-responsive laws and policies that are related to the UN Security Council Resolutions on Women, Peace and Security. These include:

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- **The Department of National Defence and Canadian Armed Forces Harassment Prevention and Resolution Policy.** The policy was introduced in 1988 and revised in 1993, 1995, and in December 2000. The policy is meant to ensure that,
"all DND employees and CAF members have the right to be treated fairly, respectfully and with dignity in a workplace free of harassment, and they have the responsibility to treat others in the same manner. It is everyone’s responsibility to ensure a harassment-free work environment."

Recent developments

Testimony in front of HR committee in March 2014


In her testimony, Jessica Tomlin noted that “despite all the information in the [progress reports], 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, defense or development initiatives. Given that the [Canadian National Action Plan] does 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 on analysis of changes or results to be achieved.”

Tomlin also noted that it is difficult to track Canada’s financial investments in women, peace and security initiatives and that the recent reports do not clearly demonstrate how Canada’s NAP is contributing to increased resources or progress in this area. The WPSN-Canada testimony concluded by providing recommendations to the Standing Committee for next steps on the National Action Plan, citing a need for strong leadership, support for survivors of conflict, action to end sexual violence in war, robust resource contributions, support for grassroots women’s organizations, and a greater overall commitment to women’s empowerment in Canadian foreign policy.

New NATO Action Plan


The policy has an overarching aim, which includes continuing to integrate a gender perspective and implement UNSCR 1325 and supporting resolutions. The policy is divided into six key sections:

- National Contributions
- Cross-Cutting Enablers
- Implementation – Monitoring and Reporting
- Cooperative Security
- Crisis Management and NATO-led Operations and Missions
- Women, Peace and Security

Cooperative Security, Crisis Management and NATO-led Operations and Missions, National Contributions, Cross-Cutting Enablers, Implementation – Monitoring and Reporting

At the beginning of June, civil society representatives from 27 countries including one from WPSN-Canada, were invited to a consultation where they provided recommendations on the development of the action plan. These recommendations were provided to NATO and its partners from the Euro-Atlantic Partnership Council. They unveiled NATO’s Action Plan for UNSCR 1325 on June 25, 2014.

There are 47 Actions and 33 indicators. Some actions have multiple indicators while others have none.

Among indicators for National Contributions are the following:
- Percentage of national troops that have undergone national training on gender and UNSCR 1325.
- Number of assessments of the quality of national training.
- Sex disaggregated data on the composition of national armed forces, including per operation or mission and where possible ranks.

As a member to NATO, Canada is expected to implement the Action Plan and provide information for all sections including National Contributions. However, reporting on Canada’s compliance with the NATO policy is not publicly available.

The Action Plan will be implemented over a two-year period ending in June 2016.

While the new NATO action plan is welcomed, it remains to be seen how the Government of Canada will respond. In addition, while the Government released two C-NAP progress reports, these came more than a year late. As a result, the rating is unchanged.

RATING: No change

Indicator 8 – Number and nature of provisions/recommendations in the truth and reconciliation commission (TRC) and other transitional justice reports on women’s rights

Canada is not currently involved in conflict and does not have a history of internal conflict. Thus, there is no data to report on transitional justice mechanisms.

Rating: Not applicable
**Indicator 9 – Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes**

As Canada is not involved in any post-conflict reconstruction and reconciliation efforts stemming from internal armed conflict, there is no information to include on economic packages.

*RATING: Not applicable*

**C. Promotion of a gender perspective**

**Indicator 10 – Number and percentage of pre-deployment training and post-deployment programs for military and police incorporating UNSCR 1325, UNSCR 1820, international human rights instruments and international humanitarian law**

The table below describes the types of training received by Government of Canada personnel as identified in the C-NAP progress reports for the periods FY 2011-12 and 2012-13. These trainings are called for in the C-NAP and cover the following themes:

- The differential impact of armed conflict on women and girls;
- Code of conduct;
- Cultural awareness;
- HIV/AIDS;
- Trafficking in persons;
- Canadian and international law applicable to the protection and promotion of women’s and girls’ human rights;
- United Nations Security Council Resolutions (UNSCRs) on Women, Peace and Security;
- Protection issues that address in a meaningful way the differential impact of the conflict on women and girls.

### Table 10.1: Number and percentage of pre-deployment training and post-deployment programs for military and police incorporating UNSCR 1325, UNSCR 1820, international human rights instruments and international humanitarian law

<table>
<thead>
<tr>
<th>C-NAP Indicators</th>
<th>1st Progress Report (FY 2011-12)</th>
<th>2nd Progress Report (FY 2012-13)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Indicator 2-1:</strong> 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 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.</td>
<td>CIDA: 1 of 22 (5%)</td>
<td>CIDA: 17%</td>
</tr>
<tr>
<td></td>
<td>DFAIT: % not provided The pre-deployment training provided by DFAIT in FY did not examine the issues listed</td>
<td>DFAIT: 10%</td>
</tr>
<tr>
<td></td>
<td>RCMP: 100%</td>
<td>RCMP: 100%</td>
</tr>
<tr>
<td><strong>Indicator 2-2:</strong> 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.</td>
<td>CIDA: 2 of 5 (40%) (participants: 2W; non-participants: 2W, 1M)</td>
<td>CIDA: 45% (9 of 20)</td>
</tr>
<tr>
<td></td>
<td>DFAIT: no % provided</td>
<td>DFAIT: 42% (28 of 66)</td>
</tr>
<tr>
<td></td>
<td>RCMP: 100% (193)</td>
<td>DND: implied 100%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>RCMP: 100% (all 152)</td>
</tr>
<tr>
<td><strong>Indicator 2-3:</strong> Extent to which the content of mandatory training courses for deployed personnel or for policy and program staff associated with peace operations, fragile states or conflict-affected situations reflect theSCRs on Women, Peace and Security.</td>
<td>CIDA: report on content of gender training, 1 voluntary 90-minute session on the WPS UNSCRs was held</td>
<td>CIDA: reports on content of gender training</td>
</tr>
<tr>
<td></td>
<td>DFAIT: 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</td>
<td>DFAIT: all START training reflected Canada’s commitment to UNSCRs on WPS</td>
</tr>
<tr>
<td></td>
<td>RCMP: specific training on the WPS UN SCRs provided</td>
<td>DND: training on human rights and law of armed conflict, cultural awareness training; individual pre-deployment training</td>
</tr>
<tr>
<td></td>
<td></td>
<td>RCMP: provided specific training on the UN SCRs</td>
</tr>
</tbody>
</table>
**Military**

According to the 2012-2013 C-NAP progress report, pre-deployment training for the military includes “human rights, codes of conduct, and cultural awareness, which addressed issues such as the protection of women and girls as a factor on operations.”

Training on human rights and the law of armed conflict was mandatory for Canadian Armed Forces personnel deploying on peace support operations or to fragile states or conflict-affected situations. This training reflected UN Security Council Resolutions on Women, Peace and Security by addressing the protection of vulnerable groups, including women and girls.

Cultural awareness training was also mandatory. This training considered the impact of gender on operations, such as when interacting with the local population.

Individual Pre-Deployment Training offered by the Peace Support Training Centre in Kingston, Ontario included “Human Rights” and “Women in Conflict” modules that addressed UNSCRs on women, peace and security, including Resolutions 1325 and 1820. This training included an introduction to gender mainstreaming and a discussion of the impact of conflict on women and girls.

**Police**

Pre-deployment training for the police "included sessions on cultural awareness, gender awareness, code of conduct and ethics." The training also included two mandatory online modules: Effective Mandate Implementation, under which women, peace and security is addressed, and Standards, Values and Core Business, under which sexual exploitation and abuse is addressed.

As described in the progress report, "the RCMP took the approach of providing specific training on the UNSCRs on Women, Peace and Security to police deploying to UN missions, through the online module Effective Mandate Implementation. The tenets of the UNSCRs were further reinforced through subject-matter experts who provided lectures to officers during pre-deployment training."

While the progress reports seem to indicate some improvements toward incorporating gender and women, peace and security as part of pre-deployment training programs, there remains a lack of information on the length, quality, effectiveness and impact of these trainings. As a result, our rating remains unchanged.

**RATING:** No change

**Indicator 11 – Allocated and disbursed funding marked for women, peace and security (WPS) programs to CSOs and Government**

Monitoring the Government of Canada allocations and disbursements for Women, Peace and Security (WPS) programming is difficult, because government aid spending is categorized by the programmatic themes of development programs and projects. Moreover, the data presented does not allow for aggregation as the same projects are reported under multiple indicators. As WPS-related programming operates across various thematic priorities, examining data on government spending by programmatic themes does not provide an accurate picture of funding for WPS programs. Given these limitations, it was also not possible to breakdown WPS funding by recipient type, such as CSOs, multilaterals and governments.

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62 Ibid.

63 Ibid.

64 For 11.1-11.4, please note we combined the indicators on CSOs and government because separate data was not available.

65 A breakdown of the Government of Canada’s spending by government source and channel can be found in the Government of Canada’s Statistical Report on International Assistance. Data from this report was not useful for the purpose of this report, as the most recent available data is from 2011-2012. For more information visit Government of Canada, Ministry of Foreign Affairs, Trade and Development, “Statistical Report on International Assistance.”
The recent WPSN-C report titled *Worth the Wait? Reflections on Canada’s NAP & Reports on Women, Peace and Security* provides some insight into the Canadian government’s funding disbursements for WPS programming. The report identifies 184 Government of Canada projects related to WPS programming, totaling CAD $248.6 million for 2012-2013. This represents an increase of 3.2 percent from the previous year’s funding for WPS programming (CAD $240.7 million). While this signifies an increase in dollar amounts for WPS programs, it is important to note that funding to WPS programs, as a percentage of total official development assistance (ODA), remained unchanged from 2011 to 2012, making up less than five percent of the total ODA disbursement. For this reason, this indicator is ranked as unchanged.

In both fiscal years 2011-2012 and 2012-2013, the majority of the projects related to WPS were funded by DFAIT rather than CIDA. In 2012-2013, CIDA had 55 WPS-related projects, while DFAIT had 129 WPS related projects. Given that the Advisory Board for the Stabilization and Reconstruction (START) and Global Peace and Security Fund (GPSF) originated in DFAIT, it is not surprising the majority of WPS programming continues to take place in DFAIT.

In his analysis of Canadian foreign aid in support of WPS, Liam Swiss finds that the two C-NAP progress reports suggest that while Canada “has been actively supporting aid programs in support of the UN resolutions…aid efforts in this area remain relatively small and fragmented in terms of how they are both implemented and reported.” In fact, Swiss finds that the aid in support of the C-NAP from DFATD “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 to the WPS in Canada’s aid program.”

The Government of Canada’s Report to Parliament on ODA for 2012-2013 provides further insights on WPS programming. In 2012-2013, the Government of Canada disbursed CAD $73.69 million via the GPSF to START programs in fragile and conflict-affected states that included Afghanistan, Haiti, Libya, South Sudan, Sudan and Syria. Of these programs, 23 projects, totaling CAD $10.5 million, were explicitly focused on the reduction of violence against women, children and other vulnerable populations.

While the data from 2012-2013 does not indicate significant progress in Canada’s funding for WPS programs, there are signs of promise. At the *Sommet de la Francophonie* in 2012, Canada pledged CAD $18.5 million in program funding toward reducing sexual violence and fighting impunity in the Democratic Republic of Congo (DRC) over a five-year period. The project, which is being funded by the former CIDA and executed by UNDP, started in March 2013 and will end in March 2018. The project’s goal is to ensure that women and girls are better protected from violence and exploitation, and abuse in the eastern provinces of the DRC.

**RATING: No change**

### D. Optional Indicators

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

Courses at post-secondary institutions, at both the undergraduate and graduate level, cover topics such as conflict analysis, militarism, violence, peace negotiations, peacebuilding and peacekeeping. While some courses address issues as they relate to women, gender, peace and security, many programs neglect this crucial dimension of peace efforts.

<table>
<thead>
<tr>
<th>Canadian Post-Secondary Institutions Offering Peace and Conflict Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Canadian Mennonite University (Menno Simons College):</strong> International Development Studies &amp; Conflict Resolution Studies</td>
</tr>
<tr>
<td><strong>Dalhousie University:</strong> Certificate in Negotiation and Conflict Resolution</td>
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<tr>
<td><strong>McGill University:</strong> Department of Political Science: Centre for International Peace and Security Studies</td>
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<tr>
<td><strong>McMaster University:</strong> Bachelor of Arts in Peace Studies</td>
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<tr>
<td><strong>Royal Roads University:</strong> BA in Political Science - Introduction to Peacekeeping Course</td>
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<tr>
<td><strong>Royal Roads University:</strong> Master of Arts in Human Security and Peacebuilding &amp; Master of Arts in Conflict Analysis and Management</td>
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<tr>
<td><strong>St. Francis Xavier University:</strong> Coady International Institute: Community-Based Conflict Transformation and Peacebuilding</td>
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<tr>
<td><strong>St. Paul’s University:</strong> Canadian Institute for Conflict Resolution</td>
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<tr>
<td><strong>University of Alberta:</strong> Certificate in Peace &amp; Post Conflict Studies &amp; Centre for Global Studies: International Women’s Rights Program</td>
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</tbody>
</table>

**Footnotes:**


Training in gender sensitivity and gender mainstreaming approaches to conflict resolution are central in the professional development of fieldworkers in conflict zones, as well as in the academic pursuits of secondary and post-secondary students. While there is a wealth of post-secondary programming, secondary curriculums lack an emphasis on education surrounding gender and peace. There are some informal learning opportunities offered to youth by civil society organizations or university faculties to stimulate dialogue among youth about the importance of women’s involvement in peace and security affairs.

RATING: No change

III. Conclusion and recommendations

Conclusion

Overall, WPSN-C notes slight progress from the previous year on some indicators, including women’s participation in governance and in the justice and security sectors.

However, the report finds that this progress is largely overshadowed by an absence of clear investments and actions by the Government of Canada to ensure that women’s equality and the protection and empowerment of women and girls are front and center in diplomacy, defense and development decisions and programs. In other words, the progress highlighted by the data does not – in most instances – reflect coherent and consistent attention to women’s rights and participation in policies and programs related to peace and security issues, but rather a minor concern with it.

In addition, while the reporting period benefitted from the publication of two Government of Canada progress reports on its NAP for the implementation of 1325, the absence of targets within the NAP itself, and the nature of the information provided in the progress reports, made it impossible to assess whether progress had indeed been made.

Recommendations

Recommendations to the Government of Canada and policy-makers:

- The GoC should ensure prompt public reporting on the C-NAP. This reporting should clearly document financial resources invested and results achieved (not just activities carried out). The C-NAP should also be modified to include targets to facilitate the evaluation of progress.

- The GoC should name a high-level champion to mobilize support for WPS objectives across Canada’s development, diplomacy and defense policies and programs.

- The GoC should commit to significant funding for grassroots women’s rights organizations working in areas of armed conflict (including those working on the prevention of and response to sexual violence), given the importance of these organizations in working for peaceful solutions and in ensuring the protection of the rights of women and girls.

- The GoC should fund the full range of sexual and reproductive health services, including those related to pregnancies resulting from rape, without discrimination (as recognized in United Nations Security Council Resolution 2122).

- The GoC should sign and ratify the Arms Trade Treaty.

- Government departments responsible for WPS-related training under the C-NAP should be transparent about their training – including specific content and length – and should monitor the impact of that training over time.5

- The GoC should work to ensure greater participation of women across the judiciary and security sectors, as well as support measures to increase women’s participation in decision-making at the local, provincial and national levels.

Appendix A

Campaign to Stop rape and Sexual violence in conflict: open letter to minister Baird

May 22, 2014

The Honourable John Baird
Minister of Foreign Affairs
Department of Foreign Affairs, Trade and Development
125 Sussex Drive
Ottawa, ON
K1A 0G2

RE: Open Letter Requesting Political Response to the Objectives of the Canadian Campaign to Stop Rape and Gender Violence In Conflict

Dear Minister Baird:

We are writing as members of the Canadian Campaign to Stop Rape & Gender Violence in Conflict, a network of civil society organizations and individuals who share a grave concern for the high instances of sexual violence in conflict. The Campaign calls on the Canadian government to take a strong stand against this global atrocity by aligning with global efforts to end the use of rape and sexual violence in conflict.

In regions ravaged by armed conflict and political strife, sexual violence is used as a weapon to disproportionately target women, a tactic to devastate the social and cultural fabric of communities, and a means to shame populations into silence. Although considered a crime against humanity by international law, justice has not been served for the hundreds of thousands of survivors of sexual violence who suffer from ongoing physical pain, psychological trauma and social stigma.

The Canadian Campaign to Stop Rape and Gender Violence in Conflict calls on the Canadian government to fulfill its commitment to be a leader in ending sexual violence in conflict—as stated in the House of Commons motion of June 20, 2012—by assuming political leadership to prevent sexual violence in conflict, prosecute offenders, protect the survivors and prioritize the concerns of women in peacemaking and reconciliation efforts.

As an immediate step, we urge you to actively participate in the upcoming Global Summit to End Sexual Violence in Conflict: London 2014, hosted by the United Kingdom from June 10 to June 13, 2014. As the largest gathering on the issue of sexual violence in conflict to date, this event has the potential to be a pivotal turning point in the global movement to stop rape in conflict, bringing together policymakers, world leaders, Nobel Peace Prize Laureates, grassroots activists and
survivors. Canada’s active presence at this event would entrench our commitment to bringing an end to this crisis.

Please find below the key messages of the Canadian Campaign to Stop Rape & Gender Violence in Conflict to the Government of Canada. Your attendance at the Global Summit and endorsement of these goals would demonstrate Canada’s intolerance for sexual violence in conflict and confirm Canada’s strong commitment to address its far-reaching consequences.

The Canadian Campaign to Stop Rape and Gender Violence looks forward to working together with the Canadian government to ensure the inclusion of the voices of survivors of sexual violence and expertise of civil society organizations in policy-making processes, thus strengthening Canada’s commitment to the women, peace and security agenda.

Sincerely,

Action Canada for Population and Development
Barbara Schlifer Clinic
Canadian Federation of University Women
Canadian Network of Women’s Shelters & Transition Houses
Elementary Teacher’s Federation of Ontario
Faculty of Women’s and Gender Studies, University of Regina
Global Enrichment Foundation
Mattawa Women’s Resource Centre
McLeod Group
National Council of Women of Canada
Nobel Women’s Initiative
Ontario Association of Interval and Transition Houses
Oxfam Canada
Oxfam Quebec
Project Ploughshares
Remember Our Sisters Everywhere
Sexual Assault Support Centre of Ottawa
The Gender Women’s Centre
Three Oaks Shelter & Services for Abused Women and their Children
Women’s House Serving Bruce & Grey
Women’s Monument Action Committee
World Federalists
Yukon Status of Women Council
Canadian Campaign to Stop Rape & Gender Violence in Conflict

Who we are

- The Canadian Campaign to Stop Rape & Gender Violence in Conflict is an initiative of the Women, Peace and Security Network – Canada.
- It is led by a network of women’s rights, social justice and human rights organizations—as well as individuals—who are concerned about the high level of sexual violence in conflict.
- We are leveraging our experience and networks to help make Canada’s impact on ending sexual violence in conflict more powerful and effective.

What we are doing

- The Campaign is advocating for Canada’s leadership and meaningful participation in global efforts to support survivors and end sexual violence in conflict.
- The Campaign is calling on the Government of Canada to step up, and take real and immediate action to end sexual violence in conflict.
- The Campaign is coordinating civil society actions and monitoring the Government of Canada’s commitments to end sexual violence in conflict.

Why Canada should be doing more on sexual violence in conflict

- Violence against women is a major stumbling block to peace. One of the best ways for the Government of Canada to support countries in conflict is to invest in women’s rights. Fundamentally, if you are not addressing sexual violence in conflict, then you are not addressing conflict.
- Sexual violence is unacceptable in Canada, and is unacceptable in the rest of the world. If violence is perpetrated in the world, near or far, and we do nothing, it diminishes us—so we are compelled to act.
- Canada has a proud history as a human rights champion, and must live up to its principles and values by supporting women around the world.
- Achieving women’s equality and ending sexual violence around the world is of strategic importance for all Canadians. Many Canadians come from countries in conflict, and live with the scars of sexual violence and other human rights violations. This is an issue that matters to Canadians.
- Working together, we can end this crisis of sexual violence against women around the world.

What we are asking for

- The Campaign is asking for Canada to pay sustained, robust attention—and make a long-term commitment to—supporting survivors and ending sexual violence in conflict. Leadership requires resources.
THE INTERNATIONAL CAMPAIGN TO STOP RAPE & GENDER VIOLENCE IN CONFLICT

- The Campaign is asking Canada to create a global fund to support women's organizations and women's human rights defenders working generally on women's rights and specifically on sexual violence.
- The Campaign is calling on the Government of Canada to fund the full range of sexual and reproductive health services including regarding pregnancies resulting from rape, without discrimination (as recognized in Security Council Resolution 2122).
- The Campaign is calling on the Government of Canada to sign the Arms Trade Treaty (ATT).
- The Campaign is asking that the commitments made by the Government of Canada through the Canada's National Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security (NAP) be fully implemented, and that women's organizations in Canada be included as allies in this process. To help accomplish this, the Campaign is asking for the appointment of a high-level champion for ending sexual violence in conflict that can liaise between government departments and civil society, and monitor the implementation of the NAP.

CC:

The Honourable Robert Nicholson, Minister of National Defense
The Honourable Christian Paradis, Minister of International Development
The Honourable Dr. K. Kellie Leitch, Minister Responsible for the Status of Women

Mr. Paul Dewar, NDP Foreign Affairs Critic
Ms. Niki Ashton, NDP Status of Women Critic
Ms. Hélène Laverdière, NDP International Development Critic
Mr. Jack Harris, NDP National Defense Critic

Mr. Jean-François Fortin, BQ Critic for Foreign Affairs and International Cooperation
Mr. Dominic LeBlanc, Liberal Foreign Affairs Critic
Ms. Maria Mourani, BQ Status of Women Critic
Ms. Judy Sgro, Liberal Status of Women Critic

Senator Mobina Jaffer, Chair of the Standing Senate Committee on Human Rights
Senator Raynell Andreychuck, Chair of the Standing Committee on Foreign Affairs and International Trade
Appendix B

SGBV in Canada

Missing and Murdered Aboriginal Women

In May of 2014, a long-awaited RCMP report on missing and murdered Aboriginal women was released, citing a staggering 1,181 of such cases since 1980, with 1,017 of them being murder cases and 225 remaining unsolved.76 Despite comprising only 4.3 percent of the population, Aboriginal peoples are disproportionately affected by violence, the majority of which is sexual violence targeting women. These numbers continue to rise, from 1 in 10 murder cases in the mid-80’s involving Aboriginal women to 1 in 4.77 The RCMP report also revealed that Aboriginal women are most likely to be murdered by an acquaintance in their place of residence, and that sexual assault precludes most homicides, which are often fatal beatings.78 The report identifies certain risk factors that can make Aboriginal women more susceptible to violent victimization. These include their employment status and the consumption of drugs, alcohol or other intoxicants by the victim prior to the crime.79

In order to address the severity of this issue, the RCMP recommends increasing public awareness, developing a National Missing Persons Strategy to improve the effectiveness of police investigations into missing persons and the implementing prevention strategies by providing resources to communities and populations at risk of sexual and gender-based violence.80 Many of these strategies fall outside of the RCMP’s jurisdiction, thus it is imperative that the federal government respond to calls to develop a national strategy that promotes consolidated law enforcement, justice and victim services for individuals, families and communities affected by systemic SGBV against Aboriginal women.

At the federal level, the Canadian government introduced the “Compendium of Promising Practices to Reduce Violence and Increase Safety of Aboriginal Women in Canada” in March 2012, an online database providing information on best practices for the justice system when dealing with cases involving Aboriginal women, as well as establishing localized units and task forces to review unsolved homicides and missing persons cases in Manitoba, British Columbia and Alberta.81 Among the provinces, Manitoba, Ontario and Saskatchewan have implemented legislative reforms to improve anti-violence programming and implemented legislative changes to improve investigative powers in missing persons cases, protect victims of trafficking, and maintain missing persons databases.82

In October 2013, United Nations Special Rapporteur James Anaya visited Canada to investigate the claims of human rights violations against Aboriginal peoples, meeting with representatives from government and Aboriginal groups. Following his visit, the UN released a report detailing the status of the rights of Indigenous people in Canada where he concluded that “these efforts and any positive results from them have not, at least yet, abated continuing calls for greater and more effective action to address the problem of missing indigenous women and girls,” as well as “a comprehensive, nation-wide inquiry, organized in consultation with indigenous peoples, that could provide an opportunity for the voices of the victims’ families to be heard, deeper understanding of the magnitude and systemic dimensions of the issue, and identify best practices that could lead to an adequately coordinated response.”83

Led by the Native Women’s Association of Canada (NWAC), organizations, individuals, and universities across Canada continue to lobby the government to conduct a formal inquiry into the cases of missing and murdered Aboriginal women so as to address the systemic nature of violence against Aboriginal women in Canada. In response to the RCMP’s findings, NWAC President, Michèle Audette, stated that “this report substantiates NWAC’s claims and the RCMP’s Overview only reinforces our position for a coordinated and compressive approach to ending the violence perpetuated against Aboriginal women and girls in Canada… We can no longer deny the existence or seriousness of this issue and we hope that this ends the complacency and indifference previously shown by the RCMP and the federal government towards our missing and murdered sisters.”84

In order to understand the disproportionate number of Aboriginal women who are victims of violence or incarcerated in the Canadian prison system, it is critical to unpack the complex relationship that Aboriginal peoples in Canada have had with police forces in Canada and their active role in colonization and oppression of Canadian indigenous peoples.

The Indigenous Women’s Collective surveys Aboriginal women on their relationship with police forces and correctional authorities, to which they concluded that, “the police response received by others discouraged them from going to the police and...
for help. They complained of the lack of understanding of the problem by officers, and their lack of sensitivity. They believe the police do not understand the situation of the abused woman and the needs of children.85

The Aboriginal Justice Implementation Commission report on Aboriginal women and the law summarized that “Aboriginal women are over-represented in the Province’s correctional system because of problems they experience with the courts. Aboriginal women told us that lawyers do not understand the problems of Aboriginal women, that the lawyers do not understand the Aboriginal community or how the forces within it affect women.”86

**School-Related SGBV in Canada**

School-related sexual and gender-based violence has become a high-profile issue in Canada, with particular concern being paid to the use of social media platforms as a venue for harassment and torment. While the majority of bullying among elementary and secondary students occurs on school property, girls experience over 70% of bullying online, with cases of sexual harassment being some of the most prevalent on the Internet.87 These cases include unwelcome online advances of sexual nature, sending explicit content in messages, photos or videos, being asked to deliver sexual favors on camera or being coerced or threatened to provide sexual photos or videos. Cases of relentless torment, hate speech and online sexual violence have drawn national attention, with the suicides of Amanda Todd and Rehteah Parsons sparking public outrage. The Canadian government has since used these cases to justify implementing tighter online security through their controversial Bill C-13, however there are concerns that this legislation does little to protect the groups most targeted by online SGBV, among them women, girls and LGBTQ individuals.88

Young women and girls in Canadian schools, both secondary and post-secondary, experience sexual harassment so regularly that forms of violence and abuse are often normalized and tolerated by peers and school administration. Among grade 9 students, 46% have experienced forms of sexual touching, grabbing or pinching and inappropriate comments or gestures, many of which go unreported due to stigma and shame.89 Many of the cases that are brought to the attention of school administration are dismissed or minimized, contributing to harmful SGBV trends among children and youth.90

An issue of grave concern on Canadian campuses is the instances of rape and sexual assault against female students. Although not a recent concern, the issue has garnered significant public attention in 2014, as discussions about rape culture are mainstreamed by the media. Women between 18 and 24 experience the highest rates of sexual violence in Canada, however these numbers are likely a gross underestimate, as many cases of sexual violence are not reported to the authorities.91 A survey conducted on the University of Alberta campus revealed that 42% of students who had been sexually assaulted over the age of 14 indicated that it took place while they were in university.92 These statistics reveal the systemic nature of sexual and gender-based violence inflicted on women in institutions of higher learning, consequently eliciting long-term psychological and physical harm while inhibiting the learning environment for female students.


86 Ibid.


89 David A Wolfe & Debbie Chiodo, “Sexual harassment and related behaviours reported among youth from grade 9 to grade 11” (2008), Toronto, ON: Centre for Addiction and Mental Health.


IV. Bibliography


(Endnotes)

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

ii 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 and girls’ human rights.”