

Senate



Sénat

CANADA

WOMEN, PEACE AND SECURITY: Canada Moves Forward to Increase Women's Engagement

The Honourable Nancy Ruth
Chair

The Honourable Mobina S. B. Jaffer
Deputy Chair

**Standing Senate Committee
on Human Rights**

November 2010

Ce document est disponible en français.

Available on the Parliamentary Internet:
www.parl.gc.ca
(Committee Business – Senate – Reports)
40th Parliament – 3rd Session

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MEMBERS

The Honourable Nancy Ruth, Chair

The Honourable Mobina S. B. Jaffer, Deputy Chair

The Honourable Senators:

Raynell Andreychuk

Salma Ataullahjan

George Baker, P.C.

Patrick Brazeau

Elizabeth Hubley

Vim Kochhar

Rod A. A. Zimmer

Ex-officio members of the committee:

The Honourable Marjory LeBreton, P.C., (or Gérald Comeau) and James Cowan (or Claudette Tardif).

Other Senators who have participated from time to time in the study:

The Honourable Senators Roméo Dallaire, Jacques Demers, Janis G. Johnson, Terry Mercer, Grant Mitchell and Jim Munson.

Parliamentary Information and Research Service, Library of Parliament:

Allison Goody, Julia Nicol and Julian Walker, analysts.

Clerk of the Committee:

Adam Thompson

ORDER OF REFERENCE

Extract of the *Journals of the Senate*, Tuesday, March 23, 2010:

The Honourable Senator Johnson moved, seconded by the Honourable Senator Andreychuk:

That the Standing Senate Committee on Human Rights be authorized to examine and monitor issues relating to human rights and, inter alia, to review the machinery of government dealing with Canada's international and national human rights obligations;

That the papers and evidence received and taken and work accomplished by the committee on this subject since the beginning of the First session of the Thirty-seventh Parliament be referred to the committee; and

That the committee submit its final report to the Senate no later than June 30, 2010.

The question being put on the motion, it was adopted.

Extract of the *Journals of the Senate*, Tuesday, June 22, 2010:

The Honourable Senator Johnson moved, seconded by the Honourable Senator Stratton:

That notwithstanding the order of the Senate adopted on March 23, 2010, the date for the presentation of the final report by the Standing Senate Committee on Human Rights on issues relating to human rights and, inter alia, to review the machinery of government dealing with Canada's international and national human rights obligations be extended from June 30, 2010, to March 31, 2011.

The question being put on the motion, it was adopted.

Gary W. O'Brien
Clerk of the Senate

EXECUTIVE SUMMARY

Peace is not the absence of war. It is the presence of justice and the absence of fear.

*Dr. Ursula Franklin,
Companion of the Order of Canada,
distinguished scientist and peace activist*

From September 2009 to April 2010, the Standing Senate Committee on Human Rights conducted a study of United Nations Security Council (UNSC) resolution 1325 on women, peace and security, which was adopted unanimously by the Council in October 2000. The Committee focused its study on the implementation of the resolution by the UN and, in particular, Canada.

Resolution 1325 was the first adopted by the Security Council to explicitly address the impact of armed conflict on women. It introduced a set of international standards for all UN member states, conflict belligerents, the UN system and its peacekeeping forces, and other stakeholders. Under the resolution, these actors must take varying steps to ensure that efforts to prevent, resolve and rebuild from armed conflict incorporate the perspectives of women. They must facilitate women's full involvement in relevant decision-making. The resolution also calls for full implementation of international law relevant to armed conflict, condemning any violations of the rights and security of women.

This landmark resolution has since been strengthened by three additional Security Council resolutions. Resolution 1820 on sexual violence in armed conflict (2008) has as its sole objective the improvement of efforts to protect women and girls in conflict situations and to prosecute cases of human rights abuses against women therein – particularly sexual violence. Resolution 1888 (2009) institutes more robust implementing commitments. Resolution 1889 (2009) targets post-conflict peacebuilding.

The Committee's Findings

Overall, the Committee learned that while progress has been made since 2000, much remains to be done. The gaps in implementation documented in this report demonstrate that Canada and other UN member states must provide both a push and a helping hand in order to implement the objectives of resolution 1325.

The Committee examined the imperative of women's involvement as decision-makers in all matters of peace and security. Women are one half of every country's population. Women bring unique and valuable contributions to peace negotiations and reconstruction. Perhaps most importantly, their participation in conflict resolution strongly contributes to the durability of peace.

Despite these clear linkages, in most cases, women have not had access to or influence over the decision-making table. According to the UN Development Fund for Women (UNIFEM), since 1992, only 2.4 percent of signatories to peace agreements have been women.

Witnesses pointed to several key gaps in the implementation of resolution 1325:

- ***Economic Insecurity.*** Women typically do not have access to the economic resources needed to participate in peace processes;
- ***Capacity.*** Women have often been denied education and training that would enable them to assume influential roles in negotiations and planning;
- ***Limited Data.*** Very limited data exists to track the ways in which armed conflicts are impacting women, and the degree to which gender perspectives are being incorporated in all peace and security interventions.
- ***Slow Progress at the UN.*** Few women occupy senior positions within UN offices and even fewer act as Special Representatives of the Secretary-General. Moreover, gender mainstreaming continues to be a work in progress at the UN, including with respect to conflict mediation teams, which have generally not been equipped with specialized expertise.
- ***Institutional Fragmentation.*** Within the UN, various offices have had responsibilities for women's issues. As a result, some roles have overlapped, while other necessary actions, particularly at the operational level, have fallen through the cracks.

The aspects of resolution 1325 that focus on women's empowerment are given less attention than those related to the protection of civilians in conflict situations from human rights abuses and violence. However, both components must be fully supported. Women are not just victims of war and beneficiaries of peace. Violence against women cannot be curtailed unless women are full and active participants in society.

The report addresses the heightened displacement, deprivation and violence inflicted on women as a result of armed conflict. In particular, witnesses focused on rape as a tool of war.

The situation on the ground for many women in situations of armed conflict remains perilous and bleak. To cite the most troubling example, in the Democratic Republic of Congo, the UN estimated in 2009 that on average at least 36 rapes were committed every day.

Witnesses called for further progress in several key areas:

- ***Gender Perspectives in the Peace and Security Architecture.*** An effective way to mainstream gender perspectives in security operations is by deploying female military and police personnel. The presence of women in such roles, and in senior diplomatic and development positions, increases the overall effectiveness of missions. Specialized expertise is also needed to ensure that all security sector processes respond to the needs and perspectives of women. Finally, gender considerations must be incorporated comprehensively in all training of security sector personnel.
- ***Mechanisms for Justice.*** A culture of impunity for crimes of sexual violence has persisted in many countries. Country justice institutions have struggled to be effective and efficient. They are hindered by limited capacity and resources. As a result, many abuses go unreported and uninvestigated. A gap exists between international mechanisms for prosecution and these national systems - the only avenue available to most victims.
- ***Support for Victims.*** Women's recovery is hindered by insufficient health and counseling services as well as weak mechanisms for economic and social reintegration.

United Nations Security Council Resolution 1325: Canada's Role

The Committee examined in detail Canada's record to date on resolution 1325 and women, peace and security issues more generally.

Canada was a non-permanent member of the Security Council when resolution 1325 was adopted in 2000, and played an instrumental role therein. The Committee was informed of Canada's activities since that time, particularly those undertaken through the Canadian Permanent Mission to the UN. Canada has provided leadership since 2000, particularly by sustaining international momentum on resolution 1325 through its work with the UN member state governments that form the "Friends of Women, Peace and Security" group in New York.

The Committee focused on the concrete steps and niche contributions that would leverage Canadian expertise and strengthen Canada's collective actions directed at women in situations of armed conflict, as part of peacekeeping, peacemaking and peacebuilding.

At the time of the Committee's hearings, testimony received from departmental officials did not indicate clearly whether some form of a national action plan on resolution 1325 was under development, and if so, its content, scope and status. Most witnesses strongly recommended that Canada develop such a plan. They argued it would create accountability mechanisms, and build awareness nationally while also contributing to international mobilization and standard-setting.

Based on the testimony, the Committee was of the opinion that Canada needed a comprehensive national implementation strategy.

On October 5th 2010, the government released its Action Plan on the UNSC resolutions on women, peace and security: *Building Peace and Security for all*. The Committee is encouraged by this development, and welcomes the plan and its many positive elements. A number of the Committee's concerns are addressed in the government's plan. To clarify our position, the Committee is recommending a series of concrete actions to address some of the inherent problems facing women in situations of armed conflict.

The Committee's Observations on the Government of Canada's Action Plan

The Committee's report complements the government's Action Plan. We provide analysis and recommendations from a parliamentary perspective. While, the development of the strategy is an important component in governmental efforts to contribute to the international realization of resolution 1325, implementation in real terms is the key.

With this perspective in mind, the Committee believes the Action Plan must go further:

- Indicators are important, but not enough. Specific target benchmarks for each indicator and timelines for achieving them are required.
- A detailed analysis is needed of the more complex and qualitative aspects of women in situations of armed conflict in the government's forthcoming annual reports.
- Clear, dedicated and multi-year resources must be attached to the plan.

Efforts must be organized around a targeted framework of activities where Canada can make an effective difference, while also addressing the aforementioned implementation gaps. The Committee believes that Canada should focus its efforts on:

- **Enabling women to be decision-makers in matters of peace and security**

Women peace delegates, negotiators, mediators, and civil society organizations need dedicated funding and other forms of support to enable their participation in conflict resolution processes. Women need assistance to maximize their training and capacity to do so. Gender considerations must be prioritized each time Canada involves itself in peace negotiations, mediation, and post-conflict efforts to hold elections, establish priorities and build institutions.

Some of the more specific areas where Canada needs to take action, which became apparent during witness testimony, were identified in the government's Action Plan. This includes the need to: support research on women's experiences in conflict and its aftermath; develop a roster of government personnel who have specific gender expertise with respect to peace negotiations and post-conflict institution-building; increase the number of women put forward by Canada as nominees for senior UN positions; and, the need to ensure that gender perspectives are built into all support targeting security sector reforms and programming.

- **Building gender-sensitive peace and security architecture**

The Committee looked in particular at the training provided to Department of National Defence/Canadian Forces (DND/CF) and Royal Canadian Mounted Police (RCMP) personnel. The Committee determined that the UN resolutions were not being specifically dealt with and elaborated on in any level of detail during training or in the professional development of DND/CF and RCMP personnel.

The Committee believes that general training on ethics and codes of conduct is not enough. Women, peace and security issues must be comprehensively integrated throughout all the pre-deployment and in-theatre training received by DND/CF and RCMP personnel. This same model should be applied to all training delivered to foreign militaries and police forces. Moreover, training must encapsulate the broader issues of women's participation in conflict resolution and post-conflict reintegration, considerations which go beyond civilian protection.

The Committee calls for the significant increase by 2015 of the number of Canadian female military and civilian police personnel deployed in field missions, particularly in positions of leadership. More specifically, it urges the RCMP to consider seriously the deployment of an all-female or majority-female police unit to a UN peacekeeping mission. Canada should also provide financial assistance to enable other countries with such police capacity to do so.

- **Strengthening justice institutions and access to remedies**

The Committee focused on the ways in which Canada can strengthen its existing support for the International Criminal Court (ICC), while also closing the gap between the ICC and national justice systems in conflict and post-conflict countries. Particular support should be provided for the investigation and prosecution of sexual violence. All of Canada's efforts targeting justice system enhancements and reforms should be infused with gender perspectives.

Finally, in relation to its framework, the Committee examined specific actions Canada should take at the UN. The Committee welcomes the recent creation of a consolidated gender entity – UN Women – which will become operational in January 2011. It was also encouraged by the appointment of the first Special Representative of the Secretary-General on Sexual Violence in Conflict earlier this year. However, the Committee remains concerned about the need to ensure that a mandate for pursuing full implementation of all components of resolution

1325, both across the UN system and in UN member states, is clearly given to one UN entity. The Committee is recommending that this responsibility be given to the Special Representative of the Secretary-General on Sexual Violence in Conflict. The expanded mandate must encompass the holistic issues relevant to women, peace and security.

In general, the Committee is seeking to amplify Canada's impact by focusing on a select group of initiatives where it has capacity and demonstrated expertise. The Committee's vision is for Canada to be an international champion of the implementation of the UN resolutions on women, peace and security through its foreign affairs, defence, justice, public safety, and development ministries.

Monitoring

One of the key concerns raised by witnesses was the need for the government to designate a clear centre of responsibility tasked with implementation of the UNSC resolutions. Under the Action Plan, the Stabilization and Reconstruction Task Force (START) of the Department of Foreign Affairs is given this responsibility. The Committee considers this designation useful. Nevertheless, the degree to which this institutional structure will work remains to be seen. The Committee will be watching to ensure that this is not a 'whole of government' strategy on paper alone.

Indeed, the efficacy of all the policies and programs described in the Action Plan must be evaluated once they have been put into practice and given time to work. In performing its parliamentary oversight function, the Committee is therefore committed to monitoring implementation closely to ensure that the promises undertaken by the government are operationalized to the greatest degree possible.

This report concludes by underscoring that the circumstances facing women and girls in conflict and post-conflict zones has a direct bearing not only on their own lives, but on the foreign policy interests of Canada and like-minded states, and on the success of the UN. The Committee acknowledges that the challenges facing women in situations of armed conflict are both complex and challenging. But, the Committee strongly believes that Canada is well-suited and well-equipped to be a leader at the UN and in UN member states around the world, pushing for the full and timely realization of resolution 1325.

THE COMMITTEE'S RECOMMENDATIONS

The National Action Plan

1. **The Government of Canada should strengthen its Action Plan for the Implementation of the United Nations (UN) Security Council Resolutions on Women, Peace and Security with**
 - **Clear targets that each specific action in the plan is intended to reach; and**
 - **Time-bound indicators corresponding to the realization of these targets.**
2. **The Government of Canada should allocate clear, dedicated and multi-year budgetary resources towards the implementation of its Action Plan. These resources must be at a level commensurate with the activities and objectives established in the Action Plan.**
3. **The Government of Canada should table the annual progress reports on its Action Plan in both Houses of Parliament. Each year, a parliamentary committee should review progress and the Action Plan itself. This responsibility should be rotated annually amongst the committees with mandates to examine issues pertaining to foreign affairs and international development, human rights, justice, gender equality, national defence, and public safety.**

Enabling Women to be Decision-Makers in Matters of Peace and Security

In Ottawa, the Government of Canada should:

4. **Dedicate funding which is specifically earmarked for women's participation in peace processes, including support for women delegates, women negotiators, women mediators, and for UN and regional negotiating teams to build gender expertise;**
5. **Initiate projects specifically targeted at training, education and capacity-building for women and women's civil society organizations in situations of armed conflict;**
6. **Further increase overall Canadian International Development Agency (CIDA) support for women and girls' education programming as a means of empowerment in situations of state fragility and conflict;**

- 7. Engage and sponsor individual women and women's groups from conflict-affected countries so that they can participate in training workshops and symposiums offered by non-governmental and research organizations;**
- 8. Instruct all Cabinet Ministers, parliamentarians, and Government of Canada personnel in DFAIT, CIDA, DND/CF, Public Safety, and the Privy Council Office on gender analysis;**
- 9. Develop a strategy that addresses gender considerations each time that Canada participates in peace negotiation missions, mediation efforts, or any related roles in conflict or post-conflict zones;**
- 10. Identify concrete steps to prioritize the inclusion of women automatically each time that Canada participates in such initiatives (listed in recommendation 9);**
- 11. Target the post-conflict electoral support that is provided by DFAIT, CIDA and Elections Canada on the participation of women as candidates, voters and in election processes;**
- 12. Champion innovative approaches to women's participation in peace processes, including parallel or "track two" approaches and post-conflict gender symposiums, and any other mechanisms that are successful at engaging local women and civil society;**

At the United Nations, the Government should:

- 13. Lobby for the establishment and funding of a UN trust fund, to be overseen by the new UN consolidated gender entity (UN Women), which would be dedicated to assisting women to participate actively in all stages of conflict resolution;**
- 14. Advocate for and direct funding towards the creation of a specific gender advisory capacity within all UN mediation support units and standby teams; and**
- 15. Advocate that the UN Security Council develop a systematic approach to meeting with women's organizations when conducting any field visits.**

Building Gender-Sensitive Peace and Security Architecture

- 16. The Government of Canada should ensure that the training and education provided by the Department of National Defence/Canadian Forces (DND/CF) and the Royal Canadian Mounted Police (RCMP) to their personnel is expanded beyond civilian protection issues to cover the broader issues of women's participation in all conflict resolution processes and post-conflict reintegration.**
- 17. The CF should have a capacity of advisers with specific expertise in gender issues pertinent to conflict and post-conflict zones that could be embedded in major CF deployments.**
- 18. The CF and RCMP should set clear objectives to increase the proportion of female personnel in international deployments to twenty percent by 2015.**
- 19. The CF and RCMP should both develop time-bound strategies to increase the number of women that can be appointed to high-level leadership positions as part of international security deployments, and for retaining women at these ranks.**
- 20. The RCMP should consider forming and deploying an all-female or majority-female police unit as part of a United Nations peace support mission. The Government of Canada should also provide financial assistance to enable other countries with international civilian police capacity to deploy such units.**
- 21. In order to build best practices in gender sensitive training, DND and the Department of Foreign Affairs and International Trade (DFAIT) should engage in more systematic outreach with existing organizations that have developed training modules and curricula relevant to women, peace and security issues, including the Pearson Peacekeeping Centre and the Institute for Inclusive Security in the United States.**

Strengthening Justice Institutions and Access to Remedies

- 22. The Government of Canada should refuse to provide any form of support to the negotiation or mediation of cease-fires, peace agreements or post-conflict settlements that include amnesties for serious human rights abuses and/or sexual violence committed during hostilities.**

- 23. The government should provide sustained and comprehensive support through DFAIT, the Justice Department, Public Safety Canada and CIDA, targeted specifically at strengthening, professionalizing, and building the capacity of national justice systems in conflict and post-conflict countries and ensuring access to justice for women and girls in those countries.**
- 24. The government should advocate internationally for the establishment of a permanent high-level adviser on gender crimes within the prosecutor's office of the International Criminal Court. The government should also provide dedicated funding to enable this new position.**

Institutional Changes at the United Nations

At the United Nations, the Government of Canada should:

- 25. Advocate that the mandate of the new UN Special Representative of the Secretary-General on Sexual Violence in Conflict be expanded to include explicit reference to broader issues of women, peace and security;**
- 26. Provide core funding to UN Women in the form of voluntary contributions.**

CHAPTER I: INTRODUCTION

Overview

Resolution 1325 - Women and Armed Conflict

The past decades have witnessed brutal civil wars, political destabilization, and regional upheaval in a variety of countries around the world. While such violence is by no means a new phenomenon, it is only in recent decades that the international community has begun to fully address the problems inherent in armed conflict.

National and international activities related to the resolution of armed conflict have traditionally done very little to act upon the perspectives and experiences of women and girls. This pattern has persisted despite the fact that women and children usually suffer disproportionately from armed conflict and are often deliberately targeted by the belligerents. Indeed, sexualized violence and the systematic abuse of the human rights of women and girls are terrible and all too common features of modern warfare.

Women have also been largely neglected or excluded from decision-making mechanisms relevant to conflict resolution. Studies have demonstrated that while women can bring unique and valuable contributions to peace negotiations and reconstruction phases, they are usually not at the table and are in many cases shut out of discussions altogether.

However, since the late 1990s, there has been a growing recognition in the international community of the need to specifically address women's priorities and roles during conflict and in post-conflict peacebuilding. The unanimous adoption of Resolution 1325 by the United Nations Security Council (UNSC) in October 2000 was a milestone in efforts to change the international community's response to armed conflict in this regard.

Resolution 1325 was the first passed by the Security Council that explicitly addressed the impact of armed conflict on women. It marked a clear demarcation in the Security Council's response to the matters on its agenda by underscoring the direct correlation between the degree

to which women are enabled as equal and active decision-makers as part of societal responses to armed conflict, and the durability of peace and reconciliation.¹

Resolution 1325 introduced a set of international standards for UN member states, conflict belligerents, the United Nations (UN) system and its peacekeeping forces, and all other relevant stakeholders. Member states pledged that UN and national efforts to prevent, resolve and rebuild from armed conflict must incorporate the perspectives of women and facilitate their full involvement in relevant decision-making. The resolution necessitates that gender perspectives be incorporated in all UN and member state processes related to conflict prevention and management, peacemaking, and disarmament and peacebuilding. It also calls for actions to be taken to ensure full implementation of international law in situations of armed conflict, condemning any violations of the human rights and security of women and girls. The original intent of resolution 1325 was perhaps best captured by the UN Secretary-General in his 2004 report to the Security Council. He wrote that, “Resolution 1325 (2000) holds out a promise to women across the globe that their rights will be protected and that barriers to their equal participation and full involvement in the maintenance and promotion of sustainable peace will be removed.”²

Resolution 1325: A Work in Progress

Recent International Developments

The last two years have seen significant international progress on women, peace and security issues. In 2008, the UN Security Council adopted resolution 1820, a text that has as its sole objective the improvement of efforts to protect women and girls in conflict situations and to prosecute cases of such abuses. It focused on sexual violence committed during and in the period following armed conflict, conveying the Security Council’s will to declare unequivocally

¹ In the lead-up to the adoption of Resolution 1325, the President of the UNSC issued a statement on International Women’s Day in March 2000, on behalf of the Council, making this connection. This statement “affirm[ed] that the equal access and full participation of women in power structures and their full involvement in all efforts for the prevention and resolution of conflicts are essential for the maintenance and promotion of peace and security.” See, “Peace Inextricably Linked with Equality Between Women and Men says Security Council, in International Women’s Day Statement,” Press Release SC/6816, 8 March 2000, <http://www.un.org/News/Press/docs/2000/20000308.sc6816.doc.html>.

² United Nations Security Council (UNSC), “Women and peace and security: Report of the Secretary-General,” S/2004/814, distributed 13 October 2004.

that impunity for such crimes cannot continue. Resolution 1820 is considered a landmark in international efforts to tackle the scourge of rape and sexual exploitation that has been a feature of so many armed conflicts.

Just one year later, in 2009, the Council adopted two new resolutions – 1888 and 1889 – providing further details and more robust implementing commitments around the principles laid out in the preceding resolutions 1325 and 1820. Resolution 1889 added the vital piece of augmenting women’s participation in peacebuilding and post-conflict public life. The UN has also moved to create new institutional mechanisms that could help to advance the entire body of resolutions and to monitor implementation.

The Situation Today

Despite these recent steps, the events that took place in Guinea in late September 2009 are but one example demonstrating that progress towards global implementation of resolution 1325 remains incomplete. Women who were part of peaceful protests against the institution of military rule in their country were blatantly attacked by the regime’s security forces, and cases of rape were reported.³

As another example, despite the institution of a national peace deal and the election of a new government in the Democratic Republic of the Congo in 2006, the daily lives of women in the eastern provinces of that country remain perilous as many are brutalized by a host of armed groups which continue to operate.⁴ In 2010, troubling reports emerged in that at least 300 women and girls were raped by members of such groups over several days at the end of July/early August in villages in eastern Congo, one of which is “not far from a UN peacekeepers’

³ See, Neil MacFarquhar, “U.N. Panel Calls for Court in Guinea Massacre,” *The New York Times*, 21 December 2009, <http://www.nytimes.com/2009/12/22/world/africa/22guinea.html?ref=guinea>; see also, Adam Nossiter, “Troops in Guinea Said to Fire on Pro-Democracy Protestors,” *The New York Times*, 28 September 2009, <http://www.nytimes.com/2009/09/29/world/africa/29guinea.html>.

⁴ The Committee was provided with a written submission from the Africa Canada Accountability Coalition entitled, *‘The Worst Place in the World to be a Woman’: Canada’s Role to Stop Rape in the DR Congo*, Policy Position and Discussion Report, September 2009. For further information on the occurrence of sexual violence in DR Congo, see also: Harvard Humanitarian Initiative (with support from Oxfam America), *‘Now, the World is Without Me’: An Investigation of Sexual Violence in Eastern Democratic Republic of Congo*, April 2010, <http://hhi.harvard.edu/images/resources/reports/hhi-oxfam%20drc%20gbv%20report.pdf>.

camp.”⁵ All of this is occurring in a country that is struggling to build effective institutions, including those necessary for the provision of justice, security and healthcare.

Moreover, it is unclear whether attempts to forge political reconciliation and consolidate peace in countries ranging from Afghanistan to the Sudan are including women as decision-makers in a meaningful way. Even at the United Nations, the institutional architect and home of resolution 1325, there are few women occupying senior positions within the various offices and even fewer acting as Special Representatives or Envoys of the Secretary-General. Gender mainstreaming continues to face challenges at the UN, an institution which has had to confront its own problems with respect to the conduct of some of its deployed military and civilian personnel.⁶

As the ten-year anniversary of resolution 1325 was marked in October 2010, it is apparent that much work remains to be done. While progress has been made at the UN and in its member states, the full range of goals envisioned by resolution 1325 and those adopted subsequently remain distant. Canada’s Deputy Permanent Representative to the UN, Henri-Paul Normandin, confirmed this unfinished agenda in his remarks to the Security Council last October. He stated:

Implementation of Resolution 1325 is a work in progress, both at the national level and at the UN. With the 10th anniversary of Resolution 1325 approaching ... it is time to undertake a serious examination of the gains that have been made as well as those aspects of 1325 that remain unrealized.⁷

Recent events in conflict and post-conflict zones make it clear that action has been inadequate at the operational level. But there are also missing pieces and room for improvement with respect to the institutional structures that are in place, within countries and internationally, to enable governments to follow through on the spirit and specific components of resolution

⁵ “UN peacekeepers ‘failed’ DR Congo rape victims,” *BBC News*, 7 September 2010, <http://www.bbc.co.uk/news/world-africa-11224656>.

⁶ For further information on this issue, see: United Nations Conduct and Discipline Unit, “Police: Sexual Exploitation and Abuse Policy,” <http://cdu.unlb.org/Policy/SexualExploitationandAbusePolicy.aspx> (accessed: 2 September 2010). This website states that, “The United Nations has developed a series of policies concerning sexual exploitation and abuse in response to allegations that such acts had been committed by peacekeeping and humanitarian personnel. Allegations of this nature arose in regions including the Balkans, Cambodia and Timor Leste during the 1990s, in West Africa in 2002 and in the Democratic Republic of the Congo in 2004.” Information on related UN reforms can be accessed here: <http://cdu.unlb.org/Policy/ReformstoEliminateSexualExploitationandAbuse.aspx>.

⁷ Statement by Ambassador Henri-Paul Normandin, Deputy Permanent Representative of Canada to the United Nations, to the Security Council Open Debate on Women, Peace and Security, New York, 5 October 2009.

1325 and the related resolutions. These issues will be explored in detail in the chapters that follow.

The Purpose of this Study

Given the significant need for further progress in realizing the objectives established by the UN resolutions on women, peace and security, the devastating effects of armed conflict on women and girls, and the consequences of their exclusion from peacemaking initiatives, the Standing Senate Committee on Human Rights decided to undertake a study of UNSC resolution 1325. The absence of a Canadian national action plan on resolution 1325 at that time was another factor that motivated the Committee to examine these issues. In conducting its study, the Committee examined in particular the implementation of the resolution to date by the United Nations and Canada.

Overall, in the course of its hearings on resolution 1325, the Committee learned that progress has been made since 2000 both internationally and domestically. Canada recognized the need to address explicitly the oft-overlooked perspectives and priorities of women and girls in situations of armed conflict when it participated directly in the adoption of resolution 1325 as a non-permanent member of the Security Council in 2000. Since that time, Canada has worked to strengthen these norms through support for the follow-on resolutions 1820, 1888 and 1889, advancing several important initiatives through its diplomatic, development and defence policies.

However, the Committee was also told repeatedly that more robust and sustained efforts are required from the UN and national governments. This is relevant at the political level and in terms of the concrete financial and other specialized resources and personnel that are committed to programs.

The Committee held meetings from September 2009 until April 2010, receiving evidence from a variety of witnesses, including representatives from the Canadian government, the United Nations, civil society organizations, and experts in the policy community. While the focus of the Committee's study was on resolution 1325, the Committee also gave consideration to related resolutions that have been adopted by the Security Council on women, peace and security in the last ten years: resolutions 1820, 1888 and 1889.

At the domestic level, the Committee hoped that by undertaking its study, it would influence the Department of Foreign Affairs and International Trade to move towards creating and implementing a national action plan on the UN resolutions. Internationally, the Committee's decision to conduct this study was made with the underlying desire to further the advancement of human rights for women around the world, which the Committee considers to be a key part of its mandate.⁸ The Committee is also of the opinion that the advancement of women's rights will, in itself, have a broader impact – the enhancement of global peace and security.

The Committee's Report: a Focus on Implementation

As is the case with many UN resolutions, the key problem lies not with the need for new promises to be adopted, but for those commitments upon which UN member states have already agreed to be fully implemented. The Committee believes that the momentum created by the ten-year anniversary of resolution 1325 must be seized to accelerate the realization of the resolution's objectives. An intensified response is needed to effect tangible and sustainable changes on the ground in conflict countries, within the UN system itself, and in the national policies of each UN member state.

Since concluding its hearings in April 2010, the Government of Canada has released its Action Plan for the implementation of the Security Council resolutions on women, peace and security – [*Building Peace and Security for all*](#). The Committee is encouraged by this development and welcomes the plan and its many positive elements (which will be discussed in greater detail in the final chapter of this report). A number of the key issues and concerns that were raised by witnesses during the Committee's hearings are reflected in the government's plan. The Committee is hopeful that this plan will enable Canada to move to the next level of action in implementing the UN resolutions.

Rather than being a commentary on the Canadian government's announcement, the Committee sees its report as a complement to the Action Plan, providing insight, analysis and recommendations from a parliamentary perspective. The Committee's report is not focused solely on the tool – an action plan – that Canada required to address the issues raised by the UN

⁸ The Committee is mandated to monitor issues relating to human rights and to review the Canadian government's machinery dealing with Canada's international and national human rights obligations.

resolutions on women and armed conflict. Instead, it presents a broad analysis of all of the objectives and outcomes that such a tool should be designed to help achieve, and the many challenges that may continue to exist in moving forward. In the final analysis, the development of a strategy is a very important component in governmental efforts to contribute to the international realization of the various objectives established by resolution 1325. Such a plan cannot, however, be sufficient on its own to do so. Implementation of the strategy in real terms, which must include robust monitoring and accountability mechanisms, as well as societal engagement, is the key. This perspective is the essence of the Committee's report.

Organization of the Report

This report discusses the key issues raised during the Committee's hearings, which concentrated primarily on UN Security Council resolutions 1325 and 1820. It highlights the core thematic considerations that were raised by witnesses, and those ideas which have helped the Committee to understand the key gaps in implementation and to formulate recommendations for Canadian policy. This report also draws on some of the extensive research that has been made available by civil society organizations, think tanks, and the UN.

The second chapter of the report focuses on women as decision-makers, including their participation in conflict resolution processes and in post-conflict peacebuilding. The third chapter examines the need to address systematic sexualized violence against women and girls during and after armed conflict, and to investigate and prosecute such crimes. The final chapter presents the Committee's observations and recommendations on how Canada can most effectively contribute to the global implementation of resolution 1325.

CHAPTER II: WOMEN’S PARTICIPATION IN MATTERS OF PEACE AND SECURITY - WOMEN AS AGENTS OF CONFLICT RESOLUTION AND PEACEBUILDING

What do Resolutions 1325 and 1889 say?

As the groundbreaking United Nations Security Council (UNSC) resolution on women, peace and security, resolution 1325 covers all of the critical areas (the ‘Ps’): perspectives, participation, prevention, protection, prosecution, and peacebuilding. The resolutions that were adopted by the Council subsequently – 1820, 1888, and 1889 - each dealt with baskets of these topics in greater depth and detail. This chapter looks at those elements of resolution 1325 that address women as agents of conflict resolution and post-conflict decision-making. It also examines the importance of incorporating gender perspectives in all peace and security-related interventions. As resolution 1889 specifically addressed the final ‘P’ – peacebuilding – this will be discussed as well.

Resolution 1325

The central focus of resolution 1325⁹ is stated in one of the preambular paragraphs, which reaffirms: “the important role of women in the prevention and resolution of conflicts and in peace-building, and [stresses] the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution.” The resolution reinforces that women need to be at the table and engaged in all discussions related to conflict resolution and the course of action their society will take when conflict comes to an end.

Resolution 1325 includes the following other key elements that are relevant to women’s roles as decision-makers in matters of peace and security. The resolution:

⁹ UNSC, S/RES/1325 (2000).

- Urges UN member states and the UN Secretary-General to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for conflict resolution;
- Urges the Secretary-General to appoint more women as his special representatives and envoys;
- Calls on member states to provide candidates to the Secretary-General for appointment to these positions;
- Urges the Secretary-General to expand the role and contribution of women in UN field-based operations, particularly among military observers, civilian police, and human rights and humanitarian personnel;
- Urges the Secretary-General to include a gender component in field operations where possible;
- Requests the Secretary-General to provide member states with training on the importance of involving women in peacekeeping and peacebuilding measures, and invites member states to incorporate those guidelines in their national training programs;
- Calls on all actors involved to adopt a gender perspective when negotiating and implementing peace agreements, including with respect to –
 - The special needs of women and girls during repatriation and resettlement and in the course of rehabilitation, reintegration and post-conflict reconstruction;
 - Measures that support local women’s peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;
 - Measures that ensure positive recognition of and respect for the human rights, security and empowerment of women and girls.
- Calls upon all parties to take into account the particular needs of women and girls in the design of refugee camps; and
- Expresses the willingness of the Security Council to try where possible to take into account gender considerations and the rights of women, including through consultations with local and international women’s groups as part of its missions.

Resolution 1889

Resolution 1889¹⁰ was adopted by the UN Security Council on 5 October 2009. It builds on resolution 1325 by reiterating the need to ensure women's full participation in all stages of conflict resolution, but it focuses in particular on post-conflict peacebuilding. It recognizes "the key role women can play in re-establishing the fabric of recovering society." The resolution acknowledges that women are often prevented from doing just that as a result of violence and intimidation, weak rule of law, cultural discrimination, and socio-economic factors such as the lack of access to education.

Resolution 1889 outlines the continuing problems associated with ensuring that women are influential in post-conflict public life and economic recovery programs. It expresses particular concern over the lack of women's representation in formal mediation processes. The resolution urges UN member states to take further measures to improve women's participation in post-conflict planning and in the development and implementation of reconstruction strategies.

Women's empowerment should be taken into account during needs assessments, and factored into subsequent funding disbursements and program activities. The resolution notes the relatively low level of post-conflict financing targeted specifically at women's priorities.

Why does Women's Participation Matter?

UNSC resolution 1889 states clearly that: "the marginalization of women can delay or undermine the achievement of durable peace, security and reconciliation." If women are not at the table, their interests, needs, priorities and perspectives will typically be neglected or in some cases completely ignored. Witnesses told the Committee repeatedly that peace agreements, reconstruction plans and transitional justice mechanisms have little hope of being gender sensitive or of including the perspectives of women if women are not involved directly in negotiating the terms of their establishment. Moreover, all of these processes have to be designed in a way that enables women to be influential in their outcomes. As Kate McInturff, the Coordinator of the Gender and Peacebuilding Working Group at Peacebuild, a Canadian

¹⁰ UNSC, S/RES/1889 (2009).

NGO, put it to Committee: "...when women are at the table, women's needs and rights are on the table."¹¹

In many ways, women and men will have experienced armed conflict differently. Women typically play different and vital roles in family structures, as caregivers, in food production, economic development and community life. They can also be enlisted as combatants, which brings with it immediate vulnerabilities but also challenges for future reintegration. Women and men can have differing sets of priorities for how a society should move forward in its rebuilding process. Given the stakes of what is being decided in "conflict resolution" and "post-conflict" processes, the repercussions of women's exclusion cannot be overlooked. In more tangible terms, these discussions will determine political power-sharing agreements, constitutional and electoral reforms, the reintegration and settlement of refugees and internally-displaced persons, areas of priority for mine clearance and weapons seizures, demobilization and reintegration strategies for former combatants, and the appropriate justice mechanism to deal with wartime human rights abuses, among many other things. Therefore, ensuring that women are at the table and influencing proceedings is critical.

Donald Steinberg, the Deputy President for Policy at the International Crisis Group, has underlined the importance of women's participation and the incorporation of gender perspectives in peace processes, a conclusion he has reached from a long career engaged with US foreign policy and peace and security issues, particularly in Africa. Challenging convention, Steinberg argues that "a peace agreement that calls itself gender-neutral is, by definition, discriminatory against women." He has recalled his former experience as the US Ambassador to Angola, following the signing of a peace agreement in that country in the mid 1990s, in his written commentary and in testimony to the US Congress to illustrate this point. He explains that, in the case of Angola:

First, the agreement did not require the participation of women in the implementation body. As a result, 40 men and no women sat around the peace table. This imbalance silenced women's voices and meant that issues such as sexual violence, human trafficking, abuses by government and rebel

¹¹ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session. Unless otherwise noted, all quotations from witnesses contained in this report are taken from oral testimonies given to the Committee, as set out in the Appendix.

security forces, reproductive health care, and girls' education were generally ignored.

The peace accord was based on 13 separate amnesties that forgave the parties for atrocities committed during the conflict. Given the prominence of sexual abuse during the conflict, including rape as a weapon of war, amnesty meant that men with guns forgave other men with guns for crimes committed against women. The amnesties introduced a cynicism at the heart of our efforts to rebuild the justice and security sectors.¹²

Mr. Steinberg's comments imply that this peace deal was not constructed as an effective mechanism for conflict prevention in large part because it was not legitimate or relevant for all societal actors. According to Mr. Steinberg, despite subsequent efforts to incorporate gender considerations in projects and programming in Angola, "...by then, civil society – and particularly women – had come to view the peace process as serving the interests of the warring parties." He concluded by noting that, "When the process faltered in 1998, there was little public pressure on the leaders to prevent a return to conflict, and war soon re-emerged."¹³

The results of post-conflict negotiations in Burundi during the 2004 to 2006 period provide a counter-example to the outcome of the events that transpired in Angola. Burundian women participated in the peace negotiations that were convened in Arusha, Tanzania. Kate McInturff described to the Committee how women's involvement in deliberations led to a more gender equal state-building process in Burundi. Women's participation contributed to "quotas in the peace agreement and the new constitution," and as a consequence, "30 per cent of all parliamentarians and seven of 20 ministers are women."¹⁴ David Haeri and Fernanda Tavares from the Peacekeeping Best Practices section of the United Nations (UN) also cited the positive practices followed in Burundi. Ms. Tavares noted that gender considerations were incorporated in the country's disarmament, demobilization and reintegration process and that gender-based violence was addressed in the reform of the security sector "from the outset".¹⁵ As

¹² Donald Steinberg, "Beyond Victimhood: Protection and Participation of Women in the Pursuit of Peace," Testimony to the United States Senate Foreign Relations Committee, Washington, D.C., 1 October 2009, available at: <http://www.crisisgroup.org/en/publication-type/speeches/2009/beyond-victimhood-protection-and-participation-of-women-in-the-pursuit-of-peace.aspx>.

¹³ Ibid.

¹⁴ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

¹⁵ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

Ms. McInturff pointed out: “This is the kind of difference that [women’s participation] can make.”¹⁶

Women’s involvement in decision-making is not only about women raising concerns that might otherwise have been ignored. Studies demonstrate that women have often provided a different type of contribution to peace processes from a qualitative perspective. Carolyn McAskie, a senior fellow at the University of Ottawa’s Graduate School of Public and International Affairs (and former UN Assistant Secretary-General for Peacebuilding and Special Representative of the Secretary-General and Head of the UN Peacekeeping Operation in Burundi), told the Committee that during negotiations women are more likely to focus on “issues” rather than “power dynamics,” they are often able to “build ties across factions,” and “are less corrupt in building peace and more transparent.”¹⁷ They have also tended to do the intensive work of pursuing actual implementation of the agreements at the community level. For a woman living in a conflict or post-conflict zone, the stakes of ensuring that a peacebuilding process succeeds – that their society does not slip back into armed conflict – are immeasurably high. It is the difference between life and prosperity, compared with hardship, suffering or even death.

The United Nations Development Fund for Women (UNIFEM), the UN office which works to advance women’s issues and gender equality around the world, has documented many cases where women have been able to change the dynamics and the nature of the security conversation. Women in Northern Ireland, for example, were able to establish the groundwork for formal peace negotiations, spending a “decade building trust between Protestants and Roman Catholics, creating a foundation upon which the agreements would ultimately be built.” These women highlighted “the personal cost of the violence,” pushing the different groups to realize the high price of continuing violence and importance of concluding a durable peace.¹⁸

¹⁶ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

¹⁷ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

¹⁸ UNIFEM, *Securing the Peace: Guiding the International Community towards Women’s Effective Participation throughout Peace Processes*, New York, October 2005, http://www.unifem.org/attachments/products/Securing_the_Peace.pdf.

They also helped to establish a non-aggressive negotiating tone, serving as facilitators and bridging “communication gaps between rival political parties.”¹⁹ Women’s participation was built into the negotiating process courtesy of the electoral system that the British established to govern admission to the all-party talks. Several women formed the Northern Ireland Women’s Coalition following their successful public petition, a group which included women from both the Protestant and Catholic communities. The Coalition then obtained two dedicated seats at the Peace Forum (out of 110 total delegates) and was able to get many of their issues and proposals included in the final outcome document.²⁰

As mentioned, UNIFEM estimates that women can improve the inclusiveness, transparency and sustainability of peace processes. South Africa provides an informative case study. In the transition from that country’s apartheid-era regime, “a coalition of women’s groups advocated for and achieved a more democratic process for constitutional and legislative reform.”²¹ This involved advocating for a participatory process that resulted in a requirement for the government to consult civil society on proposed policies. From a practical perspective, Carla Koppell of the Institute for Inclusive Security (part of the Hunt Alternatives Fund) argued that it is worth remembering that women often bring “different information and different views” to peace and security. She cited the example of the Canadian provincial reconstruction team in Kandahar, Afghanistan where efforts to reach out to women have generated valuable input regarding development priorities while also enabling the transmittal of “critical intelligence regarding security and corruption.”²²

UNIFEM has also noted that women’s groups can assist official deliberations through their parallel initiatives at the community level. In Liberia, for example, women’s groups were able to push for earlier movement on key elements necessary for the re-establishment of peaceful conditions. They “campaign[ed] for the disarmament of factions before the handover of power to

¹⁹ Institute for Inclusive Security, *Strategies for Policymakers: Bringing Women into Peace Negotiations*, Washington, DC, October 2009, http://www.huntalternatives.org/download/1825_negotiations_april_2010_final.pdf, p. 14.

²⁰ Institute for Inclusive Security, *Strategies for Policymakers: Bringing Women into Peace Negotiations*, pp. 14-15. According to this publication, “This unique process unintentionally provided women an opportunity to sit at the negotiating table, which women activists in Northern Ireland seized.”

²¹ UNIFEM, *Securing the Peace: Guiding the International Community towards Women’s Effective Participation throughout Peace Processes*, New York, October 2005.

²² *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

the new transitional government per the terms of the Cotonou Accord ... and raised funds to buy and subsequently destroy weapons.”²³ These are but a handful of the many examples of the positive and constructive contributions that women’s groups can make for peace.

Importantly, women’s inclusion in decision-making has a multiplier effect on women’s empowerment. Carla Koppell told the Committee that Rwanda is an example where women have been able to use their positions of influence to protect their own rights in the devastating aftermath of the 1994 genocide in which it is estimated that hundreds of thousands of women and girls were raped. A constitutional quota requires that at least thirty percent of seats in Rwanda’s parliament be occupied by women, a level which has in fact been surpassed - women have become the majority of legislators in the lower house, the world’s first parliament to have seen such results. Ms. Koppell described how these women engaged in local consultations and awareness-raising in the lead up to the adoption of Rwanda’s first legislation outlawing sexual violence.²⁴

Unfortunately, the examples listed above have to date been the minority of cases. To cite one recent example, a United Kingdom-based NGO, Gender Action for Peace and Security, has evaluated progress made towards Resolution 1325 in five countries, including the Democratic Republic of Congo (DRC). In looking at the various cease-fires and peace agreements that have been reached in the DRC in recent years, the group found the record of involving women to date have been less than ideal. In 2009, for example, during the negotiation of the Nairobi Peace Agreement between the DRC government and a breakaway armed group – the CNDP – “women were not represented at the negotiation table and there was no form of recognition or apologies towards victims of [sexual and gender based violence] in the peace agreement.”²⁵

The Committee heard compelling testimony from all of the witnesses who appeared regarding the need for national governments that are grappling with armed conflict or emerging from conflict to promote the full and active participation of women in conflict resolution processes. The same is true for the assistance provided by donor governments and UN agencies.

²³ UNIFEM, *Securing the Peace: Guiding the International Community towards Women’s Effective Participation throughout Peace Processes*.

²⁴ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

²⁵ Gender Action for Peace and Security (GAPS UK), *Global Monitoring Checklist on Women, Peace and Security: Afghanistan, Democratic Republic of Congo, Nepal, Northern Ireland, Sri Lanka*, London, United Kingdom, http://www.gaps-uk.org/img_uploaded/Global%20Monitoring%20Checklist%20full%20resource.pdf, p. 51.

The UN holds particular power and responsibility in this area, considering that it is often the architect that brings together parties for cease-fire talks and peace conferences, providing key mediation and other forms of technical and financial support to negotiations.

UNIFEM is relied upon by many states and UN agencies as one of the only current sources of statistical information on these issues. In terms of women's participation in decision-making, UNIFEM estimates, based on an average for 24 peace processes since 1992, that:

- Of eleven peace processes for which data was available, women's participation in peace negotiations averaged 7.6 percent.
- Only 2.4 percent of the signatories to the peace agreements were women.
- No women have been appointed as the head mediator in UN-sponsored peace talks. (Women have been members of mediation teams for talks sponsored by the African Union or other institutions. As a notable example, in 2008, Graca Machel was one of three mediators appointed to deal with the crisis in Kenya.)
- Moreover, "out of 300 peace agreements for 45 conflict situations in the 20 years since the end of the Cold War, 18 have addressed sexual violence in 10 conflict situations..."²⁶

Anne-Marie Goetz (UNIFEM) reiterated all of these statistics in her appearance before the Committee. But, she added another troubling finding: the proportion of women in negotiating delegations actually "appears to have gone down since the passage of Resolution 1325, which has very disturbing implications for the alacrity with which that resolution has been implemented."²⁷

The Current Gaps in Implementation

Unfortunately, women's participation in peace processes is one of the areas in which there has been the least amount of progress made towards implementing resolution 1325. There are a variety of reasons and explanations. Some involve cultural or other stereotypes or discriminatory legal regimes that do not treat women as full and equal citizens. In other cases, women are hindered from participating fully in decision-making and political processes as a result of

²⁶ UNIFEM, "Facts and Figures on Peace and Security,"

http://www.unifem.org/gender_issues/peace_security/facts_figures.php (accessed: 12 May 2010).

²⁷ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

violence and insecurity, which prevents their access and limits their movement. Importantly, in many conflict and post-conflict countries women have not tended to be high-ranking members of political parties, the national military or other armed factions. This poses significant challenges, as peace conferences and donor conferences typically bring together the former high-ranking players from all of the latter groups as their key participants. Surendrini Wijeyaratne, a policy analyst at the Canadian Council for International Cooperation (CCIC), told the Committee that there is often insufficient political will from all sides to push for women's inclusion in talks and in mediation teams.²⁸

Economic Resources

Women do not always have sufficient economic resources to leave their homes to travel in order to participate in peace processes. In many cases, they have had their livelihoods compromised by the fighting, and are left searching for new sources of income in the aftermath, often with very limited options at hand. Economic insecurity is thus an element impeding political participation.²⁹ In order to recognize and address this reality, Ms. Wijeyaratne underscored the need for “dedicated financial resources” to support women's participation in peace processes, funding that is often needed for extended periods of time.³⁰

Capacity

Perhaps most significant are the inter-related issues of capacity, education and training. For starters, educational opportunities for women and girls are often reduced, if not curtailed entirely, by armed conflict and the displacement that it causes. Schools can even be targeted as “a deliberate tactic of war.”³¹ This Committee and many observers in the international community are mindful of the attacks that occurred in Afghanistan in 2008. In a violent act of intimidation, Taliban fighters threw acid on the faces of girls who were trying to travel to their school. According to details submitted by the UN Secretary-General: “The militants were reportedly paid 100,000 Pakistani rupees for each girl they were able to burn.”³²

²⁸ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

²⁹ UNSC, “Women and peace and security: Report of the Secretary-General,” S/2009/465, distribution 16 September 2009.

³⁰ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

³¹ UNSC, “Women and peace and security: Report of the Secretary-General,” S/2009/465, p. 5.

³² *Ibid.*

However, the connection between education and the successful implementation of resolution 1325 is much broader than obstructed access and discriminatory attitudes. It is not enough for women to gain access to the decision-making table. They must also be able to influence the processes and outcomes that will be decided upon. It is for this reason that Ms. Wijeyaratne (CCIC) called for dedicated and sustained funding targeted at women's "effective participation" in peace processes and at building their capacity to do so. This applies to women delegates, women negotiators, and women's civil society groups.³³ The Committee was told that in order to be effective participants in complex and contentious processes like peace conferences, the drafting of a new constitution and laws, or a post-conflict donor's conference establishing a national framework for development, individuals must be equipped with the relevant tools and skills. However, women and girls in many developing countries have, for a variety of reasons, been denied sufficient formal education and training to allow them to make effective interventions in such processes and to be treated as credible participants by the other male actors.

Tanja Bergen, a research assistant from the University of British Columbia, told the Committee that education is in some ways the "structural weakness" of resolution 1325, as it contained no specific mention of the need to build capacity and facilitate educational opportunities for women. Ms. Bergen pointed out that there is an inherent problem in assuming "that if women simply attend peace talks, they are equipped to do so and their mere attendance will help them further their rights."³⁴ Indeed, women negotiators and participants are left to work within the circumstances of having typically been "denied education," while many of their male counterparts in peace talks and other negotiation settings, on the other hand, will have received formal university training. Education is needed to correct this disadvantage and imbalance. In his reporting on the resolution, the UN Secretary-General has noted the seldom occasions in which women's participation in grass roots organizations and community activism has led to their inclusion or recognition in formal negotiations.³⁵

³³ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

³⁴ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

³⁵ UNSC, "Women and peace and security: Report of the Secretary-General," S/2009/465, distribution 16 September 2009.

The Current Focus on Protection Issues

An important overarching consideration is the tendency for the participation and decision-making content of resolution 1325 to be given insufficient attention. The UN Secretary-General took note of this trend in his recent report to the Security Council. He wrote that: “The incorporation of gender perspectives into peace processes is emerging, but slowly. Most attention continues to focus on women as victims. Women as active participants in the peace processes remain marginal.”³⁶

The Committee was made aware of the tendency for a significant amount of the attention around discussions of women, peace and security to be focused on the problem of sexual violence in armed conflict and the need to prosecute perpetrators of such crimes. In response to a question on this subject during one of the Committee’s meetings, Henri-Paul Normandin, Canada’s Deputy Permanent Representative to the UN, agreed that it was an issue, stating that, “...in conflict, women should not be looked at only as victims or as passive actors and potential benefactors of whatever may happen out of a peace process. They have to be part of the peace processes.”³⁷ Carolyn McAskie, a former UN official herself, told the Committee that she had reviewed the Security Council’s resolutions adopted in 2009, and while there were a few references to the protection of women, “only one, the Cote d’Ivoire, actually dealt in detail with the participation of women in the peace process.”³⁸ Colleen Duggan, a senior program specialist with the International Development Research Centre, suggested to the Committee that it is important for the international community to develop an understanding of the various roles that women can assume in situations of armed conflict and in recovery stages – “as civil society activists...as heads of family, as politicians and as combatants...” – which can “underline[] the importance of seeing women as agents for positive change and not just as passive victims.”³⁹

Rape is a horrifying act, and can therefore perhaps more readily galvanize international action. However, without seeking to diminish the importance of women’s security in situations of armed conflict and the need to end impunity for human rights abuses, the Committee believes that the content of resolution 1325 that emphasizes women’s participation in decision-making

³⁶ UNSC, “Women and peace and security: Report of the Secretary-General,” S/2009/465.

³⁷ *Evidence*, 12 April 2009, 40th Parliament, 3rd Session.

³⁸ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

³⁹ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

related to peace and security and their influence over those decisions is no less important. Rachel Mayanja, the UN Special Adviser on Gender Issues and Advancement of Women identified the resolution's call for women to be included as active players in peace and security decision-making as "the most important achievement".⁴⁰ Women cannot be treated only as victims of violence and beneficiaries of peace. They are citizens in their own right that can shape the direction of society through their input.

Limited Data

One of the main challenges in understanding how women and girls experience armed conflict and peacebuilding and their level of participation in conflict resolution mechanisms is the limited available statistical information. A representative from the Canadian International Development Agency, Nadia Kostiuk, told the Committee that it can be very challenging to establish a "baseline set of information" in many conflict countries.⁴¹ The paucity of comprehensive data inhibits the ability of policymakers to gain a useful picture of the current state of the problem and to identify clear areas where further efforts towards advancing women's participation in decision-making are required and would make a difference.

During the Committee's meetings, witnesses indicated that comprehensive indicators are needed to identify challenges both within specific countries and across regions. Anne-Marie Goetz of UNIFEM underscored that data collection is a major problem affecting the implementation of all the UN resolutions on women, peace and security, both from the perspective of women's participation and their protection. She told the Committee quite simply that, "what does not get counted does not count." Recognizing this gap, Ms. Goetz said:

It is time for us all to count the number of women at the peace table, the number of women raped in war, the number of internally displaced women who never recover their property, the number of perpetrators of sexual violence who are never removed from armies and police, and the number of women human rights defenders killed for their efforts to stand up and be counted.⁴²

⁴⁰ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

⁴¹ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

⁴² *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

The limitations in existing mechanisms to collect data also impede the ability to track post-conflict financing directed at the needs of women and girls, funding that appears to be at a very low level even after the creation of the UN Peacebuilding Commission in 2005. Despite the challenges of analyzing this financing in the absence of established indicators, Ms. Goetz estimated the gap in post-conflict financing targeted at women’s priorities and needs as being “stark”.⁴³ After looking at some 17,000 projects in twenty-three post-conflict countries over a three year period, UNIFEM estimates that “less than 3 percent of projects made any mention of addressing women’s needs.”⁴⁴ The percentage directed at violence against women was even less than that.

Building on its request for improvements in the data collected on the needs of women in post-conflict situations, Security Council resolution 1889 (2009) requested the Secretary-General to submit to the Security Council within six months “a set of indicators for use at the global level to track implementation of” resolution 1325 “which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and member states...” The Secretary-General provided a set of proposed indicators to the Security Council in his report of 6 April 2010.⁴⁵ The Secretary-General described the Security Council’s request for global indicators to be developed as “timely”, considering that “...the assessment of the progress of implementation is constrained by an absence of baseline data...”⁴⁶ The indicators are intended to improve UN decision-making and the allocation of resources, enable progress to be measured, clarify relationships between activities and outcomes, ensure accountability, allow the UN to assess project and staff performance, and identify areas for corrective action.⁴⁷ Common indicators would enable the Security Council to identify to a much greater degree than is currently feasible, using an evidence-based approach, areas where programs have worked, and areas where they have not. The gaps in implementation – where insufficient or inappropriate resources have been dedicated – should also become more clear. Finally, the indicators have the

⁴³ Ibid.

⁴⁴ Ibid.

⁴⁵ UNSC, “Women and peace and security: Report of the Secretary-General,” S/2010/173. In its resolution 1889 (2009), the Security Council requested that the Secretary-General prepare a set of indicators for the Council’s consideration within six months of the adoption of the resolution. The latter report (S/2010/173) was submitted in accordance with that request.

⁴⁶ Ibid, para 53.

⁴⁷ Ibid, para 4.

potential to serve as a monitoring mechanism that the UN system and member states can use to hold the Security Council's feet to the fire by identifying areas in need of further attention according to agreed-upon benchmarks.

The shaping and selection of the twenty-six provisional indicators resulted from a major undertaking within the UN system, involving collaboration between various UN entities, including the Office of the Special Advisor on Gender Issues and Advancement of Women and the United Nations Development Fund for Women (UNIFEM). In his April report, the Secretary-General defined parameters for any set of indicators that would be useful for the Council to monitor progress against resolution 1325, according to the principles agreed to by the UN's inter-agency Technical Working Group: they must be "specific, measurable, achievable, relevant and time-bound," and they should be gender-sensitive, including both qualitative and quantitative elements.⁴⁸

The Security Council welcomed the report and requested that the Secretary-General continue to work on developing the indicators, in consultation with relevant stakeholders, "including broader United Nations membership", and the Council. Following these consultations, the Secretary-General was asked to include "a comprehensive set of indicators" in his forthcoming October 2010 report to the Council on the implementation of resolution 1325.⁴⁹

Following consultations held from May to July 2010 and review by the Technical Working Group, the Secretary-General submitted the final list of indicators to the Security Council in a report dated 28 September 2010. Several of these indicators stress monitoring women's participation in peace processes and tracking the mainstreaming of gender considerations in national and UN-led peace and security activities. Others touch on women's roles in peacebuilding and post-conflict society, and the incorporation of women's needs in reconstruction financing. This revised list narrowed the scope and definition of some of the

⁴⁸ Ibid, para 7 (a) and (b).

⁴⁹ Presidential Statement S/PRST/2010/8. Contained in, UNSC, "Security Council to Act on Indicators for Tracking Implementation of Landmark Text Addressing Women, Peace and Security: October Will Mark 10 Years since Adoption of Resolution 1325 (2000), SC/9914, 27 April 2010, <http://www.un.org/News/Press/docs/2010/sc9914.doc.htm>.

indicators presented in April and simplified others. Examples of some of the thirty-six indicators include the:⁵⁰

- “Extent to which United Nations peacekeeping and special political missions include information on violations of women’s and girl’s human rights in their periodic reporting to the Security Council” (indicator 2);
- “Women’s share of senior positions in United Nations field missions” (indicator 9);
- “Percentage of field missions with senior gender experts” (indicator 10);
- “Representation of women among mediators, negotiators and technical experts in formal peace negotiations” (indicator 11a);
- “Women’s participation in official observer status, at the beginning and the end of formal peace negotiations” (indicator 11b);
- “Women’s political participation in parliaments and ministerial positions” (indicator 12a);
- “Women’s political participation as voters and candidates” (indicator 12b);
- “Percentage of... benefits from temporary employment in the context of early economic recovery programmes received by women and girls” (indicator 18);
- “Net primary and secondary education enrolment rates, by sex” (indicator 21b);
- “Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks” (indicator 22a); and
- “Proportion of total disbursed funding to support gender equality issues that is allocated to civil society organizations” (indicator 23b).⁵¹

⁵⁰ In the Secretary-General’s report, the indicators are grouped under broad goals, such as, for example: “Increased representation and meaningful participation of women in national and local governance, as citizens, elected officials and decision makers.” Moreover, for each indicator, specific considerations and criteria are also provided. For example, indicator 11 (a) – which will measure the representation of women as mediators, negotiators and technical experts in peace negotiations – provides a definition for “formal peace negotiations” and lists the following items as the context-specific issues to be addressed in the supporting narrative: “(a) relative influence of women according to whether they are: women heads of delegation, a majority or minority of delegates, present at all meetings, speaking as frequently as male delegates, etc; (b) account and analysis of issues and topics raised by women negotiators; and (c) existence of a gender adviser to the mediation team or to each negotiating team.”

⁵¹ For the full set of indicators, see UNSC, “Women and peace and security: Report of the Secretary-General,” S/2010/498, 28 September 2010. Note: the examples of indicators listed in this section focus on those relevant to

At this point, the adoption of the indicators and their implementation in the field will be a significant task, requiring political will, institutional resources, and money.

The challenges that will likely be encountered in populating the indicators with actual data should not be underestimated. The indicators are quantitative and qualitative; some will require information to be drawn from existing public documents, others the collation of data from specific reports and program activities, while some will utilize existing systems, such as the Millennium Development Goal database. Two indicators will require survey responses. Given the complexity of this task, further work is still required to establish a method for data collection and collation, “a means of verification for all data”, and “a reporting template”. In his report, the Secretary-General acknowledges that a “preparation period for methodological development” will be needed for many of the indicators before they can be reported by UN entities. Accordingly, “18 indicators could be ready for reporting within 18 months. The entire set, excluding the two survey-based indicators, could be fully operational within 36 months, resources permitting.”⁵² Twenty indicators will be reported on by UN entities; the others will be reported on mostly by UN member states. However, the report uses the language “voluntary inputs” to describe data that will be obtained from missions on behalf of UN member states for indicators 1 (a), 5 (b), 14, 15, 16, 17, 19, and 20.⁵³ Overall, the Secretary-General concludes that “there will be a critical need for a focal point to coordinate and report on the indicators that United Nations entities and Member states generate.” He states that the newly-created entity, UN Women, “would undoubtedly play a key role in this regard.”⁵⁴

The Security Council considered the Secretary-General’s report on 26 October 2010. In a statement by the Council President, the Council indicated that it supports “taking forward” the

women’s participation in decision-making in all matters of peace and security and the incorporation of gender perspectives in conflict prevention and recovery efforts. Many of the other indicators focus on the protection of women and girls in situations of armed conflict and the prevention of sexual violence. For example, there is an indicator on the “extent to which violations of women’s and girls’ human rights are reported, referred and investigated by human rights bodies” (indicator 3(a)). Another example is the indicator on the “hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence” (indicator 20). All of the indicators are constructed to address four central themes, in keeping with the 2008-2009 United Nations System-wide Action Plan (S/2007/567): prevention, participation, protection, and relief and recovery.

⁵² UNSC, S/2010/498. The two survey-based indicators will require a preparation period of 36 to 48 months.

⁵³ Ibid, p. 30.

⁵⁴ Ibid.

indicators “for use as an initial framework to track implementation of its resolution 1325 in situations of armed conflict and post-conflict ... as appropriate, and taking into account the specificity of each country.”⁵⁵ In this same statement, the Council also called for “timely and systematic reporting on women and peace and security issues” through the reports of the Secretary-General on specific countries/missions and thematic issues, using the indicators described above “as appropriate”. UN member states were similarly encouraged to “take into account” the indicators, “as appropriate, in implementing” the resolution.⁵⁶

Slow Progress on Appointments and Gender Mainstreaming at the UN

One of the most troubling aspects of the implementation of resolution 1325 to date has been the slow progress at the UN itself in promoting women’s roles at the highest levels of decision-making, as is clearly called for in the resolution. The Committee heard testimony from numerous witnesses suggesting that accelerated progress in this area is essential. Witnesses stressed that the appointment of women to leadership positions within the UN Secretariat and family of agencies is symbolically important, but also an essential element of the UN’s ability to mainstream gender perspectives effectively throughout its work. In his September 2009 report to the Security Council, the Secretary-General underlined the connection between the UN’s appointment practices and the implementation of resolution 1325. He wrote:

Given the important role that the United Nations has in implementing resolution 1325 ..., the small number of women in senior positions in the Organization, particularly in peacekeeping missions, sets a poor example. In 60 years of United Nations peacekeeping — from 1948 to 2008 — only seven women have ever held the post of Special Representative of the Secretary-General. Especially in the context of peacekeeping missions, the paucity of women at senior levels weakens the ability and clout of the United Nations to advocate effectively for change at national levels.”⁵⁷

The Committee notes that a Canadian, Ms. Carolyn McAskie, is one of the only women to have been appointed as a Special Representative to the Secretary-General, serving with the UN’s peacekeeping mission in Burundi. Another Canadian, Louise Fréchette, was appointed as the

⁵⁵ UNSC, “Statement by the President of the Security Council,” S/PRST/2010/22, 26 October 2010.

⁵⁶ Ibid.

⁵⁷ UNSC, “Women and peace and security: Report of the Secretary-General,” S/2009/465, distribution 16 September 2009. According to another source: “There has never been a female force commander in a UN peacekeeping operation.” Source: *Cross-Cutting Report: Women Peace and Security*, Security Council Report, New York, 1 October 2010, p. 35.

first ever Deputy Secretary-General of the United Nations. However, notwithstanding her individual tenure as a special representative, Ms. McAskie described the UN's progress on facilitating women's participation in senior positions to the Committee as being "negligible".⁵⁸

The current list of special and personal representatives and envoys of the Secretary-General is revealing. As of 31 August 2010, of the 90 filled positions, 18 were occupied by women (20%).⁵⁹ In his same 2009 report to the Security Council, the Secretary-General noted that the overall proportion of women in leadership positions in field missions had increased somewhat from 13% in July 2007 to 16% in 2009.⁶⁰ A representative from the UN Department of Peacekeeping Operations, David Haeri, also told the Committee that the Secretary-General has prioritized the appointment of women to leadership positions within the UN system, noting that he has made it a requirement for appointments coming forward from the peacekeeping office to include at least one woman as part of the short-lists.⁶¹ As it was only created by the UN General Assembly in July 2010 and will not be operational until January 2011, it is not yet clear what impact the new consolidated gender entity – UN Women (discussed below) – will have on these statistics and appointments. However, it bears noting that the General Assembly declared that the establishment of UN Women "should lead to more effective coordination, coherence and gender mainstreaming across the United Nations system."⁶²

It is critical that women be put forward as nominees for appointment to these positions by the UN's member states. However, the record of most states to date on the latter point has been

⁵⁸ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

⁵⁹ Based on information available on the United Nations website, "Special and Personal Representatives and Envoys of the Secretary-General," <http://www.un.org/en/peacekeeping/sites/srsg/table.htm> (accessed: 31 August 2010).

⁶⁰ UNSC, S/2009/465. The Secretary-General provided a more detailed update of these figures in his September 2010 report to the Security Council. He wrote that: "As of December 2009, three [peacekeeping] missions were led by female Special Representatives (BINUCA, UNMIL and the United Nations Mission in Nepal), and eight peacekeeping and special political missions have women as Deputy Special Representatives (United Nations Integrated Office in Burundi, United Nations Mission in the Central African Republic and Chad, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), Coordinator for Lebanon, UNMIL and the United Nations Mission in the Sudan). In addition, three women have been nominated as Special Envoys, and five others are Special Representatives of the Secretary-General." His report also noted that as of March 2010, a female police officer from Sweden had been appointed as the top UN police official. Source: UNSC, S/2010/498.

⁶¹ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session. According to information listed on the UN Women website, "to date, the UN has never appointed a woman as a chief mediator in an UN-supported peace process."

⁶² Para 52. United Nations General Assembly, Resolution adopted the General Assembly, 64/289, System-wide coherence, A/RES/64/289, 64th Session, distributed 21 July 2010.

poor. These same governments are also encouraged under resolution 1325 to ensure that women are appointed to high-level positions of decision-making within their own jurisdictions. Both of these provisions of the resolution will be explored further in the final chapter of this report on Canada's responsibilities.

It should be added that, in order for resolution 1325 to succeed, women need to be active participants in a variety of peace and security mechanisms, not just at the top of the UN organization. Indeed, witnesses repeatedly emphasized to the Committee that an important aspect of ensuring gender perspectives are incorporated in conflict resolution processes is connected to the appointment of women to mediation teams. Appropriate training in gender-based analysis and women's rights for all mediation personnel is similarly critical. Anne-Marie Goetz highlighted a positive example where gender expertise has been inserted in a mediation process. UNIFEM and the UN Department of Political Affairs collaborated to get a senior gender advisor to work with the special envoy for the areas in Uganda that have been affected by the presence of the Lord's Resistance Army. Ms. Goetz told the Committee that "this adviser was able to forge unity in the Uganda Women's Coalition for Peace and also to assist women locally to bring into the Juba accords what is now considered to be state-of-the-art language, especially in the recovery, reconciliation and justice components of those accords."⁶³

However, several witnesses told the Committee that the incorporation of gender perspectives and female personnel in mediation teams is atypical and remains an important gap in the resolution's implementation. Surendrini Wijeyaratne (CCIC) highlighted the fact that only one of the five positions in the new UN mediation support standby team is occupied by a woman. She also explained that "none of the mandates" of this new rapid deployment team "explicitly include gender equality and women's rights."⁶⁴ One of the representatives from Canada's Department of Foreign Affairs and International Trade who appeared before the Committee, Mr. David Angell, agreed that gender imbalances remain a problem with respect to mediation teams. He argued that "concerted efforts" need to be made "across the UN system to remedy this situation."⁶⁵

⁶³ *Evidence*, 19 October 2009, 40th Parliament, 2rd Session.

⁶⁴ *Evidence*, 14 September 2009, 40th Parliament, 2rd Session.

⁶⁵ *Evidence*, 14 September 2009, 40th Parliament, 2rd Session.

The Deputy Permanent Representative of Canada to the UN, Henri-Paul Normandin, was even more blunt in his assessment of UN mediation teams, stating that they are “not equipped, they do not have the awareness, the knowledge, etc. on how to involve women in the peace process...”⁶⁶ Again, however, the Committee was frequently reminded that the UN is dependent in many cases on relatively limited training resources and the personnel brought forward by member states. Carla Koppell told the Committee that one of the factors preventing women from being appointed to high-level positions is the traditional nature of the selection process, requiring significant years of UN-based experience, which women from many countries have not always had the opportunity to accumulate. As a result, the pool of potential applicants has been very small. Creative solutions and more flexibility in identifying ideal “skill sets” are needed to rectify this problem. After all, Ms. Koppell pointed out that the UN’s efforts to promote women as decision-makers in member states have been incongruent with its own record. She told the Committee that: “It is inconceivable for the UN to call for more women in negotiations generally when a woman has never been named by the UN system as a lead mediator.”⁶⁷

Institutional Fragmentation at the UN

Finally, the Committee grew to understand in the course of its hearings that another challenge inhibiting the implementation of resolution 1325 and subsequent resolutions has been the institutional fragmentation at the UN. Until now, there have been several agencies and positions within the UN system that have a mandate and varying degrees of responsibility to address women’s issues and to pursue implementation of resolutions 1325, 1820, 1888 and 1889. Appendix II attempts to list these various lines of responsibility and to demonstrate the diffusion of mandates, resources and reporting relationships.

It appeared to the Committee that this structure has contributed to a situation where some roles and responsibilities have overlapped, while other necessary tasks, particularly at the operational level, have fallen through the institutional cracks. It has been extremely difficult for progress to be monitored, for the attention of the UN and its member states to be galvanized, and for a sufficient scale of resources to be assembled in the absence of a clear focal point or lead body mandated to oversee the implementation of resolution 1325. At the time of the

⁶⁶ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

⁶⁷ *Evidence*, 30 November 2009, 40th Parliament, 2rd Session.

Committee's hearings, there was no clear locus of responsibility at the UN. A representative of one of the UN agencies mandated to work on women's issues at the country level – UNIFEM – described the situation for the Committee last October. Ms. Goetz said that, at the UN, “there is no overall authority at the HQ level and no operational agency at the ground level” with responsibility for advancing women's rights.⁶⁸ Rachel Mayanja also told the Committee that, as of November 2009, her office and the other UN agencies in question had faced a situation where demand for their services from member states, including technical assistance to implement the provisions contained in the resolutions, had outpaced their ability to intervene as a result of limited resources.⁶⁹

The UN began to address this problem starting in 2005, although progress in the years that followed was halting. But, aided by civil society pressure and the voices of member states like Canada, there has finally been movement at the UN after years of effort. On 14 September 2009, the General Assembly adopted a resolution on system-wide coherence. Among other items, the resolution envisioned a consolidation of the disparate UN institutions working on women's human rights and gender equality, with the objective of improving the coherence and coordination of their inter-related efforts. The Assembly supported the consolidation of the Office of the Special Advisor on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (UNDAW), the United Nations Development Fund for Women (UNIFEM), and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) into a “composite entity, taking into account the existing mandates.” The resolution stated that the entity, once formed, would be led by an Under-Secretary General who would report directly to the UN Secretary-General.⁷⁰

The Secretary-General was tasked with producing a comprehensive proposal that would outline how this new body would actually be realized, including details of its mandate, organizational structure, and funding. In the negotiations that ensued in the succeeding months, it appears that key debates and intergovernmental negotiations were being waged by member states over the composition of the proposed entity's executive board and the board's location and

⁶⁸ *Evidence*, 19 October 2009, 40th Parliament, 2rd Session.

⁶⁹ *Evidence*, 30 November 2009, 40th Parliament, 2rd Session.

⁷⁰ United Nations General Assembly (UNGA), Resolution 63/311, System-wide coherence, A/RES/63/311.

reporting relationship within the UN system. Details regarding the executive board are quite important as it will be tasked with overseeing the new entity's operational activities.

On 2 July 2010, the General Assembly voted unanimously to create a new consolidated institution at the UN, which will be known as UN Women (the United Nations Entity for Gender Equality and the Empowerment of Women). This entity is intended to accelerate women's rights, their empowerment and gender equality internationally. UN Women will fuse the four offices previously tasked with working on gender equality at the UN, "under a single umbrella"⁷¹: UNIFEM, INSTRAW, UNDAW, and the OSAGI.

The contours of the entity's broad mandate are contained in the resolution adopted by the General Assembly. UN Women's work will be based on the UN Charter and the existing international legal and normative framework of the 1995 Beijing Platform for Action and related outcome document of the 23rd Special Session of the General Assembly, as well as other "applicable United Nations instruments, standards and resolutions..."⁷² The core paragraph establishing the agency's normative and operational mandates is as follows:

Based on the principle of universality, the Entity shall provide, through its normative support functions and operational activities, guidance and technical support to all Member States, across all levels of development and in all regions, at their request, on gender equality, the empowerment and rights of women and gender mainstreaming.⁷³

In addition to assuming the consolidated mandates of the four existing UN gender equality offices, the agency is also intended to assume a role of leadership, coordination and promotion in ensuring accountability throughout the UN system in pursuing "its work on gender equality and empowerment of women..."

UN Women is scheduled to be operational by 1 January 2011. One of the critical first steps from both a practical and symbolic perspective was the Secretary-General's appointment of the first head of UN Women, who will hold the rank of Under-Secretary-General and will report to

⁷¹ UNGA, "General Assembly Adopts Consensus Text on System-Wide Coherence, Establishing Composite Entity-UN women – to Accelerate Gender Equality, Empowerment," GA/10959, 2 July 2010, <http://www.un.org/News/Press/docs/2010/ga10959.doc.htm>.

⁷² UNGA, "Resolution adopted by the General Assembly: 64/289. System-wide coherence," A/RES/64/289, 64th Session, distributed 21 July 2010.

⁷³ *Ibid*, para 51 (b).

the Secretary-General. Michelle Bachelet, the former President of Chile, was appointed to the post in September. Ms. Bachelet will in turn be supported by an Executive Board, composed of 41 member states (for further information, see Appendix II). The Executive Board will act “as the governing body of the Entity to provide intergovernmental support to and supervision of its operational activities.”⁷⁴ The Executive Board will report annually to the UN General Assembly through the Economic and Social Council. Decisions on other important details needed to round out the full picture of UN Women, such as the budget, remain to be finalized and will be closely watched by observers.⁷⁵ In its resolution, the General Assembly invited “Member States, when legislative and budgetary provisions allow, to provide core, multi-year, predictable, stable and sustainable voluntary contributions to the Entity...”⁷⁶ After it becomes operational, the effectiveness and reach of UN Women’s role in pushing and monitoring global implementation of resolution 1325 will also be a subject of future scrutiny.

During the Committee’s hearings, Rachel Mayanja (OSAGI) predicted that consolidation would help to overcome the current situation of having funding appeals and resources split multiple ways between different agencies, based on her experience within the UN system.⁷⁷ The resolution adopted by the General Assembly reflects these common hopes for reform. As noted, it states that the establishment of UN Women “should lead to more effective coordination, coherence and gender mainstreaming across the United Nations system.” A similar analysis can be applied to the domestic efforts of UN member states. If institutional coherence, clear guidelines that delineate roles, responsibilities and reporting relationships, consolidated resources, and a high-level focal point mandated to coordinate activities is needed to ensure effective implementation of the resolutions by the UN, it follows that such an arrangement would also be useful at the national level. This topic will be explored in the final chapter of the report.

⁷⁴ Ibid.

⁷⁵ UN Women will be allocated funding for its normative functions from the UN’s regular budget, with approval from the UN General Assembly, while funding for “operational activities at all levels shall be funded from voluntary contributions and approved by the Executive Board.” The Secretary-General has been requested to submit a “revised proposal for the use of regular budget resources” for the new Entity for the Assembly’s approval during its sixty-fifth session. Similarly, the new head of the Entity is requested to submit a report to the Executive Board “together with a revised draft strategic plan and proposal for the use of voluntary resources...” Ibid, para 75-77.

⁷⁶ Ibid, para, 80.

⁷⁷ *Evidence*, 30 November 2009, 40th Parliament, 2rd Session.

Moving Forward

Overall, the Committee was told of the varied challenges involved in ensuring women's participation as decision-makers in conflict resolution processes and the damaging effects of women's exclusion. The incorporation of gender perspectives in the negotiation and implementation of peace agreements is a similarly complex undertaking. The Committee was also left with the understanding that ten years after the adoption of resolution 1325, much work remains to be done.

There are, nevertheless, some examples that provide hopeful signposts for how the UN and its member states could direct their energies in future cases. Some of these – Northern Ireland, South Africa, and Liberia – were discussed above. The negotiations surrounding the Darfur Peace Agreement (DPA) are also instructive and involved important Canadian contributions. While the DPA was not ultimately successful in ending the violence in Sudan's western province, the Institute for Inclusive Security has argued that the process itself “stands as one of the most gender-sensitive peace agreements yet created.”⁷⁸

The Institute has documented how women's participation expanded in the successive rounds of talks, increasing “markedly” by the seventh round (between November 2005 and May 2006), as more women participated in the delegations and as advisers. A Gender Expert Support Team (GEST) of fifteen non-partisan Darfuri women and a gender advisor from the African Union (AU) all informed the work of the AU's Chief Mediator. Moreover, the Government of Sudan included two women in its delegation, and several others were part of the delegations from the Sudan Liberation Movement/Army and the Justice and Equality Movement. Some women were thus able to participate in the commissions that negotiated wealth-sharing, power-sharing and security. The GEST received support from the Government of Canada and the International Development Research Centre (IDRC), a Canadian Crown Corporation. The Deputy Chair of this Committee, Senator Mobina Jaffer, also advocated for women's inclusion in the negotiations

⁷⁸ Institute for Inclusive Security, *Strategies for Policymakers: Bringing Women into Peace Negotiations*, Washington, DC, October 2009, available at: http://www.huntalternatives.org/download/1825_negotiations_april_2010_final.pdf.

and assisted women in the delegations to develop their internal strategies (as part of the seventh round of negotiations).⁷⁹

On the post-conflict peacebuilding side, David Haeri and Fernanda Tavares of the UN Department of Peacekeeping Operations highlighted a successful example for Committee members in which gender considerations were built into the process, to a certain degree. In East Timor, the UN had been responsible for setting up a transitional administration that would help the country move from its referendum on independence to actual independence. UN personnel faced the somewhat daunting task of working to design and establish a “nascent government and public institutions, including the civil service.”⁸⁰

The UN team wanted to ensure that women were part of this new civil service. However, when calls for experienced and qualified applicants were issued, less than five percent of the people who responded to the call were women. The witnesses told the Committee that the UN had then realized that a different approach was required if a higher level of women’s participation was to be realized. They recalibrated their approach to recruitment, reaching out to women “in a way that empowered them to come forward and apply,” using mechanisms and venues such as churches, local communities, and women’s NGOs. Their new strategy also embraced more proactive outreach. As the witnesses explained it to the Committee, “we had to ensure they felt there was both a welcome call from the mission and societal support for them to apply.” The aggregate result has been positive. At the time of the witnesses’ appearance before the Committee, the civil service in East Timor was 26% women, significantly higher than the regional average of 12%.⁸¹

Neither of the examples described above were perfect cases. Evidently, the mainstreaming of gender considerations and the inclusion of women as decision-makers were not completely realized. However, these real-world examples do give the Committee hope that with thoughtful and well-targeted interventions and resources from the UN and its member states, many of the goals of resolutions 1325 and 1889 can at the minimum be progressed towards, if not achieved in

⁷⁹ Ibid.

⁸⁰ *Evidence*, 26 October 2009, 40th Parliament, 2rd Session.

⁸¹ *Evidence*, 26 October 2009, 40th Parliament, 2rd Session.

their entirety. From Canada's perspective, the exact composition of those interventions and resources will be discussed in the final chapter of this report.

CHAPTER III: CONFRONTING SEXUAL VIOLENCE AGAINST WOMEN AND GIRLS IN WARTIME

Sexual violence against women is a crime against humanity. It violates everything the United Nations stands for. Its consequences go beyond the visible and immediate. Death, injury, medical costs and lost employment are but the tip of an iceberg. The impact on women and girls, their families, their communities and their societies in terms of shattered lives and livelihoods is beyond calculation.

Ban Ki-Moon, UN Secretary-General⁸²

What do Resolutions 1325, 1820 and 1888 say?

As the overarching Security Council resolution on women, peace and security, 1325 also addresses the security of women during and after armed conflict. It states clearly that women and girls suffer in many cases disproportionately from armed conflict and can be actively targeted by conflict belligerents. Resolution 1325 also responds to a pernicious phenomenon that is the principle subject of resolution 1820 and its follow-on resolution 1888: rape as a feature and weapon of war.

This chapter focuses on the elements of these three resolutions that address the security of women and girls in war-afflicted areas, the need to end impunity for human rights abuses committed in wartime, prosecution and justice mechanisms to respond to human rights abuses and sexual violence, and assistance for the survivors. Many of the latter points touch on how a society and the individuals within it come to terms with the devastating effects of war and the manner in which they decide to move on and rebuild. The chapter also looks at the clauses of the Security Council resolutions that recognize the need to build gender sensitive security forces, which can be accomplished by mainstreaming gender considerations in the conduct of security operations and in the training that security sector personnel receive.

⁸² Ban Ki-Moon, "No Crime more brutal," *The New York Times*, 5 March 2009, http://www.nytimes.com/2009/03/05/opinion/05iht-edmoon.3.20621915.html?_r=1

Resolution 1325

Resolution 1325 calls on all parties to armed conflict to respect relevant international humanitarian and human rights law. Similarly, it calls on all actors to take special measures to protect women and girls from all violence, particularly sexual- and gender-based violence. It includes the following other key elements that are relevant to the security of women in situations of armed conflict and the enforcement of their human rights. The resolution:

- Recognizes the urgent need for gender perspectives to be integrated into peacekeeping operations, including through specialized training of peacekeeping personnel in the security, different needs and human rights of women and children in conflict situations;
- Urges the Secretary-General to expand the role of women in UN field operations, especially among military observers, civilian police, and human rights and humanitarian personnel;
- Urges the Secretary-General, where possible, to include a gender component in field operations;
- Requests the Secretary-General to provide member states with training guidelines on the protection, rights and particular needs of women, as well as the importance of involving women in peace and security missions. Member states are invited to incorporate this training and additional HIV/AIDS awareness into their national programs for military and civilian police personnel; and
- Emphasizes the responsibility of states to end impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes, including those related to sexual and other forms of violence against women and girls.

Despite this important content, resolution 1325 contained few specific measures that the UN and its member states should take to prevent and punish acts of sexual violence. As a result, on 19 June 2008, the Security Council unanimously adopted resolution 1820⁸³ that focused explicitly on sexual violence against civilians in conflict zones.

⁸³ UNSC, S/RES/1820 (2008).

Resolution 1820

Resolution 1820 builds on resolution 1325, but uses more forceful language in its condemnation of sexual violence against civilians in conflict and post-conflict situations. For example, resolution 1820 declares the Council's willingness to impose "targeted and graduated" measures against parties to armed conflict who commit rape and other forms of violence against women and girls as part of its sanctions regime. Moreover, while resolution 1325 stresses the need to exclude sexual violence crimes from amnesty provisions "where feasible", resolution 1820 clearly states that such acts can constitute war crimes or constitutive acts with respect to genocide. It stresses the need to exclude these crimes from amnesties, dropping 1325's language of "where feasible".

One of the central messages of resolution 1820 comes in a preambular paragraph. It notes: "that civilians account for the vast majority of those adversely affected by armed conflict; the women and girls are particularly targeted by the use of sexual violence, including as a tactic of war to humiliate, dominate, instil fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group; and that sexual violence perpetrated in this manner may in some instances persist after the cessation of hostilities." Resolutions 1325 and 1820 both recognize the negative consequent impact this has on durable peace and reconciliation. Resolution 1820 also expresses a sober recognition that despite repeated calls from the Security Council for the cessation of all forms of violence against women and girls, including through resolution 1325, the problem has persisted and in some cases has "become systematic and widespread, reaching appalling levels of brutality."

The issues outlined in resolution 1820 are intimately connected to the viability of the provisions related to women in decision-making that were put forward in resolution 1325. Resolution 1820 expresses deep concern that women are facing "persistent obstacles and challenges" preventing them from being involved fully in all efforts for the maintenance and promotion of peace and security. The primary challenges are violence, intimidation and discrimination, all of which erode the capacity of women to participate in negotiations and post-conflict public life. The Council thus acknowledged that the objectives contained in resolution 1325 are unlikely to be realized without the successful implementation of the measures contained in 1820.

In keeping with the principles of sovereignty that are central to the UN Charter, it is important to note that resolution 1820 recognizes that states bear the primary responsibility for ensuring that the human rights and security of their citizens are respected.

The resolution also:

- Stresses that sexual violence when used as a deliberate tactic of war or as part of a general campaign to attack civilian populations can exacerbate armed conflict and impede the restoration of peace;
- Expresses the Council's readiness to take steps to address widespread sexual violence when considering situations on its agenda;
- Demands the immediate cessation by all parties to armed conflict of all acts of sexual violence and demands that they also take immediate steps to protect women and girls from sexual violence. Measures include appropriate military discipline and command responsibility, training for troops, and vetting of security forces to take into account past conduct;
- Calls upon member states to end impunity and comply with their obligations to prosecute persons responsible for sexual violence and human rights abuses;
- Calls upon member states to ensure equal access for women and girls to justice;
- Requests the Secretary-General to develop and implement appropriate training programs for peacekeeping and humanitarian personnel deployed by the UN;
- Requests the Secretary-General to continue to strengthen the UN's zero tolerance policy with respect to sexual exploitation connected to UN peacekeeping missions;
- Encourages troop and police contributing countries to consider steps to heighten the awareness and responsiveness of their personnel participating in UN operations to include security that takes into account the day-to-day realities of the lives of women and girls, including through the possible deployment of a higher percentage of women as part of these missions; and
- Urges member states, UN agencies and financial institutions to support the strengthening of the capacities of national institutions for justice and health and local civil society networks, in order to provide sustainable assistance to victims.

Resolution 1820 therefore condemns unequivocally sexual violence and exploitation committed during and in the period following armed conflict. The roles of multiple actors are

addressed and each is given responsibilities for implementation. The resolution does not shy away from exposing the uncomfortable aspects of violence against civilians in wartime and contains explicit measures for states, armed groups, and the Security Council to address these harsh realities.

Resolution 1888

The Security Council then adopted resolution 1888 on 30 September 2009.⁸⁴ It builds on resolution 1820, but includes more robust and specific monitoring, reporting and accountability requirements. As one example of such a mechanism, the resolution calls on all UN missions and bodies to share all information about sexual violence in conflict countries with Security Council sanctions committees. Moreover, the Secretary-General is requested to ensure “more systematic reporting on incidents of trends, emerging patterns of attack, and early warning indicators of the use of sexual violence in armed conflict” in his reports to the Council.

Resolution 1888 places particular emphasis on national institutions. In calling upon the Security Council to continue its efforts to end sexual violence in wartime, the resolution underscores that a key component of these efforts will be measures to strengthen countries’ judiciaries, security sectors, health systems, and governance structures. Noting that very few perpetrators of sexual violence have ever been held to account, the resolution places particular emphasis on counteracting weak justice systems. It urges states to undertake appropriate and comprehensive legal and judicial reforms.

The Secretary-General is called upon to identify and rapidly deploy a team of experts to “situations of particular concern with respect to sexual violence in armed conflict” in order to assist national authorities in strengthening the rule of law. Similarly, the resolution envisages the identification of women’s protection advisers that can be included among gender advisers in UN peacekeeping missions, on a case-by-case basis.

The resolution also requested that the Secretary-General to appoint a Special Representative that would provide “coherent and strategic leadership” to address sexual violence in armed conflict at both UN headquarters and in the field. Margot Wallstrom of Sweden was subsequently appointed as the Special Representative to the Secretary-General on Sexual

⁸⁴ UNSC, S/RES/1889 (2009).

Violence in Conflict on 2 February 2010, and has commenced her work. In her position, she is expected to engage in advocacy on the issues raised by resolutions 1820 and 1888, to work with all concerned parties, and to facilitate cooperation and coordination of efforts by relevant actors.

Resolution 1888 notes the positive impact that female security sector personnel, in civilian, military and police functions can have on resolving conflict, protecting the rights of women and girls, and integrating gender perspectives in operations. Women in uniform create more secure conditions for the reporting of abuses. Their presence can also set positive examples and encourage local women to participate in their own security forces, “thereby helping to build a security sector that is accessible and responsive to all, especially women.” Given this analysis, the resolution encourages member states to deploy greater numbers of female military and police personnel to UN operations and to provide those personnel with appropriate training.

Finally, resolution 1888 addresses post-conflict life and the mechanisms through which societies can come to terms with abuses that were committed in wartime. In order to do so, impunity must come to an end. The resolution takes note of a variety of post-conflict justice mechanisms – national, international and “mixed criminal courts” – as well as tribunals and truth and reconciliation commissions.

The Need to Draw Special Attention to the Protection of Women and Girls in Situations of Armed Conflict

...sexual violence challenges conventional notions of what constitutes a security threat. It is often invisible: the world does not witness rape in the same way as landmine injuries. Cheaper than bullets, it requires no weapons system other than physical intimidation, making it low cost, yet high impact.⁸⁵

UNIFEM/Stop Rape Now/UNDPKO, June 2010

One of the common characteristics of armed conflicts that have plagued countries ranging from Somalia, Colombia, Rwanda, Guatemala, Sudan, Sierra Leone, Liberia, Iraq, and the former Yugoslavia has been the suffering of the civilian population.

⁸⁵ *Addressing Conflict-Related Sexual Violence: An Analytical Inventory of Peacekeeping Practice*, a joint publication of UNIFEM, UN Action Against Sexual Violence in Conflict (Stop Rape Now), and the UN Department of Peacekeeping Operations, (UN, New York), June 2010, http://www.unifem.org/attachments/products/Analytical_Inventory_of_Peacekeeping_Practice_online.pdf, p. 12.

The human insecurity and displacement caused by conflicts in the last twenty-five years have been exacerbated by the nature of the fighting. Rather than involving a clash between the conventional armies of two states, many recent conflicts have featured fighting between a rebel group and a national government, or between a variety of armed factions and the forces of one or more governments. Regional spillover, intrastate fighting and state failure have formed the common backdrop of late twentieth and early twenty-first century warfare. The Human Security Report, which was first published by the University of British Columbia in 2005 (and is now published by Simon Fraser University), estimated that violence within states accounted for 95% of all conflicts.⁸⁶ As a result, the fighting has been messy and the motivations of the key players varied and complex. Warfare has, for example, been increasingly characterized by the presence of paramilitary groups, private military firms, and child soldiers.⁸⁷ Put another way, armed violence is increasingly “waged for the control of populations, as much as territory.”⁸⁸

The evolution of external military intervention in such conflicts, usually in the form of a United Nations peacekeeping force, has been no less complex. As a result of the perceived shortcomings of its missions in the early to mid 1990s, particularly in Bosnia, Rwanda and Somalia, the UN has engaged in a multi-stage and comprehensive internal review to evaluate the mandates and rules of engagement of its missions. The size and composition of UN forces has also been debated, and the conduct of some of the troops – deployed under UN helmets to protect the local civilian population – has in certain cases also come under scrutiny.

Resolutions 1325, 1820 and 1888 respond to the fact that women and girls suffer heightened injury, displacement, deprivation and death as a result of armed conflict. They are targeted for attacks and intimidation by the belligerents. Forcing women and children to flee their communities is often itself a tactic of war. An important trend to note in this regard is that the number of internally-displaced persons (IDPs) has increased since 1995, while the number of cross-border refugees has declined in the same period. The Human Security Report estimated that as of 2003, 24 million of the 33 million total displaced people around the world were IDPs. Given that “the protection provided for these displaced people varies from non-existent to barely

⁸⁶ Human Security Centre, University of British Columbia, *Human Security Report 2005: War and Peace in the 21st Century*, Oxford University Press, 2005, p. 23.

⁸⁷ Ibid.

⁸⁸ *Addressing Conflict-Related Sexual Violence: An Analytical Inventory of Peacekeeping Practice*, p. 10.

adequate,” this trend contributes to the urgent need to ensure effective protection measures for women and girls.⁸⁹

More specifically, there is also a growing awareness of the need to ensure that women and girls can conduct their daily lives without the threat of sexual violence during and after armed conflict. Rape can be a strategy and a tactic of warfare. It can also be opportunistic, with perpetrators taking advantage of the chaotic situation in which there appears to be no rule of law or accountability for criminal activity. This is not a new phenomenon. Several documented historical events featured large-scale sexual violence against women.⁹⁰ As Kevin McCort of CARE Canada, a humanitarian organization with a branch in Canada and countries around the world, told the Committee: “Rape has been used by fighting forces as a tactic of war to humiliate, intimidate and traumatize communities and as a method of ethnic cleansing. Women and girls are abducted into sexual slavery or forced to exchange sex or marriage for survival.”⁹¹

The statistics drawn from some recent conflicts are appalling. The United Nations Development Fund for Women (UNIFEM) estimates that up to 50,000 women were raped in Bosnia and Herzegovina during the fighting in the early 1990s; as many as 500,000 women were raped during the Rwandan genocide in 1994, which also featured a high level of HIV transmission between perpetrators and their victims; and 50,000 – 64,000 internally-displaced women suffered sexual violence as part of the devastating civil war in Sierra Leone.⁹² Rebecca Wolsak of Inter Pares, a Canadian NGO, highlighted the situation in Burma for Committee members. She works with local women’s groups in that country who have been affected by displacement and conflict. Referring to the military rule that has governed Burma since 1962, Ms. Wolsak stated that “the regime has routinely employed torture, rape, slavery, murder and mass imprisonment in order to silence any dissent within Burma and to maintain its power.” Yet, there has been no accountability for these crimes, despite the fact that the majority of the perpetrators have been officers. Ms. Wolsak also referred to specific cases that were

⁸⁹ The *Human Security Report* (2005), pp. 103-104.

⁹⁰ The *Human Security Report* (2005) lists a few cases, including for example, the conduct of Russian troops in Germany at the close of the Second World War and the Japanese military’s assault on Nanking, China in 1937, p. 107.

⁹¹ *Evidence*, 30 November 2009, 40th Parliament, 2rd Session.

⁹² UNIFEM, “Facts and Figures on Peace and Security,” http://www.unifem.org/gender_issues/peace_security/facts_figures.php.

documented by the Shan Women's Action Network and the Shan Human Rights Foundation in a 2002 report. She argued that, "women are often raped not only because of their gender but also because of their ethnicity."⁹³

There is a growing recognition that in the last fifteen years the Democratic Republic of the Congo (DRC) has been the location of what could possibly be the most egregious record of sexual violence perpetrated by armed groups against women and girls anywhere in the world. From 2006 to 2010, much of the lingering instability in the Congo has resulted from the activities of a mix of armed groups, who have preyed on civilians in the east, and from clashes between the national army and a variety of militias operating in parts of the country that border Rwanda and Uganda. The situation has been both complicated and troubling. Even members of the national army have been accused of committing serious human rights abuses against civilians, including sexual violence, and are generally criticized for their lack of professionalism and discipline. Rebuilding these forces continues to be a massive undertaking.

A range of individuals – including among them US Secretary of State Hillary Clinton and then Canadian Governor General Michaëlle Jean – have spoken out strongly against these crimes during their visits to the eastern provinces of the DRC, where by far the most serious and sustained abuses have been committed. The situation was summarized by the new US Ambassador-at-Large for Global Women's Issues, Melanne Verveer, in a 2009 hearing before a US Senate Subcommittee. In addressing the instability in the eastern DRC, the Ambassador stated that: "The scale and enormity of the violence directed at women can scarcely be adequately described." She went on to state that, "In addition to these rapes and gang rapes, of which there have been hundreds of thousands over the duration of the conflict, the perpetrators frequently mutilate the women in the course of the attacks."⁹⁴ The Committee received similar testimony from Tanja Bergen, a research assistant at University of British Columbia, on the

⁹³ *Evidence*, 30 November 2009, 40th Parliament, 2rd Session.

⁹⁴ Melanne Verveer, US Ambassador-at-Large for Global Women's Issues, "Testimony before the U.S. Senate Subcommittees on African Affairs, and Human Rights, Democracy, and Global Women's Issues," Washington, DC, 13 May 2009, <http://www.state.gov/s/gwi/rls/rem/2009/123500.htm>.

horrific cases of abuse that have been inflicted on thousands of women and girls during the years of fighting in the Congo.⁹⁵

In an effort to address this scourge, the UN peacekeeping mission and country team in the DRC developed a Comprehensive Strategy to Combat Sexual Violence in the DRC, with the assistance of a senior adviser on sexual violence. It was endorsed by the DRC government on 1 April 2009. The strategy takes a holistic approach to addressing the issue of sexual violence in the country, based on four pillars: (a) combating impunity; (b) prevention and protection; (c) security sector reform; and (d) multisectoral response for survivors. Despite these efforts, however, the UN estimates that on average at least 36 rapes are committed every day in the conflict zones of the Congo.⁹⁶

The UN Secretary-General informed the Security Council that perhaps the most disturbing aspect of these crimes is that the “victims were often young – between 10 and 17 years – and more than 10 per cent were children 10 years or younger.”⁹⁷ In her appearance before the Committee, Linda Dale of Children/Youth as Peacebuilders also focused on the human rights abuses inflicted on young people in various conflicts, drawing particular attention to the plight of children in northern Uganda. She noted that over 40,000 children and youth had been abducted by the Lord’s Resistance Army (LRA) during the recent war in that region, typically involving girls aged 11 to 14 years. Girls have been taken to be used by the LRA “as wives of officers and as fighters.” On average, they have been held for eight years.⁹⁸

It is important to note that violence against women and girls, particularly sexual violence, does not always cease with a formal end to fighting. The Secretary-General has provided evidence to the Security Council that “even after conflict has ended, high levels of sexual and gender-based violence tend to persist, creating long-term threats to security and to women’s

⁹⁵ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session. The written brief submitted to the Committee by Ms. Bergen describes the two provinces in the eastern DRC – the Kivus – as being “the worst places in the world to be a woman.” The report includes descriptions of extreme brutality that have been committed against women and girls in the conflict areas. See: Africa Canada Accountability Coalition entitled, *‘The Worst Place in the World to be a Woman’: Canada’s Role to Stop Rape in the DR Congo*, Policy Position and Discussion Report, September 2009.

⁹⁶ UNSC, “Women and peace and security: Report of the Secretary-General,” S/2009/465, distribution 16 September 2009.

⁹⁷ *Ibid.*

⁹⁸ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

health, livelihoods, and their ability to participate in reconstruction and peacebuilding efforts.”⁹⁹ Rebecca Wolsak told the Committee that the continuation of such crimes is indicative of a broader pattern of violence against women.¹⁰⁰

In many countries, violence against women and girls is prevalent in advance of the onset of armed conflict. When society, law, order and security breaks down during war, the rate and severity of these attacks increase. Sexual violence committed during wartime should not, however, be considered as aberrant behaviour that emerges in the middle of war and then disappears. It is part of an underlying trend of violence against women that exists in many countries to varying degrees before, during and after armed conflict. Indeed, Kevin McCort, the Chief Executive Officer of CARE Canada, commented to the Committee that more attention must be paid to “improving prevention and tackling the root causes of gender-based violence.” He argued that such efforts must address “the underlying social, cultural and political drivers of sexual violence.”¹⁰¹

Given this reality, the emphasis placed by resolution 1325 on the role of women in conflict prevention cannot be overlooked. Efforts to ensure women’s involvement in decision-making and the incorporation of gender perspectives in the work of security providers should not occur only after an armed conflict has erupted, once violence and abuses have already been committed. Resolution 1325 reaffirms “the important role of women in the prevention and resolution of conflicts and in peace-building... and the need to increase their role in decision-making with regard to conflict prevention and resolution” (emphasis added). Janis Alton, the former Chair of Voice of Women for Peace, expressed her organization’s support for this “strong language” in the resolution’s preamble. Ms. Alton argued that, “the peace-building process of the 21st century must be a proactive inclusive tool for the prevention of war.”¹⁰² Mr. McCort pointed to the important role that could be played by strengthened and gender-sensitive early-warning or

⁹⁹ UNSC, “Women and peace and security: Report of the Secretary-General,” S/2009/465, distribution 16 September 2009.

¹⁰⁰ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

¹⁰¹ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session

¹⁰² *Evidence*, 26 October 2009, 40th Parliament, 2nd Session

“complaints” mechanisms in the prevention of sexual violence in countries that are potentially sliding towards armed conflict.¹⁰³

The Committee also recognizes that women and girls are not the only civilian victims of armed conflict. Without question, men and boys suffer from the devastation and displacement brought upon by war, especially boys who are often taken from their families and forced to become soldiers in one faction or another. In 1995, the international community looked on in horror when several thousand Muslim men and boys were separated out from the civilian population and executed by Bosnian Serb militiamen in Srebrenica. However, without wanting to diminish the importance of any of the latter issues, this report focuses specifically on the conditions confronting women and girls in armed conflict, the particular challenges they face and the remedies that have been identified by the UN that all stakeholders should adopt to strengthen their human rights. The magnitude of the human rights abuses and displacement that women typically endure in situations of armed conflict and the pattern of their exclusion from the decision-making processes that govern their individual lives and their communities, have all been significant.

The Current Gaps in Implementation

At the outset of this section, it is important to take stock of the incremental progress that has been made to advance the United Nations Security Council agenda on women, peace and security. The very fact of the existence of resolutions 1820 and 1888 is a testament to this positive movement and to changes in attitudes about peace and security. It would have been inconceivable for the Security Council, even ten years ago, to have adopted a resolution with the detailed and explicit analysis and requirements on women’s protection issues that is contained in resolutions 1820 and 1888. Indeed, Anne-Marie Goetz (UNIFEM) described the two resolutions as being “perhaps the most striking evolution in the protection of civilians’ architecture of the

¹⁰³ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session. According to the United Nations Development Fund for Women (UNIFEM), “Even where prevention strategies do exist, civil society groups – and women’s organizations in particular – are often excluded, including from the development of early warning indicators, although they may be most effectively positioned and motivated to sound the alarm when early signs of conflict arise. These indicators can include sharp increase in gender-based violence, abductions, trafficking, abuse perpetrated by security forces, elections-related violence, and systemic failures of accountability mechanisms. Such violations often go unreported, or their significance is misunderstood, yet they can signal that conflict is escalating.” See, UNIFEM, “Prevention and Early Warning,” available at: <http://www.womenwarpeace.org/node/4> (accessed: 1 September 2010).

UN, to recognize the role and responsibility of international institutions to protect and prevent women and children from sexual violence.”¹⁰⁴ Jill Sinclair, the Assistant Deputy Minister of Policy at Canada’s Department of National Defence took similar note of the progress since the original adoption of resolution 1325 in 2000. Ms. Sinclair told the Committee that “the awareness of the role of women in peace and conflict, sexual violence and conflict, is greater than it was a decade ago when we put this resolution forward.”¹⁰⁵

Nevertheless, UN agencies themselves have admitted that “conflict-related sexual violence has only recently been elevated to a place on the mainstream peace and security policy agenda.”¹⁰⁶ In the course of the Committee’s hearings on this subject, all witnesses brought forward arguments and information which suggest that significant challenges remain in the implementation of the UN resolutions. The Committee agrees.

In the most basic terms, animating women’s human rights in conflict situations depends on well-trained and well-equipped forces. The training of these forces will be dealt with in greater detail below. But the question of force numbers and whether they have the necessary tools to implement the mandates they have been given by the Security Council has been a topic of much debate at the United Nations. Comparisons are often drawn between the troops and police that are brought forward to staff UN peacekeeping missions, where the Security Council has often had to aggressively solicit for contributions from member states, cobbling together a force from various relatively ill-equipped pieces, and those resources that are made available for the security operations undertaken by western powers, including through NATO.

An example is illustrative. The horror that has unfolded in the Congo was described above. And while the UN peacekeeping force in the Congo – MONUC (recently renamed MONUSCO) – is the biggest UN mission by troop levels in the world, many observers have questioned whether it can possibly be expected to provide adequate protection for the millions of civilians living in the eastern DRC, considering the range of territory it must cover, the poor transportation and communications infrastructure that is in place, and the complicated mix of state and non-state armed groups operating on the ground. As of April 2010, MONUC was

¹⁰⁴ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹⁰⁵ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

¹⁰⁶ *Addressing Conflict-Related Sexual Violence: An Analytical Inventory of Peacekeeping Practice*, p. 11.

staffed with 18,884 troops, with a total mission strength including police and other personnel of 20,819. In this context, Carolyn McAskie told the Committee in April of debates that have been ongoing in the policy community regarding the optimal “security-to-civilian ratio” in places like Kandahar, Afghanistan. She cited a Canadian Brigadier-General as arguing that the “ideal” ratio “was one security person to twenty population” (including local police). Ms. McAskie said, “By this standard, the UN forces in Ituri province in the eastern DRC should be 500,000.”¹⁰⁷ However, the Committee was reminded that the UN is entirely dependent on its member states for the troops, police and equipment it is able to deploy in the field.

There are several other gaps in the implementation of the gender-sensitive measures called for in Security Council resolutions 1325, 1820, and 1888 that were identified during the Committee’s hearings. These will be explored in turn below.

Gender Perspectives in Peace and Security Architecture

Even with large numbers of security personnel, the treatment of women and girls in situations of armed conflict is much more effective if security operations and the mandates upon which they are based are sensitized to the particular circumstances facing women. The security needs of women can be different from those of men. Women and girls in IDP or refugee camps, for example, are more vulnerable to being attacked when they are out collecting firewood or water for their families. Several witnesses pointed out that security operations must adapt to meet these realities, including by patrolling at these collection points and at times of the day when women are on the move.

As a specific example of a component of the peace and security architecture, programs targeting the disarmament, demobilization and reintegration (DDR) of combatants following armed conflict have pointed to important lessons regarding the need for gender perspectives to be integrated consistently throughout the design and implementation of the process.¹⁰⁸ At each stage, women and girls have specific needs and priorities, which have often been insufficiently

¹⁰⁷ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

¹⁰⁸ Paragraph 13 of UNSC Resolution 1325 (2000) “encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants.” Paragraph 8 calls on all parties involved in peace agreements to adopt a gender perspective regarding “the special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction.”

attended to or overlooked. For example, at the outset of the process, the definition and profiling of “combatants” can significantly influence whether women and girls are even being captured by DDR programs.¹⁰⁹ Moreover, the security of cantonment sites and the presence of female peacekeepers and police at those sites can increase the likelihood that women and girls will participate in DDR programs, thus accessing the attached services, which can include things like health care, training, cash incentives and grants for housing or reintegration in the economy.¹¹⁰ The degree of women’s participation “at forums where the terms of DDR processes are decided” can influence the outcome by providing important insights and developing “more accurate gender- and age-disaggregated pictures of conflict and post-conflict zones.”¹¹¹ So can the level of resources targeted by national and donor governments specifically to deal with the circumstances facing women and girls during demobilization and reintegration phases.¹¹² These are some of the many ways in which the roles and perspectives of women and girls in DDR processes must be addressed in order to render them more effective.

In overall terms, women also have their own perspectives of what security means and looks like. A senior gender adviser to the UN peacekeeping mission in Haiti has described the different way in which women experience insecurity based on her work in a country that has gone through various periods of lawlessness and instability. She wrote that: “Security for peacekeepers very often means the cessation of hostilities, of fighting between armed gangs or groups, whereas for local women it means being able to carry out their daily activities in the neighbourhood without the fear of being sexually assaulted.”¹¹³ Protection forces must therefore adjust the ways in which they design and carry out their operations in order to meet these realities.

The inclusion of female military and civilian personnel is one of the most effective ways to mainstream gender perspectives in security operations. According to a 2000 report of the Independent Experts Assessment on Women, War and Peace, the inclusion of women in peace

¹⁰⁹ United Nations Development Fund for Women, *Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration*, New York, October 2004, http://www.unifem.org/attachments/products/Getting_it_Right_Doing_it_Right.pdf, p. 4.

¹¹⁰ *Ibid*, pp. 6-7.

¹¹¹ *Ibid*, p. 4.

¹¹² *Ibid*, p. 5.

¹¹³ Nadine Puechguirbal, “Haiti: Putting Gender and Peacekeeping into Practice,” *FOCALPoint*, November 2007, Vol. 6, Issue 9.

support operations can have a positive impact on the ground in a variety of ways. It can, for example:

- Facilitate communication with victims of assault, sexual abuse, and violence;
- Provide a greater sense of security to local populations (women and children);
- Help create a safer environment for women in which they are not afraid to talk;
- Make male peacekeepers more reflective and responsible; and
- Broaden the repertoire of skills and styles available within a mission.¹¹⁴

A more recent UN publication has also noted that beyond leading by example and gaining access to “groups at risk”, gender balanced peacekeeping – in terms of both the personnel and the perspectives and behaviour they are conditioned to bring to missions - “can shape local perspectives, sending a message that women are credible interlocutors and vital partners in building a durable peace.”¹¹⁵

There has been some recent progress made towards increasing the representation of women in UN field operations. The most well-known example was the deployment of an all-women contingent of 100 Indian police to the UN mission in Liberia in 2007. The Secretary-General has noted in his reporting on Liberia that this deployment “has positively contributed to a three-fold increase in the number of applications from women to join the Liberian National Police.”¹¹⁶ Similarly, David Haeri of the UN Department of Peacekeeping Operations (DPKO) told the Committee that the Indian female police unit set an important precedent and “has sent strong signals throughout the mission and indeed the country on the potential role of women as peacekeepers.”¹¹⁷ India, Pakistan and Bangladesh have indicated to the DPKO that they would be prepared to provide more of these units. Beginning in August 2009, the UN launched a “global effort” with the aim of increasing the proportion of female police officers serving in its

¹¹⁴ Taken from, United Nations Association of Canada, *Peacekeeping to Peacebuilding: Lessons from the Past, Building for the Future*, March 2007, p. 109. For the full version of the original report, see: *Women, War and Peace: the Independent Experts’ Assessment of the Impact of Armed Conflict on Women and Women’s Role in Peace-building*, by Elisabeth Rehn and Ellen Johnson Sirleaf, 2002, UNIFEM, [http://www.reliefweb.int/rw/lib.nsf/db900SID/LGEL-5FMCM2/\\$FILE/unicef-WomenWarPeace.pdf?OpenElement](http://www.reliefweb.int/rw/lib.nsf/db900SID/LGEL-5FMCM2/$FILE/unicef-WomenWarPeace.pdf?OpenElement).

¹¹⁵ *Addressing Conflict-Related Sexual Violence: An Analytical Inventory of Peacekeeping Practice*, p. 17.

¹¹⁶ UNSC, “Nineteenth progress report of the Secretary-General on the United Nations Mission in Liberia,” S/2009/411, 10 August 2009.

¹¹⁷ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

peacekeeping missions to 20 percent by 2014, which would more than double current numbers.¹¹⁸ Anne-Marie Goetz (UNIFEM) told the Committee that, in her opinion, expanding the presence of female personnel deployed as military or civilian police in peacekeeping missions, through both “a concerted campaign of domestic recruitment” and through international encouragement for similar initiatives, is “one of the single most powerful contributions countries like Canada could make...”¹¹⁹

There have been some reports in the media suggesting that the American military has grown to recognize the unique contribution that female personnel can bring to its security operations, particularly in traditional societies like Iraq and Afghanistan. The *New York Times* has reported on the United States Marine Corp’s introduction of the first full-time “female engagement team” of approximately forty young women. They are deploying to Afghanistan to be “attached” as four or five-member groups to an infantry unit within the Marine Expeditionary Force. The women will go out on patrols. As described in the media report, the general idea for “a team is to arrive in a village, get permission from the male elder to speak with the women, settle into a compound, hand out school supplies and medicine, drink tea, make conversation and, ideally, get information about the village, local grievances and the Taliban.” Women in a traditional society like that of Afghanistan are extremely reluctant if not forbidden to interact with men from outside of their families. However, because of their positions within the local community, these same women have an important and in many cases different understanding of the security situation and development needs in the area. The marines will therefore attempt to collect information and intelligence that their male colleagues would be unable to acquire on their own, but also to identify the key needs and concerns of the community in order to assist with the prioritization of aid projects and security missions.¹²⁰

¹¹⁸ UN News Centre, “As role of police grows in peace missions, UN wants more female officers in ranks,” 10 June 2010, <http://www.un.org/apps/news/story.asp?NewsID=34984&Cr=police&Cr1=> (accessed: 2 September 2010). In this press conference, UN Police Adviser Ann-Marie Orlor noted that “Bangladesh is aiming to recruit 10,000 more female police officers in the coming months, while Liberia has also set the 20 per cent target for 2014.” See also: “Secretary-General calls for more women to swell ranks of UN police,” UN News Centre, 4 June 2010, <http://www.un.org/apps/news/printnewsAr.asp?nid=34918> (accessed: 1 September 2010).

¹¹⁹ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹²⁰ Elisabeth Bumiller, “Letting Women Reach Women in Afghan War,” *The New York Times*, 6 March 2010, <http://www.nytimes.com/2010/03/07/world/asia/07women.html?pagewanted=print>. A follow-up report to this story found that, “...interviews and foot patrols with Marines during two recent weeks in Helmand show that the teams, which have gained access to some of the most isolated women in the world, remain a work in progress.”

The UN currently oversees fifteen peacekeeping and two peacebuilding missions. Of the peacekeeping missions, some 116 countries are contributing almost 100,000 uniformed personnel.¹²¹ However, despite the fact that Security Council resolutions 1325 and 1820 call for the Secretary-General to ensure the increased presence of female personnel in UN military and police contingents deployed in the field, the progress towards realizing this objective to date has been limited. As of July 2010, only 2,069 of the total 86,231 military personnel (experts and troops) deployed in UN missions were women, or some 2.4%; for civilian police (individual and formed units), the proportion was higher at 8.9%.¹²² Rachel Mayanja, the UN Special Adviser on Gender Issues and Advancement of Women, told the Committee that she does not believe that the UN currently has enough female soldiers and police officers “that would help us to reach out to those women who have been affected by conflict.”¹²³

Again, the Committee recognizes that the UN must draw from the personnel put forward by its member states. Resolution 1888 is even more direct in this regard than its predecessor resolutions, as it moves beyond a reliance on the efforts of the Secretary-General to ensure that field operations include a gender component. The resolution encourages member states directly “to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations.” Several witnesses told the Committee that most of the militaries upon which the UN relies employ only a limited number of female personnel themselves, which severely curtails the UN’s ability to augment its number of female personnel in the field. David Haeri (UNDPKO) estimated that most of the large troop and police contributors to the UN probably have around 2% women in their own national armed forces and around 8% in their police forces.¹²⁴ As Ms. Mayanja put it: “The reason we are not doing well is that member states are also not doing well. The UN is a reflection of what actually exists there.”¹²⁵

See, Elisabeth Bumiller, “In Camouflage or Veil, a Fragile Bond,” *The New York Times*, 29 May 2010, http://www.nytimes.com/2010/05/30/world/asia/30marines.html?_r=1&scp=3&sq=letting%20women%20reach%20women%20in%20afghan%20war&st=cse.

¹²¹ “United Nations Peacekeeping Operations, Background Notes: 31 July 2010,” published by UN Department of Public Information, August 2010, <http://www.un.org/Depts/dpko/dpko/bnote.htm> (accessed: 3 September 2010).

¹²² United Nations Peacekeeping, “Gender Statistics by Mission – For the month of July 2010,” published 10 August 2010, <http://www.un.org/en/peacekeeping/contributors/gender/2010gender/july10.pdf>.

¹²³ *Evidence*, 30 November, 40th Parliament, 2nd Session.

¹²⁴ *Evidence*, 26 October, 40th Parliament, 2nd Session.

¹²⁵ *Evidence*, 30 November, 40th Parliament, 2nd Session.

Beyond increasing the number of women in uniform, specialized personnel are needed to ensure that gender perspectives are mainstreamed throughout the range of peace and security areas affecting women, including processes to disarm, demobilize and reintegrate combatants and to reform security sectors. The building of new armies and police forces should, but often does not, take into consideration human rights abuses that have been committed by individuals during the fighting. Colleen Duggan, from the International Development Research Centre (IDRC), explained to the Committee that personnel in charge of security sector reform should be incorporating rigorous vetting procedures to avoid situations like what has taken place in Guatemala where individuals with poor human rights records have been streamed into the new police forces after being demobilized as combatants, because “it is a convenient place to put them ... to ensure that they have employment.”¹²⁶ Jennifer Salahub of the North-South Institute told the Committee that she agreed with the assessment that, as it stands right now, security sector reform processes “do not do a good job of integrating a gender perspective.”¹²⁷

One of the major advances has been the UN’s introduction starting in 2004 of a dedicated gender advisory capacity as part of its peacekeeping missions. The Committee was told by the DPKO that there are now some 12 senior gender advisers serving in its missions.¹²⁸ Ms. Mayanja supported calls for the inclusion of a gender adviser in each, recognizing that they have “greatly improved the performance of UN missions.” She told the Committee that these advisers “are trainers; they reach out to the women, to the community; they are counsellors; they inform the UN staff themselves and the people on mission.”¹²⁹ Indeed, depending on the mission, gender advisers or advisory units support the implementation of resolution 1325 through initiatives that can include capacity-building, forming partnerships with local women’s groups to facilitate their participation in elections and democratic institutions, training local and international staff, advising senior management, working with disarmament, demobilization and reintegration units, and working with local police on issues related to violence against women.

¹²⁶ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹²⁷ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

¹²⁸ In September 2010, the UN Secretary-General informed the Security Council that while only two gender advisers had been assigned to peacekeeping operations as of 2000; by 2009, 13 of the 34 UN peacekeeping and political missions had gender advisers. Moreover, “six peacekeeping missions have a gender focal point who covers the gender portfolio in addition to other tasks.” Source: UNSC, S/2010/498.

¹²⁹ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

Even then, however, there is demand in the UN system for additional specialized personnel equipped to deal with the complex gender issues that arise in situations of armed conflict. Anne-Marie Goetz (UNIFEM) drew the Committee's attention to the clause in resolution 1888 calling for the deployment of women protection advisers in UN missions. She argued that these positions will be difficult to fill effectively given the skill-sets they require. She told the Committee that such an adviser "must be someone with military experience and gender analytical capability. I know of only two people in the world at present that have this skill set at an operational level."¹³⁰ Kevin McCort (CARE) also underlined the challenges posed by the combination of skill sets required by some of the new positions envisaged in the Security Council resolutions. While there are many experts in gender issues, those same people may not necessarily have specialized training in addressing gender-based violence, an issue the UN has as noted only begun to tackle in a concerted manner in recent years.

Finally, military and civilian police are better able to provide adequate protection to women in conflict zones, and to ensure that their specific needs and priorities are being addressed, when gender perspectives and considerations are mainstreamed throughout the training they receive. Witnesses repeatedly emphasized to the Committee that specialized training on women's rights must be provided to civilian and military personnel both prior to and during their deployments. The UN Department of Peacekeeping Operations (UNDPKO) developed a policy in 2006 on *Gender Equality in UN Peacekeeping Operations*, which lists the following principles as underlying its work on gender equality:

- The principle of inclusiveness, which requires that peacekeepers consult with both women and men in post-conflict countries in all decisions that affect them.
- The principle of non-discrimination, which requires that peacekeeping personnel ensure support for policies and decisions that uphold the equal rights of women and girls, and ensures their protection from harmful traditional practices.
- The principle of standard-setting, which requires that the staffing profile of DPKO and UN peacekeeping missions model their institutional commitments to gender balance and the equal participation of women in decision-making.

¹³⁰ Evidence, 19 October 2009, 40th Parliament, 2nd Session.

- The principle of efficiency in peacekeeping activities, which requires that all human resources capacity in post-conflict societies (women, men, boys and girls) are effectively harnessed to build and sustain the peace process.¹³¹

A representative from the UNDPKO, David Haeri, also told the Committee that the department has worked to develop gender guidelines for deployed police and political officers, and gender guidelines in relation to elections. He indicated that guidelines were being developed specifically for military personnel. These were released by the UN Departments of Peacekeeping and Field Support in March 2010 and are “intended for use by all military personnel in UN peacekeeping missions”. Their report includes detailed policy guidelines and checklists covering the range of military activities at the strategic, operational and tactical levels.¹³²

The UN’s pre-deployment materials do contain some specific content on gender and sexual violence in relation to resolutions 1325 and 1820. However, it is very important to underline that the pre-deployment training of military and civilian police personnel, which is arguably the most important stage in training, is the responsibility of national governments. Personnel deployed as part of UN missions do receive some supplementary in-mission training through the DPKO’s Integrated Mission Training Centres and Mission Training Focal Points, in accordance with developed standards. The Committee was told there are approximately 35 to 40 people working for these Centres.¹³³

In basic terms, pre-deployment materials are developed by the UN and made available to national militaries via the DPKO’s website. The representatives from the DPKO told the Committee that the materials “cover a wide range of issues from what [personnel] are expected

¹³¹ UN Department of Peacekeeping Operations, *DPKO Policy Directive: Gender Equality in UN Peacekeeping Operations*, November 2006, http://www.un.org/Depts/dpko/dpko/gender_directive2006.pdf.

¹³² United Nations, Department of Peacekeeping Operations and Department of Field Support, *DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*, New York, March 2010, http://www.un.org/en/peacekeeping/documents/dpko_dfs_gender_military_perspective.pdf. An example of a “gender objective” for “strategic-level guidance” calls on military operations to plan and liaise with all relevant mission components to “include assessment of any differences in security priorities of local women and men and their potential to contribute to mandate implementation. At the operational level, an example of a specific guideline in the checklist for security-support activities requires the provision of “separate living facilities for female ex-combatants in plans for cantonment sites,” and the assurance of their adequate protection at those sites. Finally, at the tactical level, the checklist includes various provisions targeting patrol duties, and checkpoint and roadblock duties, amongst many others, including the need to “monitor the movement patterns of the local population, including women and girls, and adjust patrol plans to provide maximum protection to civilians.”

¹³³ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

to do professionally as soldiers and policemen, to the environment in which they can expect to operate.” The Committee was also told that training on gender issues, which includes content on human rights and international and humanitarian law, is “mandatory” both prior to and during deployments. As noted, in-mission training is delivered by the integrated training cells, which “work on ensuring that the follow-up training is provided” and also on equipping individuals to train other trainers. However, when Senators inquired after the extent and duration of the training targeted specifically at the Security Council resolutions on women, peace and security, they were told by Mr. Haeri’s colleague, Fernanda Tavares, that the “induction briefing” involves one hour of training.¹³⁴

The Committee notes the potential for variations in standards to develop given that the manner in which pre-deployment materials are incorporated in training regimes is left almost entirely up to the discretion of national authorities. David Haeri admitted that, “beyond...setting standards and providing modules, we are not able to deliver the training ourselves pre-deployment.” Moreover, despite its questions to this effect, the Committee was not made aware of any obligatory monitoring mechanisms in place to track the extent to which the UN standards have been incorporated in pre-deployment training or to compare the training received by troops from the upwards of thirty countries that could be contributing personnel to a particular mission. Mr. Haeri indicated that the DPKO’s training services “liaises” with national authorities “to ensure they have what they need.” He also told the Committee that when they can, DPKO personnel “go out and sit in their training centres for two or three days; we watch people being inducted and we validate.”¹³⁵

The training provided to Canadian Forces and RCMP personnel will be discussed in detail in the final chapter of the report that focuses on Canadian policy.

Prosecution and Redress for Sexual Violence: National and International Mechanisms for Justice

While the negative consequences of sexual violence for individual women and girls are self-evident, its destructive nature extends far beyond the commitment of the crime. The rape of women and girls has a negative effect on health care systems, the economy and the fabric of

¹³⁴ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

¹³⁵ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

local communities. Women and girls face difficulties reintegrating with their communities as a result of the physical and emotional injuries they have suffered as well the stigmatization that can be attached to victims of sexual violence.

The unrealized elements in resolutions 1325, 1820 and 1888 related to the prevention of sexual violence are numerous. First, there are gaps in implementation with respect to the content of cease-fire agreements and peace accords. Several witnesses told the Committee that the latter usually do not address human rights abuses or the individual acts or systematic patterns of sexual violence that have been committed by forces on all sides. Similarly, they rarely provide redress for survivors. Some have even included amnesties for these crimes as part of the settlement. Anne-Marie Goetz (UNIFEM) pointed out that “only one cease-fire has ever been monitored as far as we know ... for sexual violence, and that is the Nuba Mountain case-fire in south Sudan.”¹³⁶

The second critical gap is the persistence of a culture of impunity for those who commit human rights abuses including sexual violence. Women and girls’ psychological recovery is affected by the fact that perpetrators of sexual violence typically face little to no consequences for their damaging actions. Tanja Bergan described how the fear that women experience in situations where impunity exists has the added negative consequence of preventing women “from disclosing their rape status and seeking life-saving medical care and psycho-social support.”¹³⁷ This reluctance is heightened when there is not an open discussion in communities about the reality of the occurrence of sexual violence, or a willingness to address the presence of perpetrators amongst the community or the support services needed by the survivors.

Speaking forcefully to the Committee on the need to end the culture of impunity, Linda Dale pointed again to the example of northern Uganda. Ms. Dale cited a conversation she had with a woman who had been abducted by the rebel group, the Lord’s Resistance Army (LRA), and held for five years. Following her release, this woman had become an advocate for the human rights

¹³⁶ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹³⁷ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

of girls. She told Ms. Dale that “it is terrible to watch these officers who committed the sexual abuses walk up and down the streets of Gulu and enter cafes.”¹³⁸

The third key consideration relates to country-level weaknesses in legal regimes and judicial institutions, and the gaps that exist between international mechanisms for prosecution and redress and those that are in place at the national level. Both of these issues demonstrate a need for the infusion of international resources and expertise.

In the 1990s, international courts and tribunals were established to deal with the devastation inflicted on civilian populations by internal and regional conflicts in Rwanda and the former Yugoslavia. However, despite the prevalence of sexual violence in both of these conflicts, the legal mechanisms established by the international community did not initially focus on these crimes as their own category of grave breaches of human rights. The Committee was given details of the Rwandan example to illustrate the evolution of the International Criminal Tribunal for Rwanda’s (ICTR) treatment of these crimes as part of its prosecutions related to the genocide.

Isabelle Solon-Helal, a programme officer at Rights and Democracy and the coordinator of the Coalition for Women’s Human Rights in Conflict Situations, emphasized the trial of Jean-Paul Akayesu at the ICTR in her presentation to the Committee. When originally indicted, Mr. Akayesu, who had been a mayor of a small community in Rwanda where numerous murders of local Tutsi were committed, was not charged with crimes of sexual violence. However, critical testimony was provided by “witness J”, who mentioned rapes that had been perpetrated by militia in her community, and “witness H” who had been a victim herself. Following this testimony and pressure from human rights groups and NGOs, including Ms. Solon-Helal’s Coalition, which had documented the sexual violence that occurred in Mr. Akayesu’s town and submitted an amicus curiae advocating charges, the Court altered its position. In June 1997, Canada’s Louise Arbour, Chief Prosecutor of the International Criminal Tribunal for Rwanda “amended the indictment to include counts of sexual violence. When the trial resumed, witnesses were called back to testify about those crimes.”¹³⁹

¹³⁸ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

¹³⁹ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

Mr. Akayesu was sentenced to multiple life sentences in October 1998 for genocide, crimes against humanity and other violations. Ms. Solon-Helal told the Committee that the outcome of this trial “marked the first time that an international tribunal had punished someone for committing sexual violence during a civil war and recognized rape as an act of genocide and torture.” Nevertheless, despite this marked progress, Ms. Solon-Helal went on to tell the Committee that in the case of the ICTR, the “Akayesu judgment [was] an exception rather than the rule.” An estimated seventy-percent of sexual violence charges did not result in similar convictions.¹⁴⁰

Since this time, the establishment of the International Criminal Court (ICC)¹⁴¹ has brought important advances in the recognition of the centrality of women’s rights to international human rights. The prevalence and devastating effects of crimes of sexual violence committed in wartime has been explicitly recognized by the ICC. The Court’s enabling statute (the Rome Statute) which came into force in 2002 includes specific, comprehensive definitions of sexual crimes, including rape. Article seven of the statute defines crimes against humanity as including “rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity,” when committed as part of a widespread or systematic attack against civilians.¹⁴² The statute also requires that state parties take into account gender balance among judges when making selections for appointment.

¹⁴⁰ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

¹⁴¹ On 17 July 1998, 120 states adopted the Rome Statute, the international treaty establishing the permanent International Criminal Court. Following ratification by 60 countries, the Rome Statute entered into force on 1 July 2002. As of August 2010, some 113 countries are state parties to the Treaty. See: <http://www.icc-cpi.int/Menus/ASP/states+parties/>. “The ICC has jurisdiction over the most serious crimes of concern to the international community as a whole, namely genocide, crimes against humanity and war crimes, when committed after 1 July 2002.” Each of these crimes is defined under the Rome Statute. “The Court may exercise jurisdiction over such international crimes only if they were committed on the territory of a State Party or by one of its nationals. These conditions, however, do not apply if a situation is referred to the [ICC] Prosecutor by the United Nations Security Council, whose resolutions are binding on all UN member states, or if a State makes a declaration accepting the jurisdiction of the Court.” Finally, “The Court is intended to complement, not to replace, national criminal justice systems. It can prosecute cases only if national justice systems do not carry out proceedings or when they claim to do so but in reality are unwilling or unable to carry out such proceedings genuinely.” See: International Criminal Court, *The ICC at a Glance*, ICC-PIDS-FS-01-004/10_Eng, <http://www.icc-cpi.int/NR/rdonlyres/6AC33C11-B0F2-4C32-A155-8992885320FF/282122/ICCatAGlanceENG.pdf> (accessed: 1 September 2010).

¹⁴² *Rome Statute of the International Criminal Court*, available at: http://www.icc-cpi.int/NR/rdonlyres/EA9AEFF7-5752-4F84-BE94-0A655EB30E16/0/Rome_Statute_English.pdf.

The international regime that now exists to deal with these crimes is therefore quite robust. The impact of the ICC at the operational and normative levels has begun to take shape since the commencement of the Court's first trial on 26 January 2009, *The Prosecutor v. Thomas Lubanga Dyilo*. The latter case was referred to the Court by the Democratic Republic of Congo.¹⁴³ The Court has had two other cases referred to it by the DRC (both are currently at the pre-trial stage and one suspect remains at large); one case by Uganda, *The Prosecutor v. Joseph Kony, Vincent Otti, Okot Odhiambo and Dominic Ongwen*, who are top members of the Lord's Resistance Army; and, another case was referred to the Court by the Central African Republic, *The Prosecutor v. Jean-Pierre Bemba Gombo*, an individual who is being charged with two counts of crimes against humanity, including rape, and three counts of war crimes, including rape, as the alleged president and commander-in-chief of the Mouvement de libération du Congo (currently at pre-trial stage).¹⁴⁴ In addition, the UN Security Council referred the situation in Darfur, Sudan, which is a non-state party country, to the Court in 2005. In March 2010, the Court's prosecutor was granted authorization to open an investigation into the situation in Kenya in response to the post-election violence that occurred in that country in 2007-2008.¹⁴⁵

However, Ms. Solon-Helal told the Committee that while there has been noted progress, considering that half the charges currently issued by the ICC include crimes of sexual violence, in her opinion, "there is still much work to be done." She cited the example of the Lubanga case, pointing out that Mr. Lubanga is charged with "conscripting child soldiers but not with sexual slavery. The nature of the crimes committed against girls in that case is not reflected in the indictment."¹⁴⁶

Moreover, despite this recent activity, due to the structure of the ICC's work and its mandate, actual prosecution cases can be difficult to build and involve a lengthy process. Collecting sufficient evidence to bring charges of this nature forward involves numerous challenges, especially considering that ICC teams are reliant on obtaining information from

¹⁴³ International Criminal Court, "Situations and Cases," <http://www.icc-cpi.int/Menus/ICC/Situations+and+Cases/> (accessed: 1 September 2010).

¹⁴⁴ International Criminal Court, "Central African Republic: ICC-01/05-01/08, Case the Prosecutor v. Jean-Pierre Bemba Gombo," <http://www.icc-cpi.int/Menus/ICC/Situations+and+Cases/Situations/Situation+ICC+0105/Related+Cases/ICC+0105+0108/Case+The+Prosecutor+v+Jean-Pierre+Bemba+Gombo.htm> (accessed: 1 September 2010).

¹⁴⁵ International Criminal Court, "Situations and Cases," (accessed: 1 September 2010).

¹⁴⁶ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

regions where local investigative and police capacity is weak. Anne-Marie Goetz (UNIFEM) argued that, “crimes of sexual violence take such a long time to try and often come to light so late that you generally establish a de facto environment of impunity before you are able to stop perpetrators from repeating.”¹⁴⁷

A gap exists between this important international mechanism and the strained systems on the ground. Colleen Duggan (IDRC) stressed that because of these inevitable constraints and considering the limited number of prosecutions that the ICC can engage in at any one time, more focus needs to be placed by the international community on strengthening national systems for justice. Other witnesses agreed with this assessment. Ms. Duggan reminded the Committee that the ICC is designed to be the justice mechanism of “the last resort” when national governments are unwilling or unable to prosecute cases domestically. She said that “often we get caught up on preparing cases and bringing them to the ICC. The worst of the worst go there, if we can get them.” In her opinion, the focus should instead be channelled towards building the capacity of national systems “because most rape victims will never see the doors of The Hague, will never have the resources to get there or even the courage to bring their stories to light.”¹⁴⁸

The ICC is most effective when it is used as a preventive mechanism. National systems are the front lines of justice. Thus, while the work of the ICC is critical in setting norms and standards for international justice and in addressing the crimes of the most notorious abusers, national systems are in most cases the only mechanism that can provide immediate individual justice and redress for the majority of survivors. If the ICC is able to focus on pursuing its work of establishing international standards, the intention is that it will over time be able to act as a deterrent so that similar crimes are not committed as part of future armed conflicts. The Committee believes Canada has a key role to play in continued support of the ICC and in initiatives to strengthen national and local justice systems, particularly around prosecution for crimes of sexual violence.

Despite arriving at the above conclusions regarding national justice systems, witnesses agreed that the challenges involved in building these systems in most conflict and post-conflict countries remain significant. There are typically deficiencies in police, investigative, judicial

¹⁴⁷ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹⁴⁸ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

and penal systems. Lindsay Mossman told the Committee about Amnesty International's study of the limited justice mechanisms that exist to address sexual violence in the eastern part of Chad, which borders Darfur, as one such example. Amnesty International has found that "the weak Chadian legal framework, lack of judicial personnel in Eastern Chad and lack of political will by local authorities to punish perpetrators of sexual violence has resulted in further violence and exacerbated the conflict."¹⁴⁹ In other words, sexual violence is not often investigated properly by local authorities, if at all. It is a problem of capacity, training, resources and will.

Ms. Mossman pointed out that even when laws are on the books, they are not necessarily carried out effectively or consistently. The Democratic Republic of the Congo (DRC) is one such example. A national law on sexual- and gender-based violence was adopted in 2006. However, as Kate McInturff (Peacebuild) told the Committee, "there is no implementation of those laws." But it goes beyond that. Limited resources and state capacity also inhibit access to justice. Many national systems have not been constructed to recognize or accommodate the particular circumstances facing most women and girls, many of whom are impoverished. Ms. McInturff walked the Committee through the various stages a woman in the DRC may have to face in order to seek justice for what she has suffered to illustrate this point. She said:

In the DRC, if a woman or a girl is willing to take the risk of being disowned by her family to speak about this kind of crime, is willing to risk being shunned by her community, is willing to risk the perceived humiliation of speaking about this crime, if she is able to find someone to listen to her, and if that person is able to assist her in seeking justice, she still has to pay to have her case heard by the national justice system. Then, if – and this happens extraordinarily rarely – the judge in the case finds in her favour, she has to pay again to have the sentence executed.¹⁵⁰

Women and girls are often afraid to come forward to report crimes because the local security forces and investigators are composed almost entirely of men. Women and girls avoid reporting abuse they have suffered because they fear the stigma that it brings, but also because in some cases they fear further violence from individuals in the local police. As mentioned, the poverty of the survivors also plays a role. For a woman living in a rural community to come forward to

¹⁴⁹ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

¹⁵⁰ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

report a crime, it can involve significant travel, as services and state authorities may not exist in her community.

Support for Victims of Sexual Violence

Women and girls' physical recovery from sexual violence is often hindered by insufficient medical and counselling services and weak health systems. Kevin McCort (CARE Canada) described the services available to female survivors in many countries as being "woefully inadequate". He pointed out that the lens of national governments and external actors needs to shift from a security-centered focus on perpetrators to one that emphasizes the rights, needs, "safety and dignity" of survivors, including by ensuring victims' access to health care and legal redress.¹⁵¹ Colleen Duggan (IDRC) seconded this argument, agreeing with Mr. McCort that, while important, discussions cannot focus solely on the need to prosecute those who have committed the crimes. Ms. Duggan underlined that "sexual violence leads to the feminization of poverty, meaning that women and girls are ostracized from their family and support networks and cut off from channels of economic production."¹⁵² Support for victims, who are dealing with multi-faceted economic, social and psychological effects must, therefore, be long-term in nature.

The negative effects of sexual violence linger, affecting entire communities. Mr. McCort told the Committee that, "survivors continue to experience physical injuries, psychological trauma, social stigma and sexually transmitted diseases ... including HIV/AIDS, long after the conflict has ended."¹⁵³ Reintegrating in society can be very difficult for many survivors. Ms. Dale spoke to the Committee of the emotional trauma facing girls who have been abducted by the LRA in northern Uganda to be used as conflict "wives" and/or as fighters. She explained that while services are often available through reception centres in the immediate period following girls' rescue or escape back to their communities, some do not go to the centres in order to avoid acquiring a "stigma". Family relationships are also rendered very "complicated" by the reintegration of these girls following their long period of time in the bush with the rebels, especially when they themselves have had children.¹⁵⁴

¹⁵¹ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

¹⁵² *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹⁵³ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

¹⁵⁴ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

As was mentioned in the previous chapter, case study analysis and statistical indicators are important tools needed to address the problem of sexual violence. Good research is essential to formulating public policy options designed to solve the real problems at hand. Colleen Duggan emphasized this point in her presentation to the Committee. She cited several examples, including the IDRC's support for the research of a consortium of women's groups in Guatemala in the order to understand better the needs of survivors of sexual violence. This work contributed to public awareness of the issues surrounding sexual violence and pointed through evidence-based analysis to "the need to counteract stigmatization for survivors." Ms. Duggan described how this work "also influenced the debate around that country's national compensation process" for victims. She cited another example where research into gender issues has been able to feed into policy formation. In Colombia, a study of previous state programs governing disarmament, demobilization and reintegration of paramilitary groups looked at how the needs of women and girl combatants were met as part of the process. Ms. Duggan told the Committee that this study provided "important policy choices for programming in Colombia."¹⁵⁵

The Relationship between Women's Participation in Decision-Making and Post-conflict Progress

Before moving on to the final chapter, the Committee wishes to note that the organization of its report – dividing women's participation and security in the conduct of their daily lives, free from sexualized violence and other limits on the exercise of their human rights, into successive chapters – should by no means be interpreted as an indication that these are separate issues. Witnesses emphasized that the resolutions are mutually-reinforcing. Tanja Bergen described resolutions 1325 and 1820 as "two sides of the same coin." She argued that environments that are not respectful of women's rights and that permit discrimination against women can facilitate violence against women, particularly in wartime. She told the Committee that: "Until we see that women, particularly in the Congo, one of the worst places in the world to be a woman, can credibly stand up in Parliament and in peace talks and have their rights, opinions and voices respected, the same problems we see time and time again will pop up."¹⁵⁶ Kathryn White, the Executive Director of the United Nations Association in Canada, used a medical analogy to

¹⁵⁵ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹⁵⁶ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

explain the relationship between UNSC resolutions 1325 and 1820. She stated that, “I find it helpful to think of Resolution 1325 as prevention and Resolution 1820 as treatment...I urge you to remember that we need both those things.”¹⁵⁷

Lindsay Mossman (Amnesty International) agreed that protection is integral to participation and influence. Without adequate security, women’s civil society groups in places like Afghanistan, for example, face significant difficulties in accessing societal debates. As pointed out by Ms. Mossman, “three very high level women” in Kandahar province have already been killed in “the last few years” as a result “of their human rights activism.”¹⁵⁸ Surendrini Wijeyaratne (CCIC) shared this assessment. She agreed that the issues raised by resolutions 1325 and 1820 are interrelated. Empowerment is connected to the advancement and protection of rights. She used the example of the investigation of sexual violence to illustrate this point for Committee members, pointing out that facilitating women’s access to positions of decision-making should translate into their increased presence in the judicial and security sectors, among other institutions. This participation is critical, because “if there are no women investigators, lawyers and judges, investigating sexual violence becomes difficult. Women will not report cases of sexual violence to male counterparts. Oftentimes they are hesitant to do so.” The advancement of the objectives contained in both resolutions 1325 and 1820, therefore, must progress “hand in hand”.¹⁵⁹

The Committee agrees with this assessment and recognizes that progress in implementing one of the Security Council resolutions, in whole or in part, is dependent on the successful advance of the others. With that understanding in mind, in the next chapter, the Committee presents its vision for Canada’s implementation of the Security Council’s resolutions on women, peace and security in both its domestic policies and internationally through its activities at the UN.

¹⁵⁷ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

¹⁵⁸ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

¹⁵⁹ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

CHAPTER IV: IMPLEMENTING THE UNITED NATIONS RESOLUTIONS ON WOMEN, PEACE AND SECURITY - A ROBUST, FUNDED AND SUSTAINED ROLE FOR CANADA

Overview

The issues raised in the previous chapters of this report form the backdrop of the Committee's recommendations to the Government of Canada, the focus of this final chapter. Many of the challenges that were identified by the witnesses highlight important areas that Canada can help address and niches that it can help to fill. October 2010 is the ten-year anniversary of resolution 1325. As a result of this occasion, international mobilization around the resolution has been building. In order to support this international work on women, peace and security, Canada must put the full weight of its resources, political will and expertise behind the implementation of the resolutions.

Overall, the Committee recognizes that Canada has carried out important initiatives and demonstrated leadership on the women, peace and security agenda, particularly through the work of Canada's Permanent Mission to the United Nations in New York. However, the Committee believes that there is still room for Canada to take on an expanded role. Much of the resources and expertise needed to ensure the effective implementation of the UN resolutions¹⁶⁰ are those that Canada has to offer. Canada is a leader in military professionalism, police professionalism, the rule of law, gender equality, and good governance, among other things. Canada has highly-skilled personnel, in the Canadian Forces, the Royal Canadian Mounted Police, the Canadian International Development Agency, and Foreign Affairs Canada who can bring best practices to the table to assist other countries to build their capacity to implement the resolutions on the ground. The Committee believes that Canada can do more to leverage that expertise. Overall, the Committee's vision is for Canada to be an international champion for the implementation of

¹⁶⁰ All references to the "UN resolutions on women, peace and security" refer to UNSC resolutions 1325, 1820, 1888, and 1889.

the United Nations' women, peace and security agenda through its foreign affairs, defence, justice, public safety and development ministries.

To be successful, this leadership must be built on policy coherence. In other words, Canada's international policies must work together and provide mutual reinforcement. There must be clear coordination mechanisms amongst government departments, and open channels to share specialized expertise and knowledge. Each of these elements must contribute to an integrated whole that can be recognized clearly both conceptually and in practice as the Government of Canada's policy on women, peace and security.

Implementing the United Nations Resolutions on Women, Peace and Security: An International Challenge

It bears repeating that the women, peace and security agenda is an international one. Obvious as it may be, resolution 1325 and those that have been adopted more recently are resolutions of the UN Security Council. They were thus created through the most multilateral mechanism for peace and security that currently exists. When the resolution was adopted in 2000, the Security Council's membership was Argentina, Bangladesh, Canada, China, France, Jamaica, Malaysia, Mali, Namibia, the Netherlands, Russia, Tunisia, Ukraine, the United Kingdom, and the United States. Nevertheless, despite their normative importance, resolutions are only as effective as their implementation, and resolutions 1325, 1820, 1888 and 1889 have not been fully realized. Many UN member states like Canada have lacked the capacity, resources and/or political will to implement their provisions and others have lacked the external support. The issues involved are undeniably complex and challenging. Countries like Canada, a founding member of the UN with a long record of supporting human rights and multilateralism, are therefore needed to provide both a push and a helping hand.

Moreover, as has been stated repeatedly in this report, the issues at stake are critical for international security. Peace agreements and peacebuilding strategies will not be effective and sustainable if they do not involve women in a comprehensive manner, from the outset of negotiations and through all stages of implementation. Excluding women from decision-making is to omit the views, experiences, priorities, needs and potential contributions of half of the population. In order for the objectives of resolution 1325 to be realized in this regard, there will

have to be progress in the advancement of women in leadership positions at UN headquarters, in mediation teams, and in UN field missions, including as part of military and police units. This can only happen if progress is also made by national governments in elevating women in their own peace and security architecture and as nominees put forward to the pool of appointments for UN positions.

Further advances are also required to ensure more effective protection of women and girls, given their different roles and risks, in situations of armed conflict. The Committee heard repeatedly that sexual violence paralyzes individual and community life, while also having a negative impact on the economy, health systems, and the viability of attempts to forge political reconciliation. Indeed, the UN Security Council has unanimously declared that violence against civilians in wartime, and in particular sexual and gender-based violence, has a consequent impact on the durability of peace. In order to address these challenges, further advances are needed from both the UN and its member states to ensure that national and international mechanisms for justice and restitution are strengthened so as to end the record of impunity that has existed for these crimes, while also ensuring access to justice for women and girls. Gender perspectives must be incorporated in security operations and missions must be designed to address the needs of and circumstances facing women and girls.

A Framework to Guide Canada's Activities on Women, Peace and Security

The Established Framework for Canadian Activities

In an important advancement for Canadian policy, on October 5th 2010 the Government of Canada released an "Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security." (The impetus for the development of National Action Plans will be discussed below.) The Action Plan outlines an implementation framework to guide Canada's interventions related to women, peace and security. It is organized according to four themes:

- Prevention
- Participation
- Protection; and

- Relief and recovery¹⁶¹

The Action Plan outlines key strategies for implementation, which emphasize the training of personnel; the assessment of “any planned action associated with peace operations, fragile states and conflict-affected situations” for their implications for women and men; the promotion of policies and programs “that effectively respond to the differential experiences of women and girls”; and, the institution of “mechanisms that promote departmental accountability for implementing the Action Plan.”¹⁶² Overall, the identification of these themes and strategies is intended to inform decisions on relevant policies and programs. It is also meant to achieve the following objectives, all of which are targeted at the design and conduct of international peace operations in the context of interventions in fragile states, conflict-affected situations and humanitarian crises:

- “Increasing the active and meaningful participation of women...”;
- “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 prevent such abuses and provide such protection;
- Supporting relief and recovery efforts that incorporate “the differential experience of women and men, boys and girls”; and,
- “Making the leadership of peace operations more accountable for carrying out their mandated responsibilities...”¹⁶³

The plan covers the period until March 31st 2016, with a review coming at the half-way point.

The Committee’s Framework

The Committee recognizes that the challenges and goals associated with the group of UN Security Council Resolutions on women, peace and security are both complex and ambitious. Resources are limited and must be targeted at the activities where Canada can make an effective

¹⁶¹ Foreign Affairs and International Trade Canada, *Building peace and security for all*, 5 October 2010, http://www.international.gc.ca/START-GTSR/women_canada_action_plan-plan_action_femme.aspx?lang=eng.

¹⁶² Ibid.

¹⁶³ Ibid.

difference. It also understands that Canada cannot be expected to have expertise and resources to match all scenarios in all countries. In presenting its own framework below, which underpins the Committee's recommendations that follow later in this report, the Committee is seeking to amplify Canada's impact and influence by focusing implementation on a select group of initiatives where Canada has unique and demonstrated expertise and capacity. In crafting its approach to the UN resolutions on women, peace and security, the Committee believes that Canada should focus its efforts on the following three categories of activities:

- Enabling women to be decision-makers in matters of peace and security;
- Building gender-sensitive peace and security architecture (through, for example, activities targeting the training of security sector personnel, disarmament, demobilization and reintegration processes, and security sector reform); and
- Strengthening justice institutions and access to remedies (including by mainstreaming gender perspectives).

The Committee's framework is based on its assessment of the landscape of issues requiring action and the competencies and resources at Canada's disposal. It is also directly informed by the ideas and concerns that were raised by witnesses during its hearings held from September 2009 to April 2010. In developing its framework, the Committee has attempted to be as selective and focused as possible, engaging in the very difficult task of prioritizing core activities amongst a wide range of possible and worthy needs. The Committee is not seeking to diminish the activities outlined in the Canadian government's Action Plan, which the Committee has welcomed. It is also not attempting to engage in an exercise of direct comparison. Rather, as noted in the introduction to this report, the Committee sees its report as a complement to the government's plan, and believes that by providing insight and analysis from a parliamentary perspective it can be used to build upon the plan and help to move it forward.

In the Committee's opinion, its framework can align effectively with Canada's broader foreign policy interests and priorities. Canada is, for example, heavily involved in Afghanistan, where one of its stated objectives is to help build the Afghan National Army and National Police. Security sector reform and training will be critical in this regard as will ensuring that women participate in whatever local and national processes are put in place by the central government, in partnership with the international community, to advance political reconciliation in that country.

Canada has also been active in countries like the Sudan and the Democratic Republic of the Congo (DRC). The former recently held a national election and is scheduled to hold a referendum on southern independence in early 2011. The ongoing implementation of the 2005 Comprehensive Peace Agreement, which brought the devastating north-south conflict to an end, and continuing efforts to bring peace and stability to Darfur province will not be sustainable if they do not involve women in the negotiations and all subsequent stages of the process.

Similarly, the DRC is still attempting to consolidate various initiatives towards peace and reconciliation in its eastern provinces and is scheduled to hold critical national elections in 2011, towards which Canada will likely provide significant support, as it did during the 2006 national elections. The participation of women in these processes and the ongoing efforts of local women's groups to advance principles of good governance, the rule of law and gender equality in the country's fragile institutions will be important activities to monitor and support. Moreover, in both Darfur and the DRC, sexual violence against women and girls has been a pervasive problem, with devastating effects for individuals and communities. Effective national and international mechanisms for justice to address these crimes and the needs of the survivors will be critical in establishing foundations for effective peacebuilding.

Canada has also made contributions in recent years to peace and security in Sierra Leone, where it has acted to support reconstruction and justice measures, including financial support for the training of police officers and military personnel. Canada has also been the chair of the UN Peacebuilding Commission's country-specific configuration for Sierra Leone.

As a final example, Canada has devoted considerable foreign policy resources to Haiti. That country continues to navigate the delicate stages of political stabilization and consolidate the rule of law and security for the population, particularly in the post-earthquake period. One of the key challenges in Haiti's implementation of resolution 1325 to date has been the limited progress that has been made with respect to ensuring women's participation in decision-making. The Security Council pointed to this trend in one of its most recent reauthorizations of its peacekeeping mission in the country, "emphasizing the need for increased efforts to support the participation of women in the political process."¹⁶⁴ Haiti is the largest recipient of Canadian development

¹⁶⁴ UNSC, S/RES/1892 (2009), adopted on 13 October 2009.

assistance in the Americas and is Canada's second largest overall recipient, behind Afghanistan. Over the years, Canada has provided support for the training of judges and police officers, for civil society outreach, and for reforms of the prison system and national Criminal Code. All of these efforts are related to women's roles in post-conflict public life, and could be strengthened through initiatives directed at incorporating gender perspectives in the country's peace and security architecture and in the reforms made to the justice system.

In its Action Plan, the government has also pointed to the connections between strengthened actions on women, peace and security issues and the enhancement of equality between men and women, and the advancement of international rights, peace and security. The intended outcome of the activities outlined in government's plan is thus to enhance accountability and "make missions more effective."¹⁶⁵

The Committee believes, however, that drawing attention to the linkages is not enough. Women, peace and security issues must not only be a stated but an actual part of Canada's overall foreign policy approach. What follows, then, is the Committee's vision for a focused, attainable, concrete and funded strategy to guide Canada's contributions to the international women, peace and security agenda. The rest of this chapter will outline the Committee's observations on Canadian policies related to the implementation of the group of Security Council resolutions, with a particular emphasis placed on the overarching resolution – 1325. The Committee's recommendations for the government flow from this analysis.

National Action Plans

Overview

UN Security Council Resolution 1325 urges national action in a variety of areas. The resolution does not itself call on UN member states to develop national action plans to guide implementation of the resolution. The call for governments to develop action plans or implementation strategies was initially articulated in statements of the rotating presidency of the Security Council. In his October 2002 statement on behalf of the Council, the President of the Security Council, "encourage[d] Member States, the entities of the United Nations system, civil

¹⁶⁵ Foreign Affairs and International Trade Canada, *Building peace and security for all*, 5 October 2010.

society and other relevant actors, to develop clear strategies and action plans with goals and timetables...”¹⁶⁶

In statements by the President of the Security Council in both 2004 and 2006, the Council again welcomed national efforts to implement resolution 1325, “including the development of national action plans,” encouraging governments to continue these and other national implementation strategies.¹⁶⁷ In October 2009, this language made its way into the actual text of a resolution adopted by the Security Council. In one of its preambular paragraphs, resolution 1889 welcomes “the efforts of Member States in implementing its resolution 1325 (2000) at the national level, including the developing of national action plans, and [encourages] Member States to continue to pursue such implementation.”

Canada’s Activities Since 2000

In order to ground the Committee’s recommendations, it is important to outline what Canada has done to date to advance the UN resolutions on women, peace and security.

Canada has been a consistent voice in support of the Security Council’s resolutions, particularly through its Mission in New York. Canada was on the Security Council when resolution 1325 was adopted and voiced strong support for the Council’s subsequent adoption of resolutions 1820, 1888 and 1889. Representatives from the Department of Foreign Affairs and International Trade (DFAIT) and the Canadian Mission to the UN provided Committee members with an overview of Canada’s initiatives and activities on this file.

David Angell, the Director General of the International Organizations Bureau at DFAIT, told the Committee that Canada’s efforts to further the implementation of resolutions 1325 and 1820 can be situated within Canada’s broader support for women’s rights, which is predicated on the principles agreed to in the 1995 Beijing Declaration and Platform for Action (the Fourth World Conference on Women) and the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW).¹⁶⁸ Other relevant international conventions guiding

¹⁶⁶ UNSC, Statement by the President of the Security Council, S/PRST/2002/32, distributed 31 October 2002.

¹⁶⁷ See: S/PRST/2004/40 and S/PRST/2006/42.

¹⁶⁸ The CEDAW was adopted by the United Nations General Assembly in 1979. It entered into force on 3 September 1981, and as of August 2010 had 98 signatory states and 186 state parties. Canada signed the Convention on 17 July 1980 and completed ratification on 10 December 1981. See, United Nations Treaty

Canada's policies and activities in this area include the UN Convention on the Rights of the Child. Mr. Angell also stated that Canada focuses on

...ensuring that women's concerns are met, that women are equal participants in efforts to prevent and resolve conflict and rebuild their communities, that women can achieve equality with men, and that peace and security activities benefit all members of society, women and men, girls and boys equally.¹⁶⁹

This approach touches on both the participation and the protection issues as outlined in Chapters 2 and 3 and the incorporation of gender perspectives in peace and security architecture, including through the deployment of well-trained personnel and the involvement of female personnel in operations.

The Committee was told by both Mr. Angell and Canada's Deputy Permanent Representative to the UN, Henri-Paul Normandin, that Canada's approach to the implementation of resolution 1325 is based on a four-pronged strategy: developing and advancing international norms and standards; engaging in advocacy; ensuring compliance and implementation; and, building capacity. Without describing every detail, the list below provides examples of Canadian actions in each of these areas:¹⁷⁰

- **International norms and standards.** Along with the United Kingdom, Canada co-funded a major conference at Wilton Park in 2008 to examine how military and police personnel can address issues of sexual violence in wartime, and women, peace and security issues more generally. An inventory of good practices was developed, and the work of this seminar fed into the process that led to the Security Council's adoption of resolution 1820.
- **Advocacy.** Canada helped to create and continues to be an active member of the Group of Friends of Women, Peace and Security in New York. The group brings together like-minded states to discuss and coordinate positions on issues pertaining to women, peace and security and to keep pressure on the UN system to implement resolution 1325. The group also consults with relevant NGOs. In 2009, it met with the UN mediation team for the DR Congo and lobbied for the

Collection, available at: http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en.

¹⁶⁹ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

¹⁷⁰ Unless otherwise noted, this section is based on testimony received from DFAIT officials and Mr. Normandin during the Committee's meetings of 14 September 2009 (40th Parliament, 2nd Session) and 12 April 2010 (40th Parliament, 3rd Session).

enhanced participation of women in the peace process. As Mr. Normandin put it to the Committee: “We also warned them at the time that, as part of the peace process accords, there definitely should not be any amnesty for perpetrators of sexual violence.” The group continues to monitor that and other situations on the 1325 and 1820 agendas. In describing this group to the Committee, Rachel Mayanja, the UN Special Adviser on Gender Issues and Advancement of Women stated that, “It is due to their diligence and continued commitment that the UN diplomatic corps remains seized of these issues.”¹⁷¹

- **Implementation.** As part of a 2009 Security Council open debate on sexual violence in situations of armed conflict, Canada sponsored a group of female police officers who addressed the Council on their activities and experiences in the field. Mr. Normandin described this contribution to the Council’s work as “ground-breaking”. As mentioned in Chapter 2, Canada also facilitated the involvement of Darfuri women in the peace talks that were held in Abuja from 2004 to 2006. At the domestic level, the Committee was told that project proposals received by the Global Peace and Security Fund at DFAIT “are reviewed to consider what measures will be taken to ensure that the interests and needs of women, men, girls and boys [are being] addressed in the planning, implementation and evaluation of the project.”
- **Capacity.** As part of its role on the UN Peacebuilding Commission and as chair of the Sierra Leone configuration, Canada held a workshop to help the Sierra Leonean government develop their national action plan on resolution 1325, encouraging the incorporation of gender perspectives in the plan. Canada has supported the formation of “women-led community peace groups” in Nepal and has deployed a gender adviser to the Ministry of the Interior in Afghanistan. It is hoped that the latter position will assist the ministry “in the development of policies and programs aimed at increasing the representation of women in the Afghan national police.”

Canada has, therefore, advocated on this file and has initiated several important activities related to women, peace and security. As noted, the activities listed above were all formalized by and grounded in an “implementation framework” as part of the Government’s new Action Plan. Canada’s leadership on these issues is welcomed by the Committee and it must continue.

¹⁷¹ Evidence, 30 November 2009, 40th Parliament, 2nd Session.

Debating a Canadian National Action Plan

The overarching framework that guides a country's interventions on women, peace and security is an organizing tool. The latter must identify activities, describe and delineate responsibilities for implementation, and establish objectives and the priority tasks for reaching them.

Many of the witnesses who appeared before the Committee, including almost all of those from civil society, strongly recommended that Canada develop a national action plan to guide its implementation of resolution 1325. Echoing the sentiments of most of the witnesses who appeared, Carolyn McAskie, a career civil servant and the only Canadian woman to have ever served as Special Representative of the UN Secretary-General to a peacekeeping mission, argued that Canada should develop such a plan. She stated: "if you have the right processes and strategic structures in place that hold people's toes to the fire," that enables you to "use these tools [to] help bring progress."¹⁷² Most witnesses argued that such a plan should be developed in consultation with civil society, and some mentioned the need to involve parliamentarians. In describing plans that have been adopted by other countries, Rachel Mayanja of the United Nations highlighted the importance of involving all stakeholders.

Developing a national action plan that is comprehensive, public, and goals-driven creates accountability mechanisms that can help to drive implementation, particularly when immediate attention has faded. It keeps the issues on the table. As Ms. McAskie put it, "It means that two years from now people can hold you to account. If you do not have one, you can still do the good work or not."¹⁷³

There are other positive repercussions that flow from the development of an action plan. The latter builds momentum and awareness nationally and also contributes to international mobilization by establishing clear normative guidelines, setting the bar high and offering a clear example for those countries that are themselves in the process of deciding how to move forward and determining what to include as part of their own national strategies. An action plan forces the government to articulate and clarify its strategic thinking on the issues. They also facilitate the identification of national priorities and are more likely to lead to the commitment of

¹⁷² *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

¹⁷³ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

dedicated resources than is a loose collection of activities, particularly if knowledge of the latter is only internal to government. Developing a plan helps a government to determine clear lines of responsibility and timeframes for implementation. As plans typically cover a multi-year period, the codification of government intentions generally facilitates greater consistency in implementation. As mentioned, action plans can also build accountability mechanisms by ensuring that progress will be monitored and reported on. There is thus merit in having a public document that outlines policy directions on these important issues.

In considering these advantages, it is important to remember that “national action plan” is just a term. The importance lies not in the name, but in the content and purpose of the document. The substance of the plan is what counts.

Witnesses told the Committee that for national action plans to be effective, they must contain several key elements. Anne-Marie Goetz (UNIFEM) explained in her testimony that such plans “are often divorced from realistic implementation or consistent monitoring arrangements, let alone from an effective connection to national security policy. They are rarely adequately financed, if financed at all.”¹⁷⁴ Only six of the plans that had been developed by the time of the Committee’s hearings included indicators.¹⁷⁵ Ms. Goetz argued that an action plan is likely to be effective only if it includes “indicators, an implementation plan, a budget and a schedule for regular review.”¹⁷⁶ As described earlier in this report, the UN Security Council is in the process of considering a set of comprehensive and common indicators to monitor progress at both the UN and internationally, which can be harmonized with indicators developed at the national level.

¹⁷⁴ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹⁷⁵ At the time of writing, some 20 countries have developed national action plans: Austria (2007), Belgium (2009), Canada (2010), Chile (2009), Côte d’Ivoire (2007), Denmark (2005; revised 2008), Finland (2008), Iceland (2008), Liberia (2009), the Netherlands (2007), Norway (2006), the Philippines (2010), Portugal (2009), Rwanda (2010), Sierra Leone (2010), Spain (2007), Sweden (2006), Switzerland (2007), Uganda (2008) and the United Kingdom (2006). An overview and evaluation of the national action plans adopted by European countries has been prepared by various non-governmental organizations. See: European Peacebuilding Liaison Office, *UNSCR 1325 in Europe: 21 case studies of implementation*, June 2010, http://www.eplo.org/documents/EPLO_1325_case_studies.pdf.

¹⁷⁶ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

It is also imperative that a plan on women, peace and security be mainstreamed by all relevant government departments and agencies so as to influence their approach to a myriad of issues. Overall, it appeared to the Committee that a codified and comprehensive governmental strategy was needed to ensure that policies and resources are reinforcing, working in tandem towards the same strategic objectives. In the absence of such a strategy, there can be overlap and/or gaps in implementation.

Canada's Action Plan

During its hearings, the Committee gained a good understanding of Canada's various activities related to women, peace and security undertaken at the UN. However, it was difficult to pinpoint the overall strategic policy approach and related programming being pursued by government departments in Ottawa. Testimony received from departmental officials did not indicate clearly whether some form of a plan or strategy was under development, and if so, its content, scope and status.

As noted, the government subsequently released its Action Plan on women, peace and security.¹⁷⁷ The document articulates the purpose of the plan and outlines Canada's approach, including the government's implementation framework (organized around key themes, strategies and objectives). Importantly, the plan also lists a series of indicators which are intended "to support compliance with and implementation of the goals set out in [the] document." They are based on those proposed by the Secretary-General to the UN Security Council in April.

The Action Plan covers the period up to March 31st, 2016. Responsibility for actions tied to each indicator is given to one or more government departments or agencies under the plan. The Department of Foreign Affairs and International Trade is then tasked with collecting the "qualitative and quantitative information" gathered by the other relevant departments and compiling it in an annual public report on Canada's progress. Overall, the government states that the action plan "is intended to be dynamic in nature and respond to changing needs and lessons from ongoing activities..."¹⁷⁸

¹⁷⁷Foreign Affairs and International Trade Canada, *Building peace and security for all*, Ottawa, 5 October 2010.

¹⁷⁸ *Ibid.*

The Committee is encouraged by the release of the action plan, and welcomes its positive elements. The Committee is hopeful that this plan will improve Canada's collective response to women, peace and security issues, clarify Canada's strategic approach, facilitate more explicit actions relevant to women in situations of armed conflict both within and across government departments, and improve the ability to monitor progress in a transparent manner. Based on its hearings, the Committee was strongly of the opinion that Canada needed to develop a national implementation strategy on women, peace and security. The Committee also concluded that the latter required an implementation framework, focal point within government responsible for overseeing implementation, clear objectives, and indicators. All of these elements were included in the government's plan.

More specifically, however, the Committee also believes that the identification of indicators is not enough. In order to compel full implementation of the strategy, specific timelines for achieving each indicator and target benchmarks for all of the governmental activities are also needed. One of the challenges to understanding the rationale for the plan and how it will be implemented is that it does not include an analysis of the current situation – that is, the key problems that need to be addressed, areas where Canada has performed well to date and those where improvements and further work are needed. It also does not present any baseline data as the starting point for each indicator.

Without such a picture, it is difficult to determine what real progress will and should look like. An example is illustrative. Indicator 10-3 in the plan will monitor the “number and percentage of female Canadian Forces personnel, police officers and civilian Government of Canada personnel deployed to peace operations.” No information is given on the current number and percentage of deployed personnel or their rank or duties, the desired target that the government is trying to achieve as regards such deployed personnel, or the deadline by which this benchmark should be reached. Similarly, indicator 12-1 will monitor the “number and percentage of departmental international security policy frameworks that integrate the participation and representation of women and girls.” No analysis is offered on the current number of frameworks that meet this requirement, the extent to which women's participation and representation is effectively integrated in such frameworks, or the degree to which these concerns should be integrated in international security policies. As a final example, indicator 3-1

will track the extent to which training provided to foreign personnel as part of justice and security sector programming, such as the Military Training and Cooperation Programme, “operationalizes an analysis of the differential impact of conflict on women and girls.” Further information is required on the current incorporation of this type of analysis in the training modules, the extent to which further progress is needed and the steps that will be required to make such advances, as well as the deadline for achieving that goal.

Moreover, most of the indicators are designed to track numbers and percentages (e.g. of policy directives or project funding according to certain criteria). Of the 24 indicators, only 5 measure more qualitative aspects of a policy or program – in other words, the “extent to which” something has been acted upon or changed. The Committee recognizes that the qualitative ways in which women experience and participate in armed conflict are not easily established by indicators. It is similarly challenging to capture the degree to which women’s perspectives are being incorporated in decision-making, or the degree to which gender considerations have been mainstreamed in security operations, peace negotiations, and rebuilding stages. Nevertheless, the Committee encourages the government to present as detailed an analysis as possible of these more complex and multi-faceted issues in its annual reports on the action plan, in addition to the numeric indicators.

The final missing piece is budgetary resources. The action plan rightly covers a broad range of Canadian governmental activities relevant to women, peace and security. This includes the design and delivery of Canadian development and diplomacy-related projects and programs, and the training and awareness level of deployed personnel, among others. Presumably, the realization of these many objectives will require the infusion of targeted and/or new resources. No indications are provided as to whether specific resources are being attached to the plan and whether those are in addition to existing programming. It would be much easier to determine the acceptable level of resources needed to implement the Action Plan if the activities and indicators identified in the plan were tied to clear benchmarks and timelines for success. Therefore, the Committee recommends that:

- **The Government of Canada should strengthen its Action Plan for the Implementation of United Nations Security Council Resolutions on Women, Peace and Security with**

- **Clear targets that each specific action included in the plan is intended to reach; and**
- **Time-bound indicators corresponding to the realization of these targets.**
- **The Government of Canada should allocate clear, dedicated and multi-year budgetary resources towards the implementation of its Action Plan. These resources must be at a level commensurate with the activities and objectives established in the Action Plan.**
- **The Government of Canada should table the annual progress reports on its Action Plan in both Houses of Parliament. Each year, a parliamentary committee should review progress and the Action Plan itself. This responsibility should be rotated annually amongst the committees with mandates to examine issues pertaining to foreign affairs and international development, human rights, justice, gender equality, national defence, and public safety.**

Responsibilities for Implementation

The execution of an Action Plan requires leadership and clarified roles and responsibilities. The first part of this section will provide a brief overview of the range of key players involved with the women, peace and security issues within the Government of Canada. The second will discuss the need for a clear centre of responsibility to be designated in government that is tasked with overseeing implementation of the UN resolutions.

Canadian Government Organization for Implementing Resolution 1325¹⁷⁹

DFAIT is the lead government department on Canada's implementation of resolution 1325, and is expected to provide a coordinating function across government in that regard. The Committee agrees that, in light of the fact that women, peace and security issues are directly related to international peace and security, this lead role should continue and be strengthened. DFAIT is responsible for Canada's political relationship with the UN and for Canada's bilateral relationships with other governments, and takes the lead on Canada's relations with most other multilateral organizations. On the ground, DFAIT executes programming related to peace and

¹⁷⁹ The information contained in section is based on testimony received by the Committee from DFAIT, DND/CF and RCMP officials during the Committee's meetings of 14 September 2009, 19 October 2009, and 12 April 2010.

security and is the lead department responsible for the diplomatic support provided by Canada to regional and international cease-fire and peace processes, and the coordination of post-conflict donor support.

Other departments play significant roles as well. The Department of National Defence (DND) and Canadian Forces (CF) are responsible for training and deploying Canada's military personnel as part of UN and non-UN international security operations. DND/CF is also responsible for overseeing and managing these deployments, including with respect to the conduct of deployed personnel. In addition, DND trains military personnel from other countries through its Military Training Assistance Program and through operational activities like the training of Afghan National Army personnel as part of the CF's Operational Mentor and Liaison Team. At the policy level, the DND Assistant Deputy Minister described the various interdepartmental committees and working groups that are in place to liaise with DFAIT on a variety of issues, including on women, peace and security. Within DND/CF, there are also mechanisms to facilitate collaboration between the DND policy branch and the CF, including with respect to such positions as the Judge Advocate General, the Strategic Joint Staff, the Chief of the Land Staff, and others. Around the time of the Committee's final hearing, the CF had personnel deployed as part of international operations in Afghanistan, Haiti, Sudan, the DRC, Sierra Leone, the Sinai Peninsula, the Israeli/Syrian border, Cyprus and Kosovo.¹⁸⁰

The Royal Canadian Mounted Police (RCMP) oversees the deployment of Canadian police officers to international peace missions around the world.¹⁸¹ These officers assist in rebuilding and strengthening police services in countries that have experienced conflict or upheaval. When foreign requests for Canadian police assistance come from international organizations (such as the UN or NATO), the RCMP works with DFAIT, the Canadian International Development Agency (CIDA), and Public Safety Canada in determining deployments.

¹⁸⁰ See: <http://www.comfec-cefcom.forces.gc.ca/pa-ap/ops/index-eng.asp> (accessed: 21 May 2010).

¹⁸¹ According to the RCMP, "Canadian police who serve abroad come from municipal, provincial and regional police forces as well as the RCMP... They play widely varying roles within each mission, from patrolling streets and training police recruits to providing humanitarian assistance, ensuring security for elections and investigating human rights violations." RCMP officers began participating in deployments in 1989; police from Canadian municipal and provincial forces began participating in international operations in 1995. The intergovernmental framework to guide mission deployment decisions is the *Canadian Police Arrangement*. Source: RCMP, "International Peace Operations Branch," <http://www.rcmp-grc.gc.ca/po-mp/index-eng.htm> (accessed: 7 September 2010).

In adherence with Canada's international legal commitments, including to the International Criminal Court (ICC), the Department of Justice is responsible for administering Canada's domestic legislation pertaining to war crimes. In 2000, Canada's *Crimes Against Humanity and War Crimes Act*¹⁸² implemented the ICC's statute into Canadian law. The Act provides for prosecution of crimes against humanity, genocide and war crimes committed in Canada, but also in other countries, if certain conditions are met. The Justice Department participates in an interdepartmental group with the Canada Border Services Agency (CBSA) and the RCMP to coordinate the investigation of Canadian citizens or persons present in Canada who are alleged to have committed crimes against humanity or war crimes. Through this mechanism and legislation (including other relevant immigration legislation), Canada's international obligations are upheld through investigations, prosecutions and extraditions.¹⁸³ In partnership with DFAIT and CIDA, the Justice Department also helps Canada to provide technical assistance to fragile states and new democracies that are trying to reconstruct and reform their justice systems.¹⁸⁴

CIDA is the lead government agency which delivers the bulk of Canada's international development assistance and humanitarian relief.¹⁸⁵ As such, it executes bilateral and multilateral programs aimed at supporting good governance, the rule of law, gender equality, economic development, and health systems, amongst a variety of other programs in developing countries around the world. In executing these programs, CIDA often works directly with non-governmental organizations (NGOs) based in developing countries. Nadia Kostiuk, the representative from CIDA who appeared before the Committee, spoke about the example of CIDA's project of some \$15 million since 2006 to address sexual violence in the eastern DRC. Through this project, CIDA works with UN agencies, civil society, and other governments,

¹⁸² S.C. 2000, c. 24.

¹⁸³ See, Department of Justice, Canada's Crimes Against Humanity and War Crimes Program: "Process," <http://www.justice.gc.ca/warcrimes-crimesdeguerre/process-processus-eng.asp> (accessed: 7 September 2010); and, "About Us," <http://www.justice.gc.ca/warcrimes-crimesdeguerre/aboutus-aproposdenous-eng.asp> (accessed: 7 September 2010); and, "Partners," <http://www.justice.gc.ca/warcrimes-crimesdeguerre/partners-partenaires-eng.asp> (accessed: 7 September 2010).

¹⁸⁴ Department of Justice, "Technical Assistance and Institutional Capacity-Building," <http://www.justice.gc.ca/eng/pi/icg-gci/ta-at.html>.

¹⁸⁵ In 2009-2010, CIDA provided approximately 74 percent of the Government of Canada's total \$4.82 billion official development assistance budget. The remaining portions were allocated by other federal government departments, including most notably the Department of Finance (11 %) and the Department of Foreign Affairs and International Trade (6%), and the International Development Research Centre (4%). Source: Government of Canada, *Report to Parliament on the Government of Canada's Official Development Assistance, 2009-2010*, 2010, [http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/ODAA/\\$file/ODAAA-2009-2010_EN.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/ODAA/$file/ODAAA-2009-2010_EN.pdf).

including Belgium to deliver psychological support and promote access to justice and socioeconomic reintegration for victims. To date, medical care has been provided to an estimated 20,000 victims.

Elections Canada can also play a role through its international electoral support to fragile states and those that have recently emerged from conflict.

Most of these departments and agencies bring together personnel to support the work of Canada's Mission to the UN in New York. Under the leadership of Canada's Permanent and Deputy-Permanent Representatives to the UN, these CIDA, RCMP and DND employees assist the mission with all of its work on women, peace and security. This includes work related to the UN Special Committee on Peacekeeping Operations.

A Clear Centre of Responsibility

In the course of its study, the Committee considered the need for the designation within the Canadian government of a high-level institutional champion on the relevant UN resolutions. The key questions raised were as follows:

- At what level should this champion be? and
- Where should this individual/entity be located to ensure the ability to provide adequate support to Canada's work on women, peace and security, and sufficient authority across government departments and acceptability among civil society organizations to implement it?

Several possibilities were considered by the Committee. In any event, it was felt that this individual or entity should be charged specifically with furthering Canada's integrated implementation of the UN resolutions on women, peace and security and working to ensure that these issues do not fall off the policy agenda.

As mentioned, DFAIT is the lead government department for Canada's implementation of resolution 1325, with DND/CF, CIDA and the RCMP and others playing key supporting roles. In September 2009, David Angell told the Committee that within DFAIT, the Stabilization and Reconstruction Task Force Secretariat (START) had operational responsibility for resolution 1325 and related issues. START, which is led by a Director General, Elissa Golberg, manages a Global Peace and Security Fund that allocates project funding. Mr. Angell's International

Organizations Bureau is responsible for Canada's relations with the UN. Within that bureau, the Human Rights Policy Division "also plays an active role" on women, peace and security.¹⁸⁶ Of the three individuals who appeared before the Committee from these offices, two are at the level of director general and one at the level of director.

Overall, the Committee was told that Mr. Angell and Ms. Golberg were "the most senior official[s], in terms of day-to-day accountability." They reported to "a group of assistant deputy ministers who in turn report to a group of deputies..."¹⁸⁷ The Committee was concerned not only about this division of responsibility, but also about the fact that responsibility for women, peace and security issues had shifted around due to structural changes at DFAIT. As Ms. Golberg told the Committee in September 2009: "The internal reorganization was finalized only two weeks ago, so we are trying to figure out how some of these specific coordination mechanisms work."¹⁸⁸ When asked about roles and day-to-day responsibilities, Mr. Angell similarly stated that, "Mr. Junke is four weeks into it. I am about three weeks into it. Ms. Golberg is about seven weeks into it. Our collective corporate memory is not particularly deep, but the underlying issue of protection of vulnerable groups is something that has been addressed."¹⁸⁹

While the Committee recognizes that reorganizations are an inevitable part of government operations, it is important to preserve continuity in policy implementation and institutional knowledge to the greatest extent possible. This is particularly pertinent with regard to an issue that has been unfolding for ten years and was in the process of building towards a critical anniversary, at which point member states would be expected to take stock of progress to date and map a course for moving forward.

Several institutional arrangements are possible. Recommendations were made to the Committee by some witnesses about how Canada could organize itself to meet the multi-faceted challenges raised by resolution 1325. Carolyn McAskie told the Committee that the designation of a clear centre of responsibility within government would help to prevent an inconsistent approach to the issues, while also ensuring that this issue stays on the agenda. She stated that,

¹⁸⁶ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

¹⁸⁷ *Ibid.*

¹⁸⁸ *Ibid.*

¹⁸⁹ *Ibid.*

“these things cannot be left only to the individual will of different parts of the system. In the years I worked for the Canadian government, I saw... women’s issues come up and then fade away, and there is a problem there.”¹⁹⁰ She argued that this “watchdog” should be at the Cabinet table.

The United States, for example, has created an Office for Global Women’s Affairs within the State Department, which is led by an Ambassador-at-Large. That person is mandated to work on a much broader set of issues, encompassing the economic, social and political empowerment of women around the world. Canada could choose to create a similar position which would work on the full range of women’s human rights. In response to a question on whether the appointment of a special ambassador or Canadian representative on women, peace and security would be a good idea, Carla Koppell from the Institute for Inclusive Security told the Committee that it could be advantageous. She stated that: “Having someone who could give more prominence to the agenda and who could focus on the systemic changes needed to move the system towards implementation could be critically important.”¹⁹¹

On the one hand, the designation of a Minister as Canada’s 1325 champion would attach political clout to the file, including the ability to negotiate for resources and policy advancement at the Cabinet table, facilitating policy coherence. This type of high-level designation – which could also be in the form of a special ambassador - could increase the visibility of the issues and galvanize Canada’s political will to push for full implementation of the resolutions and the commitment of resources.

On the other hand, the Committee also considered that a senior individual within the bureaucracy could be better placed to assume these responsibilities, which are quite operational in nature. The Deputy Minister of Foreign Affairs, for example, is directly connected to the policy and program levers within the department and the interdepartmental mechanisms to liaise with other players like DND, the RCMP and CIDA. The deputy minister has operational control over the foreign affairs machinery and the individual who occupies that position tends to have relatively stable tenure. The department is also responsible for Canada’s Mission to the UN and is therefore well placed to build close coordination between activities in Ottawa and at the UN,

¹⁹⁰ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

¹⁹¹ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

under the overall policy direction set by the Minister of Foreign Affairs. Another option would see the identification of a ‘1325 champion’ somewhere within the bureaucracy of each relevant department.

Overall, notwithstanding these various options, the Committee feels that the exercise of determining the optimal centre of responsibility in government for women, peace and security activities was itself the needed next step in Canada’s approach. Now that it has been designated within DFAIT, the Committee is of the opinion that this locus will only be effective if given the clear responsibility and the capacity to pursue and monitor implementation and coordinate relevant activities across government.

However, the description of the situation at DFAIT as provided during the Committee’s hearings, supported testimony pointing to the absence of a clear “centre of responsibility” in government at that time. In its Action Plan on women, peace and security, released on October 5th 2010, the government indicates clearly that DFAIT continues to be the lead department, and that within DFAIT, the Stabilization and Reconstruction Task Force (START) “will coordinate the government-wide response to the implementation of the SCRs on Women, Peace and Security.” The Committee considers this clarification a very useful step and is hopeful that this move will help to accelerate Canada’s full implementation of the UN resolutions. Nevertheless, the degree to which this institutional structure will work remains to be seen. Given the information that was submitted to the Committee by government witnesses regarding lines of responsibility and the mechanisms for interdepartmental coordination, the Committee will be monitoring the situation closely to ensure that this is a ‘whole of government’ strategy not on paper alone. The ability of START to deliver on the various functions that have been enumerated in this report will also have to be continuously monitored.

Lasting Peace and Security Requires that Women be Decision-Makers

At its most essential level, resolution 1325 “urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict.” The preceding chapters outlined the importance of ensuring that women are full and active participants in decisions affecting them and that they are in a position to influence peace and

security outcomes. This is true in the prevention of conflict, in processes intended to bring armed conflict to an end, and in the period following the cessation of hostilities when peacebuilding activities begin. Chapter 2 detailed the current gaps in implementation, including with respect to research, post-conflict financing, the UN's slow progress in appointing women to high-level positions and to mediation teams, and the insufficient gender expertise in mediation units. The challenges facing women with respect to financial resources, capacity, training and education were also all highlighted in this report.

The Committee is of the opinion that the objectives related to participation and decision-making are perhaps the most important aspects of resolution 1325. As pinpointed in the Committee's proposed framework to guide Canada's activities, it is also an area in which Canada could make a serious impact, particularly given expertise that has already been developed from cases such as the Abuja peace talks for Darfur. Finally, as Canada's deputy-permanent representative to the UN noted in his testimony, the facilitation of women's participation in peace processes is the area in which member states have been "the weakest... so far." He told the Committee that "one key intervention point" would involve strengthening "the awareness and capacity of the UN mediation teams and peace process teams to identify and engineer the participation of women."¹⁹² Many other witnesses agreed with this view.

Several other concrete proposals were put to the Committee on this topic. For example, Kate McInturff of Peacebuild argued that Canada should set as its objective, in conjunction with UN state partners, a goal that women should "constitute at least one third of all parties to peace processes..."¹⁹³ Anne Marie Goetz of UNIFEM suggested that much more innovation is needed in how the UN and its member states approach the issue of women's participation, noting that "there have been little modifications to the shape and composition of peace tables over the years..."¹⁹⁴ Track two processes (informal processes running in parallel and providing input into a more formal structure) and proactive civil society and local community outreach are mechanisms that could be adopted much more frequently. In other words, how we conceive of peace agreements and post-conflict negotiations needs to move beyond the traditional approach of having the belligerent militaries and heads of political factions sitting down together at a table.

¹⁹² *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

¹⁹³ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

¹⁹⁴ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

The Committee was reminded by several witnesses of the positive example set by processes adopted in places like Northern Ireland. Carla Koppell argued for measures similar to those put forward by Ms. Goetz, including “systematized” support for women to participate in negotiations. When asked for her primary recommendation for Canadian policy, Ms. Koppell responded:

I would put the resources into specific, transformative vehicles that bring women’s voices into the conversation. What I mean by that is that if you have a peace negotiation, put resources into ensuring women are present at that negotiation. If you have a donor conference, put money into making sure women are at that conference.¹⁹⁵

Surendrini Wijeyaratne of CCIC argued for many of the same things as Ms. Koppell. They both suggested that these transformations can be accomplished through things like dedicated funding for women delegates, women negotiators, women mediators and gender advisers. Ms. Koppell put forward the specific example of another such mechanism, “gender symposia,” which can occur alongside a post-conflict donor’s conference convened to determine reconstruction priorities and funding.¹⁹⁶ Ms. Wijeyaratne argued that measures to build women’s and civil society’s capacity to participate and negotiate are critical.¹⁹⁷

Several of the Committee’s concerns have been identified in some form in the government’s Action Plan. This includes the need to: support research on women’s experiences in conflict and its aftermath; develop a roster of government personnel who have specific gender expertise with respect to peace negotiations and post-conflict institution building; increase the number of women put forward by Canada as nominees for appointment to senior UN positions, particularly those related to peace and security; and, the need to ensure that gender perspectives are built into all support targeting security sector reforms and disarmament, demobilization and reintegration programs in conflict and post-conflict countries.

A few of the same issues as those recommended below have also been included in a more general way in the government’s plan. However, the Committee’s recommendations are intended to drill down further, establishing specific and concrete actions that can be taken to

¹⁹⁵ *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

¹⁹⁶ *Ibid.*

¹⁹⁷ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

address some of the inherent problems facing women in situations of armed conflict. In order to help increase women's full and active participation in all stages of conflict resolution and post-conflict peacebuilding, and to facilitate their influence in these same processes, the Government of Canada should take the following actions through its foreign policy machinery in Canada and at the United Nations:

In Ottawa, the Government of Canada should:

- **Dedicate funding which is specifically earmarked for women's participation in peace processes, including support for women delegates, women negotiators, women mediators, and for UN and regional negotiating teams to build gender expertise;**
- **Initiate projects specifically targeted at training, education and capacity-building for women and women's civil society organizations in situations of armed conflict;**
- **Further increase overall CIDA support for women and girls' education programming as a means of empowerment in situations of state fragility and conflict;**
- **Engage and sponsor individual women and women's groups from conflict-affected countries so that they can participate in training workshops and symposiums offered by non-governmental and research organizations;**
- **Instruct all Cabinet Ministers, parliamentarians, and Government of Canada personnel in DFAIT, CIDA, DND/CF, Public Safety, and the Privy Council Office on gender analysis;**
- **Develop a strategy that addresses gender considerations each time that Canada participates in peace negotiation missions, mediation efforts, or any related roles in conflict or post-conflict zones;**
- **Identify concrete steps to prioritize the inclusion of women automatically each time that Canada participates in such initiatives (listed in the bullet above);**
- **Target the post-conflict electoral support that is provided by DFAIT, CIDA and Elections Canada on the participation of women as candidates, voters and in election processes;**

- **Champion innovative approaches to women’s participation in peace processes, including parallel or “track two” approaches and post-conflict gender symposiums, and any other mechanisms that are successful at engaging local women and civil society;**

At the United Nations, the Government should:

- **Lobby for the establishment and funding of a UN trust fund, to be overseen by the new UN consolidated gender entity (UN Women), which would be dedicated to assisting women to participate actively in all stages of conflict resolution;**
- **Advocate for and direct funding towards the creation of a specific gender advisory capacity within all UN mediation support units and standby teams; and**
- **Advocate that the UN Security Council develop a systematic approach to meeting with women’s organizations when conducting any field visits.**

Building Gender-Sensitive Peace and Security Architecture

The Committee believes that Canada can become a champion for the training of security sector personnel in accordance with the principles of resolutions 1325, 1820, 1888, and 1889. As with every policy, however, implementation must first begin at home. In order to become this champion at the international level, Canada must build on its excellent base and strengthen some of the tools and practices that are currently in place.

Resolution 1325 requires UN member states to incorporate an informed and active approach to the security and engagement of women in their national training programs for military and civilian police personnel, based on an understanding of women’s individual, familial and societal roles, and on women’s human rights. The Committee received detailed testimony and submissions from the Canadian Forces (CF) and Department of National Defence (DND) on the existing training system.

In October 2009, Colonel Bernd Horn appeared from DND’s Land Force Doctrine and Training System (LFDTTS). Headquartered in Kingston, the LFDTTS is responsible for overseeing and coordinating the various training schools and programs of the Canadian Army. He told the Committee that, overall, the CF “places a strong emphasis on educating and training ...

personnel on matters pertaining to ethical conduct, human rights, the Law of Armed Conflict, cultural awareness and the respect of others.”¹⁹⁸ CF personnel strictly adhere to all relevant international laws, including the UN Charter, the Hague Conventions governing military operations, and the Geneva Conventions (including the additional protocols). This body of law encompasses the need to protect women and children in situations of armed conflict.

The Army conducts annual ethics training, which according to Colonel Horn focuses on “doing the right thing and reinforcing Canadian values.”¹⁹⁹ Each unit is required to undergo at least one day of ethical training as part of this professional development. Individuals also engage in leadership training and professional development throughout their careers. As the final piece, contingents of troops designated for international deployment receive additional training on the circumstances and issues relevant to their particular mission. For example, Colonel Horn told the Committee that in the collective training prior to deployment to Afghanistan, CF personnel participate in scenarios that include “deliberate ethical injects.”²⁰⁰ Personnel who are deploying to assist with the mentoring of the Afghan National Army and Police attend an additional Operational Mentor Liaison Team course at a NATO centre in Germany. Feed-back mechanisms are incorporated in the training system to ensure that they reflect lessons-learned from operations in the field.

However, according to the information received by the Committee, the training that is being provided to the majority of CF personnel through the LFDTTS does not include any specific content on resolutions 1325 and 1820. From what the Committee was able to determine at the time of its hearings, these resolutions were not being named or clarified during training or in the curriculum. Colonel Horn stated that “we train our individuals to recognize serious crimes including sexual assault, rape and any type of sexual dealings with minors.” He described the general training ethos as supporting a culture of “ethical warriors”. The Colonel stated that,

Whether it is a case of rape, sexual assault, enslavement, harassment, beatings, etcetera, we try to ensure that our individuals know that they have a moral right to intervene, act or report as required. This is reinforced not just

¹⁹⁸ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

¹⁹⁹ *Ibid.*

²⁰⁰ *Ibid.*

during pre-deployment training but throughout an individual's entire career.²⁰¹

Colonel Horn confirmed that resolutions 1325 and 1820 are not labelled or addressed in a specific manner in training and education. He argued, however, that the principles underlying the resolutions are “embedded” throughout the CF’s training system. “Ethical injects” are a part of the training regime and they are continuously updated for mission relevancy. For example, the Colonel stated that if “sexual exploitation of children or women in a theatre is seen as an issue, and it is, then it will be brought into staff colleges, our doctrine and our director of army training.”²⁰² Colonel Horn’s overall argument was that ethical ethos and the protection of individuals in wartime is “baseline code of conduct” for CF personnel. The Assistant Deputy Minister for Policy (DND), Jill Sinclair, echoed this sentiment. She argued that while resolutions “are not always individually highlighted in training, the themes of the resolution are mainstreamed and incorporated into training.”²⁰³

Colonel Horn made the same argument when acknowledging that the CF does “not have a training manual that speaks specifically to resolution 1325.”²⁰⁴ He argued that the spirit and intent of the resolution is reflected in the manuals. He referred the Committee’s attention to several materials, including the 2009 Chief of the Land Staff guidance on ethics in operations, *Duty with Discernment*, which is a comprehensive and impressive publication on ethical considerations in warfare.²⁰⁵ At the end of this publication, there are eleven rules establishing a Code of Conduct for all CF personnel. They include overarching ethical considerations, such as “treat all civilians humanely and respect civilian property;” and “report and take appropriate steps to stop breaches of the Law of Armed Conflict. Disobedience of the Law of Armed Conflict is a crime.” There is no specific content, however, related to women, peace and security, as articulated in resolutions 1325 and 1820.

The Committee also heard from Lieutenant-Colonel Perry Poirier from the CF’s Peace Support Training Centre (PSTC). The PSTC, which is also based in Kingston, provides training

²⁰¹ Ibid.

²⁰² *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

²⁰³ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

²⁰⁴ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

²⁰⁵ Department of National Defence, *Duty with Discernment: CLS guidance on ethics in operations*, Strategic edition, Ottawa, 2009.

to CF members who are selected for international deployments, such as UN peacekeeping missions. Generally speaking, their training activities are targeted at individuals, not contingents of troops. The PSTC offers a course for “Individual Pre-Deployment Training,” which is approximately 18 training days and includes segments on the law of armed conflict and CF Code of Conduct, cultural and language awareness, personal conduct, and human rights awareness. There is also a nineteen-day course, the Peace Support Operations Military Observer Course. Resolution 1325 is mentioned in one of the course’s human rights lectures that deals with “various groups at risk in a conflict,” and its substance “can be found throughout...other lectures.” However, when questioned about the exact duration of the specific 1325 training provided, Lieutenant-Colonel Poirier responded that “it represents one slide in our human rights package.”²⁰⁶ Some content in the military observer course addresses the specific needs of women and girls as part of disarmament, demobilization and reintegration programs, including the needs of women and girl combatants and the role of women in peacebuilding.²⁰⁷

The Committee received some information on the training provided to RCMP and other Canadian police officers who are deployed overseas as part of international policing missions. Chief Superintendent Barbara Fleury explained to the Committee that RCMP personnel are initially provided with training at the academy in Regina on “bias-free policing, harassment, code of conduct, ethics, et cetera.” They are subsequently given mission-specific training when

²⁰⁶ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session. Subsequently, the Committee received examples of the PowerPoint training slides used by DND/CF’s Peace Support Training Centre. The example of the “Human Rights” training package given to the Committee listed women and children as some of the “groups at risk in conflict,” and included a specific slide on “women and conflict” and also on “children and conflict.” The slide on women and conflict indicates that women do not assume only one role in armed conflict, they can also, for example, be “combatants”; issues related to prostitution and refugee/internally-displaced persons (IDP) camps can also arise. The slide lists resolutions 1325 and 1820 as well as the Convention of the Elimination of all Forms of Discrimination Against Women (CEDAW) as “international standards which empower women.” The package also includes a slide on refugees and IDPs in conflict, pointing to the potential for gender based violence and sexual exploitation. Finally, information on trafficking in persons is provided. Source: Peace Support Training Centre, “Human Rights,” PowerPoint presentation provided to the Committee Clerk by the Department of National Defence (DND) on 19 August 2010. The Committee also received slide packages on “Personal Conduct,” the “Law of Armed Conflict and CF Code of Conduct,” and “Overview of Disarmament, Demobilization and Reintegration (DDR).”

²⁰⁷ The Committee received an example of the Peace Support Training Centre’s PowerPoint training slide on disarmament, demobilization and reintegration (DDR) programs. It includes two slides on Women and DDR, indicating the different roles women may have assumed during a conflict and some potential obstacles to their participation in DDR programs. The second slide outlines principles of “gender responsiveness” in DDR programs. Source: Peace Support Training Centre, “Overview of Disarmament, Demobilization and Reintegration (DDR),” PowerPoint presentation provided to the Committee Clerk by DND on 19 August 2010.

tasked for an international deployment where “reference is made to the two UN resolutions...”²⁰⁸ It was indicated that the training that mentions these resolutions and addresses gender-based violence is around an hour or two in length.²⁰⁹ Overall, given that most officers are being assigned to UN peace support missions, the training in preparation for international deployments “mirrors the UN’s training.” At the time of the Committee’s hearings, the RCMP did not have a specific training manual on issues pertaining to women, peace and security.

Jill Sinclair (ADM Policy, DND) told the Committee that she believes that the training received by Canadian Forces personnel is extremely thorough and reflects ethical principles and the law of armed conflict, including recognition of the impact of armed conflict on women. She also conceded that there “is room to be more explicit.” In doing just that, Ms. Sinclair stated that they would likely “be pushing on an open door with the Canadian Forces community, with the training community.”²¹⁰

The Committee agrees. While it recognizes the exceptional professionalism of Canada’s military personnel and the high-quality of training that these men and women receive, it is also of the opinion that general training on ethics in warfare is not the equivalent to training on all of the specific issues raised by the UN resolutions on women, peace and security. Training in military ethics and the law of armed conflict do not likely cover, for example, the full extent of the ways in which men and women experience armed conflict and post-conflict reconstruction differently, the particular vulnerabilities of women and girls in situations of armed conflict, the specific needs and priorities of women in the provision of security and the design of programs like security sector reform, mine clearance, and disarmament, demobilization and reintegration. Ethics are not necessarily the same thing as gender perspectives.

Also, the Committee noted that while the CF appear to be receiving significant training on civilian protection issues, there appears to be no content on women’s participation in peace and

²⁰⁸ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

²⁰⁹ Chief Superintendent Fleury (RCMP) provided the Committee with written examples of syllabi for pre-deployment sessions given to the police contingents recently deployed to Haiti, Sudan, Kosovo and Afghanistan. For example, the course prepared for the mission in Sudan included a 3.5 hour segment on “ethics and code of conduct”. The course geared towards deployment to Afghanistan includes a two-hour segment on “human rights” and one additional slot on “ethics and code of conduct.” As a final example, the course for deployment to Haiti included a segment of just over one hour on “human trafficking”. Information provided in submission to Committee Clerk: “RCMP Response to the Senate Standing Committee on Human Rights, September 14, 2009.”

²¹⁰ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

security decision-making. The Committee is aware that facilitating the involvement of women in things like peace negotiations is largely within the purview of DFAIT, but believes that DND/CF personnel do have a role to play in liaising with women in conflict and post-conflict zones to ensure that their needs and concerns for security and development are being addressed. The military can use this input to inform the design of future missions and patrols and to prioritize the security of women and civil society groups, better enabling these women to participate in local and national discussions, reconstruction conferences, and elections, among other things.

Moreover, highlighting resolutions 1325 and 1820 in CF training manuals would enable soldiers deployed overseas as part of security missions and in training capacities to point out that the principles and values in the UN resolutions are not just Canadian. They are objectives that have been set by the UN through its most powerful body, the Security Council. This multilateral grounding gives the resolutions tremendous normative weight, which would help our military personnel to do their job and advance the important objectives contained in the resolutions, while working with partner militaries and other personnel receiving training.

The Committee considered whether to recommend that the CF and RCMP develop separate training manuals on women, peace and security issues. It felt strongly, however, that these issues must be fully and comprehensively integrated throughout all the pre-deployment and in-theatre training received by CF and RCMP personnel. The Committee is of the opinion that training on women, peace and security issues should also be a mandatory part of regular professional development curriculum, and taken fully into consideration when evaluating curriculum and training modules.

In its new Action Plan, which was released following the Committee's hearings, the government has identified numerous actions and indicators related to the training of personnel deployed as part of international security and humanitarian missions and in fragile states. This training is to be received both prior to and during deployments. The Committee strongly welcomes and supports this policy. According to the Action Plan, content on women, peace and security, including the differential impact of armed conflict on women and girls, codes of conduct, cultural awareness, HIV/AIDS, trafficking in persons, and international law related to human rights and the protection of women and girls, will be included in pre- and post-deployment training for DND/CF, RCMP, DFAIT and all other relevant Canadian government

personnel. A significant emphasis is placed on training related to protection issues, including the prevention of sexual violence and sexual exploitation.

In addition to these measures, the Committee recommends that the Government of Canada should:

- **Ensure that the training and education provided by the Department of National Defence/Canadian Forces (DND/CF) and the Royal Canadian Mounted Police (RCMP) to their personnel is expanded beyond civilian protection issues to cover the broader issues of women’s participation in all conflict resolution processes and post-conflict reintegration.**

Also,

- **The CF should have a capacity of advisers with specific expertise in gender issues pertinent to conflict and post-conflict zones that could be embedded in major CF deployments.**

The second key element of building gender-sensitive police and armed forces is the inclusion of female personnel in field missions, particularly in positions of leadership. Resolution 1325 recognizes the Security Council’s willingness “to incorporate a gender perspective into peacekeeping operations.” As mentioned, resolution 1888 included more specific language around the obligation of member states “to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations.” The Canadian Forces are an all-volunteer force. Women are eligible to participate in any military occupation “subject to suitability and requirements, and there are no formal restrictions on the employment of women.”²¹¹ The CF aims to actively recruit women and other underrepresented groups into its ranks. The Committee received information that 13.7% of the CF Regular Force is women and 17.5% of the Reserve Force is women.²¹² More specifically, the Committee was told by Ms. Sinclair that some 400 female CF personnel were serving in Afghanistan in 2010.

The highest-ranking female personnel in the CF are Brigadier-Generals. As of March 2010, there were two women who held that position. Below that, there were eleven female Colonels,

²¹¹ Response to Questions Taken on Notice provided to the Committee by the Department of National Defence following the Committee’s hearing of 19 October 2009.

²¹² Ibid. Figures current to 23 March 2010.

ninety-nine Lieutenant Colonels, and 477 female Majors.²¹³ In his appearance before the Committee in October 2009, Colonel Horn was asked if the Canadian Army has received a specific policy directive to expand the training of female personnel who would be able to meet the operational requirements posed by resolution 1325. The Colonel responded that he was not aware of such a specific policy directive.

In the RCMP, some eight percent of police personnel deployed in missions internationally are women. The Committee was told that “Canada is undertaking recruiting efforts to increase the representation of women police officers in missions,” recognizing the positive effects this presence can have on things such as improving public perceptions of security forces.²¹⁴

The Government of Canada’s Action Plan contains some positive actions and indicators related to increasing the presence of female security sector personnel in international deployments. In relation to these measures, the Committee recommends the following:

- **The CF and RCMP should set clear objectives to increase the proportion of female personnel in international deployments to twenty percent by 2015.**
- **The CF and RCMP should both develop time-bound strategies to increase the number of women that can be appointed to high-level leadership positions as part of international security deployments, and for retaining women at these ranks.**
- **The RCMP should consider forming and deploying an all-female or majority-female police unit as part of a United Nations peace support mission. The Government of Canada should also provide financial assistance to enable other countries with international civilian police capacity to deploy such units.**

As a brief addition to the above analysis, it is worth noting that the North Atlantic Treaty Organization (NATO), Canada’s primary multilateral mechanism for international security operations, has also worked to implement resolution 1325 in its own structures. In September 2009, NATO’s International Military Staff published a directive on *Integrating UNSCR 1325 and Gender Perspectives in the NATO Command Structure including Measures for Protection*

²¹³ Ibid.

²¹⁴ Evidence, 14 September 2009, 40th Parliament, 2nd Session.

during Armed Conflict. It states that this directive “provides a strategy for including equally the concerns of both genders and experiences as an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes, not as a separate issue, but in a manner which permeates all activity.” As such, gender mainstreaming should become “routine”. The directive addresses the education and training of NATO personnel on 1325-related matters, measures to ensure a representative workforce, the incorporation of women’s needs during planning, and the functions of gender advisors within headquarters. It also contains segments on NATO standards of behaviour in operations, measures to protect women and children in situations of armed conflict, and checklists (templates for NATO operational planners to use when planning and conducting operations).²¹⁵

The NATO Committee on Gender Perspectives, of which Canada is a participant, has underlined the importance of high-level military commitment to the successful implementation of resolutions 1325 and 1820. In a recent publication, it noted that: “to have a gender approach to military operations, it is essential and of the utmost importance that senior leaders are committed. Good will and support are not enough, active involvement is needed.”²¹⁶

The final consideration in building gender sensitive peace and security architecture involves the training support Canada provides to foreign military personnel. This encompasses the assistance provided by Canada for programs targeting security sector reforms in conflict and post-conflict countries. Paragraph seven of resolution 1325 “urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts...” As mentioned, all UN member states are also encouraged to incorporate gender perspectives in their national training systems. David Haeri of the UN Department of Peacekeeping Operations told the Committee that there is a significant demand for training assistance “from member states that have the wherewithal” to meet the needs of those that are providing major contingents of troops and police to UN missions. He noted that given the more than one hundred thousand UN

²¹⁵ North Atlantic Treaty Organization (NATO), Bi-SC Directive 40-1: Integrating UNSCR 1325 and Gender Perspectives in the NATO Command Structure including Measures for Protection during Armed Conflict, September 2009, http://www.nato.int/nato_static/assets/pdf/pdf_2009_09/20090924_Bi-SC_DIRECTIVE_40-1.pdf.

²¹⁶ NATO, Committee on Women in the NATO Forces, *Recommendations on Implementation of UNSCR 1325*, http://www.nato.int/issues/women_nato/pdf/2010/BrochureGender.pdf.

peacekeepers that are deployed around the world from a variety of countries at any given time, “the training standards and equipment standards often are not up to the level we want.”²¹⁷

Colonel Poirier was asked during his appearance in October 2009 about the training given to foreign personnel as part of the course offered to military observers, under DND’s Military Training Assistance Program (MTAP). He stated that foreign personnel receive the same training provided to Canadian personnel. Colonel Horn also spoke about some of the specific challenges involved in training Afghan soldiers and police officers as part of Canada’s largest overseas military operation. He said that, “we have moved the yardsticks enormously. Much of it is basic professionalism, a lot of tactics, techniques and procedures.”²¹⁸ While resolutions 1325 and 1820 are not explicitly discussed in the training provided, basic ethical content is transmitted, including respect for the population, a key tenet of counter-insurgency doctrine.

The Committee learned that gender-sensitive training is available from another Canadian source, the Pearson Peacekeeping Centre – a non-governmental organization that receives part of its funding from the government and the rest from international clients to conduct training courses and related education. The Pearson Centre supports DFAIT and DND-MTAP programs through its stated aim of making “peace operations more effective through research, education, training and capacity building...” It offers services intended to build the capacity of personnel from a variety of governments and international and regional organizations through activities like training modules, seminars, and round tables. Anne Livingstone, the Vice-President, told the Committee that gender considerations are integrated throughout the training offered by the Centre to foreign personnel. She stated that,

Gender issues, as well as ethics, culture and human rights, are mainstreamed into all of our learning activities and learning products. ...conflict analysis, role playing, problem solving and integrated mission planning all compel participants to deal with and manage the impact of decisions that mission leadership makes on women and children.²¹⁹

Invitations to participate in the Centre’s training sessions reference resolution 1325 and also encourage the selection of female participants.

²¹⁷ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

²¹⁸ *Evidence*, 19 October 2009, 40th Parliament, 2nd Session.

²¹⁹ *Ibid.*

A specific course on sexual violence has been offered by the Centre seven times in support of the UN peacekeeping operation in Darfur, involving some 210 participants from 19 countries. Of these, 173 of the participants were women who were able to go back to the UN mission and further the lessons they had acquired by training their colleagues. Ms. Livingstone acknowledged that it is difficult to measure the impact of these programs. She did, however, have some concrete results to bring forward to the Committee's attention. As one example, she told the Committee that after four years of working in Mali, Senegal and Burkina Faso, in 2008 these countries all "changed their recruitment laws for the gendarmerie to allow women to serve."²²⁰ The Centre is also developing new tools to evaluate the impact of its programs by tracking individuals (e.g. a police officer) who has received training through an evaluation and interview process that occurs six months after the course. The Centre evaluates whether the training it provided "resulted in behaviour change that can be measurable over time."²²¹

The Committee also received information about the training and education tool kits that have been developed by the Institute for Inclusive Security in the United States. The tool kit breaks down the ways in which "women are affected" by all stages of the peacebuilding process, providing interventions that can occur at each.²²² In general, the Institute has developed expertise working with several militaries and civilian personnel to enhance training pertaining to gender considerations in peace and security operations.

In its support to conflict and post-conflict states for the building of their peace and security architecture, the Committee believes that Canada must ensure that women are high-level participants and that gender perspectives are being incorporated in related programming and policy. The government's Action Plan notes the need to deliver international programming – for example, in areas like the Military Training and Cooperation Programme – "that reflects an analysis of the differential impact of conflict on women and girls." The Committee would encourage this training to be comprehensive, covering the full range of issues raised by resolutions 1325, 1820, 1888 and 1889, and integrated throughout the international training modules. The government's Action Plan also calls for continued engagement with Canada's multilateral partners "to encourage the strengthening of their capacities to plan for, implement

²²⁰ Ibid.

²²¹ Ibid.

²²² *Evidence*, 30 November 2009, 40th Parliament, 2nd Session.

and report on issues of women, peace and security...” In addition to these provisions, the Committee recommends the following:

- **In order to build best practices in gender sensitive training, DND and DFAIT should engage in more systematic outreach with existing organizations that have developed training modules and curricula relevant to women, peace and security issues, including the Pearson Peacekeeping Centre and the Institute for Inclusive Security in the United States.**

Strengthening Justice Institutions

The final element of the Committee’s proposed framework for Canada’s approach to women, peace and security pertains to measures that can strengthen justice institutions. In Chapter 3, the Committee detailed the gaps that currently exist in implementing the objectives of resolutions 1325 and 1820 related to the investigation and prosecution of human rights abuses that are committed during wartime, particularly crimes of sexual violence, and the insufficient avenues of redress and support for survivors that are in place in most countries. The Committee explained that many peace agreements and cease-fire accords have tended to overlook such human rights abuses. Moreover, while international mechanisms for justice are in place, in particular through the International Criminal Court (ICC), there is a gap between the relatively rare prosecutions that are undertaken by the ICC and the national systems that must and should deal with the majority of cases. Many conflict and post-conflict countries require support from the international community to help build and reform their national institutions through training, capacity-building and financial resources. As the Committee articulated above, it believes that Canada can play a significant role in providing this support, building on its domestic expertise.

Even at the level of the ICC, the Committee was told that there is room to strengthen the Court’s specific capacity to address gender-based crimes. Isabelle Solon-Helal, the Coordinator of the Coalition for Women’s Human Rights in Conflict Situations, told the Committee that increased resources could be allocated to the ICC to protect witnesses before, during and after they have testified at trials. She also argued that resources are needed to protect intermediaries, those people who liaise and report on the ground in support of ICC prosecutions. She argued that resources are needed to protect these “intermediaries who collaborate with the court to

ensure that human rights defenders who are partners in the field are not targeted and killed for saying what I am telling you today.” Ms. Solon-Helal also urged the creation of a permanent high-level adviser on gender crimes to be situated within the prosecutor’s office of the ICC. She said that in the work of international tribunals, “if there are not specific positions, gender always falls to the wayside. If there is not a gender adviser to the prosecutor who is charged with leading prosecutions on those issues, it...does not work efficiently and things are not coordinated as well.”²²³

The Committee believes that Canada should support the International Criminal Court as well as transitional justice mechanisms in the prosecution of perpetrators of war crimes, crimes against humanity and genocide, and that particular support should be directed towards the prosecution of cases of sexual violence. The Committee is also of the opinion that all Canadian programs targeting justice system reform in conflict and post-conflict countries should be infused with gender perspectives. Both of these key considerations are reflected in the government’s Action Plan. Beyond these measures, the Committee also recommends:

- **The Government of Canada should refuse to provide any form of support to the negotiation or mediation of cease-fires, peace agreements or post-conflict settlements that include amnesties for serious human rights abuses and/or sexual violence committed during hostilities.**

In order to assist national governments to investigate and prosecute effectively human rights abuses, particularly sexual violence, committed against women and girls in situations of armed conflict, the Government of Canada should:

- **Provide sustained and comprehensive support through DFAIT, the Justice Department, Public Safety Canada and CIDA, targeted specifically at strengthening, professionalizing, and building the capacity of national justice systems in conflict and post-conflict countries and ensuring access to justice for women and girls in those countries.**
- **Advocate internationally for the establishment of a permanent high-level adviser on gender crimes within the prosecutor’s office of the International Criminal Court. The government should also provide dedicated funding to enable this new position.**

²²³ Evidence, 26 October 2009, 40th Parliament, 2nd Session.

Related Activities at the United Nations

In Chapter 2, the Committee examined the United Nations' institutional structure relevant to the advancement of women's human rights. It came to the conclusion that the arrangement of having roles, responsibilities and funding spread throughout a variety of positions and smaller bodies has hindered the UN's ability to forge a coherent response to resolution 1325 and to monitor implementation. In Chapter 2, the Committee also described the recent decision adopted by the UN to replace this fragmented structure with a consolidated gender entity, UN Women, which will be operational beginning in January 2011. The Committee strongly supports these developments.

Chapter 2 also discussed the recent appointment of Margot Wallstrom of Sweden as the Special Representative to the Secretary-General on Sexual Violence in Conflict. As mentioned, she is expected to work on the implementation of resolutions 1820 and 1888. It is unclear to the Committee, however, if Ms. Wallstrom will have equal responsibility to forge a coordinated response to the other issues raised in resolution 1325, including in particular women's full and equal participation in decision-making related to conflict resolution and post-conflict peacebuilding. Henri-Paul Normandin told the Committee that the Special Representative's "focus will be sexual violence, but we hope that her work will incorporate broader elements of the women, peace and security agenda."²²⁴ As the Committee has stated repeatedly, the latter agenda addresses many issues in addition to sexual violence. The Committee views the other issues raised by resolution 1325, including increasing women's participation in decision-making, strengthening their role in peace negotiations and building gender perspectives into all peace and security activities, as having equal importance.

The division of roles and responsibilities between UN Women and the Special Representative to the Secretary-General on Sexual Violence in Conflict has not yet been made explicit.²²⁵ Moreover, as Ms. Wallstrom was only appointed earlier this year, a review of the effectiveness of her office should also be forthcoming. The Committee's general preference

²²⁴ *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

²²⁵ In the 26 October 2010 Statement by the President of the UN Security Council, the Council "invites UN Women to regularly contribute to its work on women and peace and security and notes the valuable role it will play in supporting women's roles in peacebuilding and the prevention of sexual violence in conflict, including through coordination and coherence in policy and programming for women and girls." See: S/PRST/2010/22.

would be for all work on women, peace and security to be unified and integrated within the work of an existing structure. In light of this state of affairs, the Committee recommends that, at the United Nations, the Government of Canada should:

- **Advocate that the mandate of the new UN Special Representative of the Secretary-General on Sexual Violence in Conflict be expanded to include explicit reference to broader issues of women, peace and security.**

The special-representative should also be tasked with providing comprehensive and regular updates to the Security Council on the resolutions' implementation. The position will need dedicated resources to effectively implement this mandate.

In order to assist with the effective and timely operationalization of UN Women, the Committee also recommends that the Government of Canada:

- **Provide core funding to UN Women in the form of voluntary contributions.**

A few witnesses also spoke of the benefits that would accrue from establishing a more robust monitoring mechanism at the UN on resolution 1325. Elissa Golberg of DFAIT told the Committee that,

...we hope it would be a monitoring mechanism with teeth, not unlike what was done with children in armed conflict. There you have an individual who speaks on behalf of those who have been most affected. Subsequent mechanisms have been established within the Security Council to “name and shame” countries that are not fulfilling their obligations with respect to children.²²⁶

In 2005, the UN Secretary-General developed an action plan on the implementation of the Security Council's resolutions on children and armed conflict, including the establishment of a monitoring, reporting and compliance mechanism. In it, he called for the “gathering of objective, specific and reliable information on grave violations committed against children in situations of armed conflict, leading to well-informed, concerted and effective responses to ensure compliance with international and local children and armed conflict protection norms.”²²⁷

²²⁶ *Evidence*, 14 September 2009, 40th Parliament, 2nd Session.

²²⁷ United Nations, General Assembly and Security Council, “Children and Armed Conflict: Report of the Secretary-General, A/59/695-S/2005/72, distributed 9 February 2005.

His report also outlined a framework for establishing the grave violations that should be monitored, the standards that constitute the basis for monitoring, the parties whose activities should be monitored, the gathering and compilation of information at the country level, the review and integration of information and the preparation of reports at the headquarters level, and the triggering of action on the part of appropriate international, regional and national bodies.²²⁸ In its follow-on resolution, the Security Council added some stipulations to this framework but requested that the Secretary-General implement the mechanism “without delay.”²²⁹

Ms. Golberg also indicated that it is not yet clear how a similar monitoring mechanism for 1325, if developed, would interface with the new Special Representative of the Secretary-General position that was created in February. There would also have to be coordination with the indicators project that is currently being examined by the Security Council. The Committee believes that such a robust monitoring mechanism could be very useful in the case of resolution 1325, but recognizes that more work needs to be done by the Security Council to develop the indicators as called for in resolution 1889. The Committee is of the opinion that the Government of Canada should closely monitor the development of these indicators to ensure that the framework eventually adopted by the Security Council includes sufficient “teeth” and some form of a mechanism for reporting on country compliance.

Re-engaging with United Nations Peacekeeping?

A few witnesses suggested that one of the more effective contributions that Canada could make to the implementation of resolution 1325 would be to increase its contributions to UN peacekeeping. Davie Haeri of the UN Department of Peacekeeping Operations noted the present tendency for western countries not to contribute large contingents of troops to UN missions, the top contributors to which are typically India, Pakistan, Bangladesh, Nigeria, Egypt and Nepal. As of July 2010, Canada ranked 52nd out of 116 contributing nations in terms of military and police personnel.²³⁰ Mr. Haeri described a division of labour that has developed whereby certain countries are deploying the majority of personnel to UN missions while other countries “provide

²²⁸ Ibid.

²²⁹ UNSC, Resolution 1612 (2005), adopted on 26 July 2005, S/RES/1612 (2005).

²³⁰ See: United Nations, “Ranking of Military and Police Contributions to UN Operations,” 31 July 2010, http://www.un.org/en/peacekeeping/contributors/2010/july10_2.pdf.

mandate and perhaps policy, training and other things.” He noted that this will continue to be an issue as “peacekeeping operations become more demanding, as they have greater complexity and scale, as host nations provide us with less and less consent and as the mission become more dangerous...”²³¹ He also noted, however, that value-added contributions do not always have to come in the form of boots on the ground. It can mean specialized units, communications infrastructure, air mobility, information analysis and intelligence, and engineering.

Carolyn McAskie raised a similar issue in her appearance before the Committee. She pointed out that the Committee was studying a UN resolution and agenda, which is directly tied to UN peace and security operations. However, as noted, Canada is not currently a major contributor of military personnel to UN peace support missions. She also argued that times have changed, and that UN peacekeeping operations have improved and moved on from the problematic missions of Rwanda, Somalia and Bosnia in the mid-1990s and that these changes need to be recognized by Canada in considering possible future military contributions. She stated that: “The UN is us. We created it and we ignore it at our peril. It is the only truly international mechanism for peace and security. Either we want it to work or we do not.”²³² Ms. McAskie drew the Committee’s attention to the 2005 Human Security Report, published by the Human Security Centre at the University of British Columbia, which arrived at the conclusion that the “most compelling” factor behind the decline of global armed conflict that began in 1992 has likely been the activism and peacemaking activities undertaken by the United Nations.²³³

The Committee recognizes the complex variables affecting Canada’s decisions to contribute personnel and materiel to UN peacekeeping missions, and understands that military resources are not infinite. It is also of the opinion, however, that given Canada’s stated support for advancing women’s human rights, democratic governance, and the rule of law, the government may wish to study the ways in which Canada could be providing enhanced military support to UN peacekeeping missions, including through logistical, communications, airlift, command and control, and engineering capacities. If Canada were to be active in UN peace support missions in

²³¹ *Evidence*, 26 October 2009, 40th Parliament, 2nd Session.

²³² *Evidence*, 12 April 2010, 40th Parliament, 3rd Session.

²³³ Human Security Centre, University of British Columbia, *Human Security Report 2005: War and Peace in the 21st Century*, Oxford University Press, 2005.

the future, Canada would be in a position to negotiate for mandates and resources that explicitly address gender as a focus, in addition to the incorporation of gender representation and expertise in the missions themselves.

CONCLUSION

As the Committee's hearings and this report have demonstrated, the circumstances facing women and girls in conflict and post-conflict zones has a direct bearing not only on their own lives, but on the foreign policy interests of Canada and like-minded states, and on the success of the UN. The Committee wishes to close its report by underscoring that women's rights must be treated as an international priority objective. In other words, women's rights must not be treated as a peripheral issue to the core business of international relations, but as one of its central tenets.

The legal imperative to focus resources on the promotion and protection of women's rights is well understood. But there are also practical and strategic reasons for doing so. Indeed, the goals inherent to development assistance, peace enforcement and peacebuilding operations, as well as efforts aimed at spurring economic growth in developing countries, will not be reached if women are not treated as active and full partners in decision-making, if their concerns are not reflected in the establishment of priorities, and if their rights are not respected. In the bigger picture, countries cannot successfully transition from armed conflict to a period of sustainable and enhanced peace unless women are empowered and equal members of the society.

When women and girls are marginalized or brutalized, there are economic, social, governance, and security implications. The UN Special Adviser on Gender Issues and Advancement of Women, Rachel Mayanja, recognized as much in her remarks earlier this year before the UN Commission on the Status of Women:

The gap between rhetoric and action, between commitments and implementation must be closed. The time for action is now. There cannot be progress towards achieving the internationally agreed development goals, including the [Millennium Development Goals], without progress in gender equality. Discrimination against women and inequality impede progress in development, peace and security and the realization of women's rights.²³⁴

With this central tenet in mind, the Committee is encouraged by the Government of Canada's release in October 2010 of an Action Plan on the UN resolutions on women, peace and

²³⁴ Statement by Ms. Rachel Mayanja, Assistant Secretary-General, Special Adviser on Gender Issues and Advancement of Women, Commission on the Status of Women, Fifty-fourth session, New York, 1-12 March 2010, http://www.un.org/womenwatch/daw/beijing15/statements/CSW54_session_statement_01march10.pdf.

security. The Committee is hopeful that this plan will serve to elevate the priority and propel the integration of women, peace and security concerns throughout Canada's foreign, development, defence, human rights, and security sector policies and programming.

Nevertheless, as the Committee has stated repeatedly in this report, the actual implementation of the measures called for in the government's Action Plan is what counts. The efficacy of these policies and programs, and the framework underpinning the Action Plan itself, must be closely evaluated once they have been put into practice and given time to work. In performing its parliamentary oversight function, the Committee is committed not only to raising public awareness of these important issues and sustaining the political will to act. It will also monitor the situation closely to ensure that the promises undertaken by the government in its Action Plan are operationalized to the greatest degree possible. The Committee therefore plans to hold meetings with the government to this effect – focusing on the implementation of the Action Plan – one year after the release of this report. The Committee looks forward to working with the government on these important issues.

**APPENDIX I: UNITED NATIONS SECURITY
COUNCIL RESOLUTIONS 1325 (2000), 1820 (2008),
1888 (2009), AND 1889 (2009)**

**Security Council**Distr.: General
31 October 2000

Resolution 1325 (2000)**Adopted by the Security Council at its 4213th meeting, on
31 October 2000***The Security Council,*

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and *recalling also* the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and *recognizing* the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and *stressing* the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard *noting* the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;

2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;

3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard *calls on* Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;

4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;

5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and *urges* the Secretary-General to ensure that, where appropriate, field operations include a gender component;

6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, *invites* Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and *further requests* the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;

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8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, *inter alia*:
- (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;
 - (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;
 - (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard *stresses* the need to exclude these crimes, where feasible from amnesty provisions;
12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;
13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and *further invites* him to

submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. *Decides* to remain actively seized of the matter.

**Security Council**Distr.: General
19 June 2008

Resolution 1820 (2008)**Adopted by the Security Council at its 5916th meeting, on
19 June 2008***The Security Council,*

Reaffirming its commitment to the continuing and full implementation of resolution 1325 (2000), 1612 (2005) and 1674 (2006) and recalling the Statements of its president of 31 October 2001 (Security Council/PRST/2001/31), 31 October 2002 (Security Council/PRST/2002/32), 28 October 2004 (Security Council/PRST/2004/40), 27 October 2005 (Security Council/PRST/2005/52), 8 November 2006 (Security Council/PRST/2006/42), 7 March 2007 (Security Council/PRST/2007/5), and 24 October 2007 (Security Council/PRST/2007/40);

Guided by the purposes and principles of the Charter of the United Nations,

Reaffirming also the resolve expressed in the 2005 World Summit Outcome Document to eliminate all forms of violence against women and girls, including by ending impunity and by ensuring the protection of civilians, in particular women and girls, during and after armed conflicts, in accordance with the obligations States have undertaken under international humanitarian law and international human rights law;

Recalling the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-first Century" (A/S-23/10/Rev.1), in particular those concerning sexual violence and women in situations of armed conflict;

Reaffirming also the obligations of States Parties to the Convention on the Elimination of All Forms of Discrimination against Women, the Optional Protocol thereto, the Convention on the Rights of the Child and the Optional Protocols thereto, and *urging* states that have not yet done so to consider ratifying or acceding to them,

Noting that civilians account for the vast majority of those adversely affected by armed conflict; that women and girls are particularly targeted by the use of sexual violence, including as a tactic of war to humiliate, dominate, instil fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group;

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and that sexual violence perpetrated in this manner may in some instances persist after the cessation of hostilities;

Recalling its condemnation in the strongest terms of all sexual and other forms of violence committed against civilians in armed conflict, in particular women and children;

Reiterating deep concern that, despite its repeated condemnation of violence against women and children in situations of armed conflict, including sexual violence in situations of armed conflict, and despite its calls addressed to all parties to armed conflict for the cessation of such acts with immediate effect, such acts continue to occur, and in some situations have become systematic and widespread, reaching appalling levels of brutality,

Recalling the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court and the statutes of the ad hoc international criminal tribunals,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peacebuilding, and *stressing* the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Deeply concerned also about the persistent obstacles and challenges to women's participation and full involvement in the prevention and resolution of conflicts as a result of violence, intimidation and discrimination, which erode women's capacity and legitimacy to participate in post-conflict public life, and acknowledging the negative impact this has on durable peace, security and reconciliation, including post-conflict peacebuilding,

Recognizing that States bear primary responsibility to respect and ensure the human rights of their citizens, as well as all individuals within their territory as provided for by relevant international law,

Reaffirming that parties to armed conflict bear the primary responsibility to take all feasible steps to ensure the protection of affected civilians,

Welcoming the ongoing coordination of efforts within the United Nations system, marked by the inter-agency initiative "United Nations Action against Sexual Violence in Conflict," to create awareness about sexual violence in armed conflicts and post-conflict situations and, ultimately, to put an end to it,

1. *Stresses* that sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace and security, *affirms* in this regard that effective steps to prevent and respond to such acts of sexual violence can significantly contribute to the maintenance of international peace and security, and *expresses its readiness*, when considering situations on the agenda of the Council, to, where necessary, adopt appropriate steps to address widespread or systematic sexual violence;

2. *Demands* the immediate and complete cessation by all parties to armed conflict of all acts of sexual violence against civilians with immediate effect;

3. *Demands* that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence, which could include, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence, vetting armed and security forces to take into account past actions of rape and other forms of sexual violence, and evacuation of women and children under imminent threat of sexual violence to safety; and *requests* the Secretary-General, where appropriate, to encourage dialogue to address this issue in the context of broader discussions of conflict resolution between appropriate UN officials and the parties to the conflict, taking into account, inter alia, the views expressed by women of affected local communities;

4. *Notes* that rape and other forms of sexual violence can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide, *stresses the need for* the exclusion of sexual violence crimes from amnesty provisions in the context of conflict resolution processes, and *calls upon* Member States to comply with their obligations for prosecuting persons responsible for such acts, to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice, and *stresses* the importance of ending impunity for such acts as part of a comprehensive approach to seeking sustainable peace, justice, truth, and national reconciliation;

5. *Affirms its intention*, when establishing and renewing state-specific sanctions regimes, to take into consideration the appropriateness of targeted and graduated measures against parties to situations of armed conflict who commit rape and other forms of sexual violence against women and girls in situations of armed conflict;

6. *Requests* the Secretary-General, in consultation with the Security Council, the Special Committee on Peacekeeping Operations and its Working Group and relevant States, as appropriate, to develop and implement appropriate training programs for all peacekeeping and humanitarian personnel deployed by the United Nations in the context of missions as mandated by the Council to help them better prevent, recognize and respond to sexual violence and other forms of violence against civilians;

7. *Requests* the Secretary-General to continue and strengthen efforts to implement the policy of zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations; and *urges* troop and police contributing countries to take appropriate preventative action, including pre-deployment and in-theater awareness training, and other action to ensure full accountability in cases of such conduct involving their personnel;

8. *Encourages* troop and police contributing countries, in consultation with the Secretary-General, to consider steps they could take to heighten awareness and the responsiveness of their personnel participating in UN peacekeeping operations to protect civilians, including women and children, and prevent sexual violence against women and girls in conflict and post-conflict situations, including wherever possible the deployment of a higher percentage of women peacekeepers or police;

9. *Requests* the Secretary-General to develop effective guidelines and strategies to enhance the ability of relevant UN peacekeeping operations, consistent

with their mandates, to protect civilians, including women and girls, from all forms of sexual violence and to systematically include in his written reports to the Council on conflict situations his observations concerning the protection of women and girls and recommendations in this regard;

10. *Requests* the Secretary-General and relevant United Nations agencies, inter alia, through consultation with women and women-led organizations as appropriate, to develop effective mechanisms for providing protection from violence, including in particular sexual violence, to women and girls in and around UN managed refugee and internally displaced persons camps, as well as in all disarmament, demobilization, and reintegration processes, and in justice and security sector reform efforts assisted by the United Nations;

11. *Stresses* the important role the Peacebuilding Commission can play by including in its advice and recommendations for post-conflict peacebuilding strategies, where appropriate, ways to address sexual violence committed during and in the aftermath of armed conflict, and in ensuring consultation and effective representation of women's civil society in its country-specific configurations, as part of its wider approach to gender issues;

12. *Urges* the Secretary-General and his Special Envoys to invite women to participate in discussions pertinent to the prevention and resolution of conflict, the maintenance of peace and security, and post-conflict peacebuilding, and encourages all parties to such talks to facilitate the equal and full participation of women at decision-making levels;

13. *Urges* all parties concerned, including Member States, United Nations entities and financial institutions, to support the development and strengthening of the capacities of national institutions, in particular of judicial and health systems, and of local civil society networks in order to provide sustainable assistance to victims of sexual violence in armed conflict and post-conflict situations;

14. *Urges* appropriate regional and sub-regional bodies in particular to consider developing and implementing policies, activities, and advocacy for the benefit of women and girls affected by sexual violence in armed conflict;

15. *Also requests* the Secretary-General to submit a report to the Council by 30 June 2009 on the implementation of this resolution in the context of situations which are on the agenda of the Council, utilizing information from available United Nations sources, including country teams, peacekeeping operations, and other United Nations personnel, which would include, inter alia, information on situations of armed conflict in which sexual violence has been widely or systematically employed against civilians; analysis of the prevalence and trends of sexual violence in situations of armed conflict; proposals for strategies to minimize the susceptibility of women and girls to such violence; benchmarks for measuring progress in preventing and addressing sexual violence; appropriate input from United Nations implementing partners in the field; information on his plans for facilitating the collection of timely, objective, accurate, and reliable information on the use of sexual violence in situations of armed conflict, including through improved coordination of UN activities on the ground and at Headquarters; and information on actions taken by parties to armed conflict to implement their responsibilities as described in this resolution, in particular by immediately and

completely ceasing all acts of sexual violence and in taking appropriate measures to protect women and girls from all forms of sexual violence;

16. *Decides* to remain actively seized of the matter.

**Security Council**Distr.: General
30 September 2009

Resolution 1888 (2009)**Adopted by the Security Council at its 6195th meeting,
on 30 September 2009***The Security Council,*

Reaffirming its commitment to the continuing and full implementation of resolutions 1325 (2000), 1612 (2005), 1674 (2006), 1820 (2008) and 1882 (2009) and all relevant statements of its President,

Welcoming the report of the Secretary-General of 16 July 2009 (S/2009/362), but remaining deeply concerned over the lack of progress on the issue of sexual violence in situations of armed conflict in particular against women and children, notably against girls, and noting as documented in the Secretary-General's report that sexual violence occurs in armed conflicts throughout the world,

Reiterating deep concern that, despite its repeated condemnation of violence against women and children including all forms of sexual violence in situations of armed conflict, and despite its calls addressed to all parties to armed conflict for the cessation of such acts with immediate effect, such acts continue to occur, and in some situations have become systematic or widespread,

Recalling the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Reaffirming the obligations of States Parties to the Convention on the Elimination of All Forms of Discrimination against Women, the Optional Protocol thereto, the Convention on the Rights of the Child and the Optional Protocols thereto, and urging states that have not yet done so to consider ratifying or acceding to them,

Recalling that international humanitarian law affords general protection to women and children as part of the civilian population during armed conflicts and special protection due to the fact that they can be placed particularly at risk,

* Reissued for technical reasons on 22 June 2010.

09-53446* (E)



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Recalling the responsibilities of States to end impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes and other egregious crimes perpetrated against civilians, and in this regard, noting with concern that only limited numbers of perpetrators of sexual violence have been brought to justice, while recognizing that in conflict and in post conflict situations national justice systems may be significantly weakened,

Reaffirming that ending impunity is essential if a society in conflict or recovering from conflict is to come to terms with past abuses committed against civilians affected by armed conflict and to prevent future such abuses, *drawing attention* to the full range of justice and reconciliation mechanisms to be considered, including national, international and “mixed” criminal courts and tribunals and truth and reconciliation commissions, and *noting* that such mechanisms can promote not only individual responsibility for serious crimes, but also peace, truth, reconciliation and the rights of the victims,

Recalling the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court and the statutes of the ad hoc international criminal tribunals,

Stressing the necessity for all States and non-State parties to conflicts to comply fully with their obligations under applicable international law, including the prohibition on all forms of sexual violence,

Recognizing the need for civilian and military leaders, consistent with the principle of command responsibility, to demonstrate commitment and political will to prevent sexual violence and to combat impunity and enforce accountability, and that inaction can send a message that the incidence of sexual violence in conflicts is tolerated,

Emphasizing the importance of addressing sexual violence issues from the outset of peace processes and mediation efforts, in order to protect populations at risk and promote full stability, in particular in the areas of pre-ceasefire humanitarian access and human rights agreements, ceasefires and ceasefire monitoring, Disarmament, Demobilization and Reintegration (DDR), Security Sector Reform (SSR) arrangements, justice and reparations, post-conflict recovery and development,

Noting with concern the underrepresentation of women in formal peace processes, the lack of mediators and ceasefire monitors with proper training in dealing with sexual violence, and the lack of women as Chief or Lead peace mediators in United Nations-sponsored peace talks,

Recognizing that the promotion and empowerment of women and that support for women’s organizations and networks are essential in the consolidation of peace to promote the equal and full participation of women and *encouraging* Member States, donors, and civil society, including non-governmental organizations, to provide support in this respect,

Welcoming the inclusion of women in peacekeeping missions in civil, military and police functions, and *recognizing* that women and children affected by armed conflict may feel more secure working with and reporting abuse to women in peacekeeping missions, and that the presence of women peacekeepers may encourage local women to participate in the national armed and security forces,

thereby helping to build a security sector that is accessible and responsive to all, especially women,

Welcoming the efforts of the Department of Peacekeeping Operations to develop gender guidelines for military personnel in peacekeeping operations to facilitate the implementation of resolutions 1325 (2000) and 1820 (2008), and operational guidance to assist civilian, military and police components of peacekeeping missions to effectively implement resolution 1820 (2008),

Having considered the report of the Secretary-General of 16 July 2009 (S/2009/362) and *stressing* that the present resolution does not seek to make any legal determination as to whether situations that are referred to in the Secretary-General's report are or are not armed conflicts within the context of the Geneva Conventions and the Additional Protocols thereto, nor does it prejudge the legal status of the non-State parties involved in these situations,

Recalling the Council's decision in resolution 1882 of 4 August 2009 (S/RES/1882) to expand the Annexed list in the Secretary General's annual report on Children and Armed Conflict of parties in situations of armed conflict engaged in the recruitment or use of children in violation of international law to also include those parties to armed conflict that engage, in contravention of applicable international law, in patterns of killing and maiming of children and/or rape and other sexual violence against children, in situations of armed conflict,

Noting the role currently assigned to the Office of the Special Adviser on Gender Issues to monitor implementation of resolution 1325 and to promote gender mainstreaming within the United Nations system, women's empowerment and gender equality, and *expressing* the importance of effective coordination within the United Nations system in these areas,

Recognizing that States bear the primary responsibility to respect and ensure the human rights of their citizens, as well as all individuals within their territory as provided for by relevant international law,

Reaffirming that parties to armed conflict bear the primary responsibility to take all feasible steps to ensure the protection of affected civilians,

Reiterating its primary responsibility for the maintenance of international peace and security and, in this connection, its commitment to continue to address the widespread impact of armed conflict on civilians, including with regard to sexual violence,

1. *Reaffirms* that sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace and security; *affirms* in this regard that effective steps to prevent and respond to such acts of sexual violence can significantly contribute to the maintenance of international peace and security; and *expresses its readiness*, when considering situations on the agenda of the Council, to take, where necessary, appropriate steps to address widespread or systematic sexual violence in situations of armed conflict;

2. *Reiterates* its demand for the complete cessation by all parties to armed conflict of all acts of sexual violence with immediate effect;

3. *Demands* that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and children, from all forms of sexual violence, including measures such as, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence and vetting candidates for national armies and security forces to ensure the exclusion of those associated with serious violations of international humanitarian and human rights law, including sexual violence;

4. *Requests* that the United Nations Secretary-General appoint a Special Representative to provide coherent and strategic leadership, to work effectively to strengthen existing United Nations coordination mechanisms, and to engage in advocacy efforts, inter alia with governments, including military and judicial representatives, as well as with all parties to armed conflict and civil society, in order to address, at both headquarters and country level, sexual violence in armed conflict, while promoting cooperation and coordination of efforts among all relevant stakeholders, primarily through the inter-agency initiative "United Nations Action Against Sexual Violence in Conflict";

5. *Encourages* the entities comprising UN Action Against Sexual Violence in Conflict, as well as other relevant parts of the United Nations system, to support the work of the aforementioned Special Representative of the Secretary-General and to continue and enhance cooperation and information sharing among all relevant stakeholders in order to reinforce coordination and avoid overlap at the headquarters and country levels and improve system-wide response;

6. *Urges* States to undertake comprehensive legal and judicial reforms, as appropriate, in conformity with international law, without delay and with a view to bringing perpetrators of sexual violence in conflicts to justice and to ensuring that survivors have access to justice, are treated with dignity throughout the justice process and are protected and receive redress for their suffering;

7. *Urges* all parties to a conflict to ensure that all reports of sexual violence committed by civilians or by military personnel are thoroughly investigated and the alleged perpetrators brought to justice, and that civilian superiors and military commanders, in accordance with international humanitarian law, use their authority and powers to prevent sexual violence, including by combating impunity;

8. *Calls upon* the Secretary-General to identify and take the appropriate measures to deploy rapidly a team of experts to situations of particular concern with respect to sexual violence in armed conflict, working through the United Nations presence on the ground and with the consent of the host government, to assist national authorities to strengthen the rule of law, and *recommends* making use of existing human resources within the United Nations system and voluntary contributions, drawing upon requisite expertise, as appropriate, in the rule of law, civilian and military judicial systems, mediation, criminal investigation, security sector reform, witness protection, fair trial standards, and public outreach; to, inter alia:

(a) Work closely with national legal and judicial officials and other personnel in the relevant governments' civilian and military justice systems to

address impunity, including by the strengthening of national capacity, and drawing attention to the full range of justice mechanisms to be considered;

(b) Identify gaps in national response and encourage a holistic national approach to address sexual violence in armed conflict, including by enhancing criminal accountability, responsiveness to victims, and judicial capacity;

(c) Make recommendations to coordinate domestic and international efforts and resources to reinforce the government's ability to address sexual violence in armed conflict;

(d) Work with the United Nations Mission, Country Team, and the aforementioned Special Representative of the Secretary-General as appropriate towards the full implementation of the measures called for by resolution 1820 (2008);

9. *Encourages* States, relevant United Nations entities and civil society, as appropriate, to provide assistance in close cooperation with national authorities to build national capacity in the judicial and law enforcement systems in situations of particular concern with respect to sexual violence in armed conflict;

10. *Reiterates its intention*, when adopting or renewing targeted sanctions in situations of armed conflict, to consider including, where appropriate, designation criteria pertaining to acts of rape and other forms of sexual violence; and *calls* upon all peacekeeping and other relevant United Nations missions and United Nations bodies, in particular the Working Group on Children and Armed Conflict, to share with relevant United Nations Security Council sanctions committees, including through relevant United Nations Security Council Sanction Committees' monitoring groups and groups of experts, all pertinent information about sexual violence;

11. *Expresses its intention* to ensure that resolutions to establish or renew peacekeeping mandates contain provisions, as appropriate, on the prevention of, and response to, sexual violence, with corresponding reporting requirements to the Council;

12. *Decides* to include specific provisions, as appropriate, for the protection of women and children from rape and other sexual violence in the mandates of United Nations peacekeeping operations, including, on a case-by-case basis, the identification of women's protection advisers (WPAs) among gender advisers and human rights protection units, and requests the Secretary-General to ensure that the need for, and the number and roles of WPAs are systematically assessed during the preparation of each United Nations peacekeeping operation;

13. *Encourages* States, with the support of the international community, to increase access to health care, psychosocial support, legal assistance and socio-economic reintegration services for victims of sexual violence, in particular in rural areas;

14. *Expresses* its intention to make better usage of periodical field visits to conflict areas, through the organization of interactive meetings with the local women and women's organizations in the field about the concerns and needs of women in areas of armed conflict;

15. *Encourages* leaders at the national and local level, including traditional leaders where they exist and religious leaders, to play a more active role in

sensitizing communities on sexual violence to avoid marginalization and stigmatization of victims, to assist with their social reintegration, and to combat a culture of impunity for these crimes;

16. *Urges* the Secretary General, Member States and the heads of regional organizations to take measures to increase the representation of women in mediation processes and decision-making processes with regard to conflict resolution and peacebuilding;

17. *Urges* that issues of sexual violence be included in all United Nations-sponsored peace negotiation agendas, and *also urges* inclusion of sexual violence issues from the outset of peace processes in such situations, in particular in the areas of pre-ceasefires, humanitarian access and human rights agreements, ceasefires and ceasefire monitoring, DDR and SSR arrangements, vetting of armed and security forces, justice, reparations, and recovery/development;

18. *Reaffirms* the role of the Peacebuilding Commission in promoting inclusive gender-based approaches to reducing instability in post-conflict situations, noting the important role of women in rebuilding society, and *urges* the Peacebuilding Commission to encourage all parties in the countries on its agenda to incorporate and implement measures to reduce sexual violence in post-conflict strategies;

19. *Encourages* Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations, and to provide all military and police personnel with adequate training to carry out their responsibilities;

20. *Requests* the Secretary-General to ensure that technical support is provided to troop and police contributing countries, in order to include guidance for military and police personnel on addressing sexual violence in predeployment and induction training;

21. *Requests* the Secretary-General to continue and strengthen efforts to implement the policy of zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations; and *urges* troop and police contributing countries to take appropriate preventative action, including predeployment and in-theater awareness training, and other action to ensure full accountability in cases of such conduct involving their personnel;

22. *Requests* that the Secretary-General continue to direct all relevant United Nations entities to take specific measures to ensure systematic mainstreaming of gender issues within their respective institutions, including by ensuring allocation of adequate financial and human resources within all relevant offices and departments and on the ground, as well as to strengthen, within their respective mandates, their cooperation and coordination when addressing the issue of sexual violence in armed conflict;

23. *Urges* relevant Special Representatives and the Emergency Relief Coordinator of the Secretary-General, with strategic and technical support from the UN Action network, to work with Member States to develop joint Government-United Nations Comprehensive Strategies to Combat Sexual Violence, in consultation with all relevant stakeholders, and to regularly provide updates on this in their standard reporting to Headquarters;

24. *Requests* that the Secretary-General ensure more systematic reporting on incidents of trends, emerging patterns of attack, and early warning indicators of the use of sexual violence in armed conflict in all relevant reports to the Council, and *encourages* the Special Representatives of the Secretary-General, the Emergency Relief Coordinator, the High Commissioner for Human Rights, the Special Rapporteur on Violence against Women, and the Chairperson(s) of UN Action to provide, in coordination with the aforementioned Special Representative, additional briefings and documentation on sexual violence in armed conflict to the Council;

25. *Requests* the Secretary-General to include, where appropriate, in his regular reports on individual peacekeeping operations, information on steps taken to implement measures to protect civilians, particularly women and children, against sexual violence;

26. *Requests* the Secretary-General, taking into account the proposals contained in his report as well as any other relevant elements, to devise urgently and preferably within three months, specific proposals on ways to ensure monitoring and reporting in a more effective and efficient way within the existing United Nations system on the protection of women and children from rape and other sexual violence in armed conflict and post-conflict situations, utilizing expertise from the United Nations system and the contributions of national Governments, regional organizations, non-governmental organizations in their advisory capacity and various civil society actors, in order to provide timely, objective, accurate and reliable information on gaps in United Nations entities response, for consideration in taking appropriate action;

27. *Requests* that the Secretary-General continue to submit annual reports to the Council on the implementation of Resolution 1820 (2008) and to submit his next report by September of 2010 on the implementation of this resolution and Resolution 1820 (2008) to include, inter alia:

(a) a detailed coordination and strategy plan on the timely and ethical collection of information;

(b) updates on efforts by United Nations Mission focal points on sexual violence to work closely with the Resident Coordinator/Humanitarian Coordinator (RC/HC), the United Nations Country Team, and, where appropriate, the aforementioned Special Representative and/or the Team of Experts, to address sexual violence;

(c) information regarding parties to armed conflict that are credibly suspected of committing patterns of rape or other forms of sexual violence, in situations that are on the Council's agenda;

28. *Decides* to review, taking into account the process established by General Assembly resolution 63/311 regarding a United Nations composite gender entity, the mandates of the Special Representative requested in operative paragraph 4 and the Team of Experts in operative paragraph 8 within two years, and as appropriate thereafter;

29. *Decides* to remain actively seized of the matter.



Security Council

Distr.: General
5 October 2009

Resolution 1889 (2009)

Adopted by the Security Council at its 6196th meeting, on 5 October 2009

The Security Council,

Reaffirming its commitment to the continuing and full implementation, in a mutually reinforcing manner, of resolutions 1325 (2000), 1612 (2005), 1674 (2006), 1820 (2008), 1882 (2009), 1888 (2009) and all relevant Statements of its Presidents,

Guided by the purposes and principles of the Charter of the United Nations, and *bearing in mind* the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Recalling the resolve expressed in the 2005 United Nations General Assembly World Summit Outcome Document (A/RES/60/1) to eliminate all forms of violence against women and girls, the obligations of States Parties to the Convention on the Elimination of All Forms of Discrimination Against Women and the Optional Protocol thereto, the Convention on the Rights of the Child and the Optional Protocols thereto, *recalling also* the commitments contained in the Beijing Declaration and Platform for Action as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Having considered the report of the Secretary General (S/2009/465) of 16 September 2009 and *stressing* that the present resolution does not seek to make any legal determination as to whether situations that are referred to in the Secretary-General's report are or are not armed conflicts within the context of the Geneva Conventions and the Additional Protocols thereto, nor does it prejudice the legal status of the non-State parties involved in these situations,

Welcoming the efforts of Member States in implementing its resolution 1325 (2000) at the national level, including the development of national action plans, and *encouraging* Member States to continue to pursue such implementation,

Reiterating the need for the full, equal and effective participation of women at all stages of peace processes given their vital role in the prevention and resolution of conflict and peacebuilding, *reaffirming* the key role women can play in re-establishing the fabric of recovering society and *stressing* the need for their

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involvement in the development and implementation of post-conflict strategies in order to take into account their perspectives and needs,

Expressing deep concern about the under-representation of women at all stages of peace processes, particularly the very low numbers of women in formal roles in mediation processes and stressing the need to ensure that women are appropriately appointed at decision-making levels, as high level mediators, and within the composition of the mediators' teams,

Remaining deeply concerned about the persistent obstacles to women's full involvement in the prevention and resolution of conflicts and participation in post-conflict public life, as a result of violence and intimidation, lack of security and lack of rule of law, cultural discrimination and stigmatization, including the rise of extremist or fanatical views on women, and socio-economic factors including the lack of access to education, and in this respect, *recognizing* that the marginalization of women can delay or undermine the achievement of durable peace, security and reconciliation,

Recognizing the particular needs of women and girls in post-conflict situations, including, inter alia, physical security, health services including reproductive and mental health, ways to ensure their livelihoods, land and property rights, employment, as well as their participation in decision-making and post-conflict planning, particularly at early stages of post-conflict peacebuilding,

Noting that despite progress, obstacles to strengthening women's participation in conflict prevention, conflict resolution and peacebuilding remain, *expressing concern* that women's capacity to engage in public decision making and economic recovery often does not receive adequate recognition or financing in post-conflict situations, and *underlining* that funding for women's early recovery needs is vital to increase women's empowerment, which can contribute to effective post-conflict peacebuilding,

Noting that women in situations of armed conflict and post-conflict situations continue to be often considered as victims and not as actors in addressing and resolving situations of armed conflict and *stressing* the need to focus not only on protection of women but also on their empowerment in peacebuilding,

Recognizing that an understanding of the impact of situations of armed conflict on women and girls, including as refugees and internally displaced persons, adequate and rapid response to their particular needs, and effective institutional arrangements to guarantee their protection and full participation in the peace process, particularly at early stages of post-conflict peacebuilding, can significantly contribute to the maintenance and promotion of international peace and security,

Welcoming the United Nations initiative to develop a system similar to that pioneered by the United Nations Development Programme to allow decision-makers to track gender-related allocations in United Nations Development Group Multi-Donor Trust Funds,

Welcoming the efforts of the Secretary-General to appoint more women to senior United Nations positions, particularly in field missions, as a tangible step towards providing United Nations leadership on implementation of its resolution 1325 (2000),

Welcoming the upcoming establishment of a United Nations Steering Committee to enhance visibility and strengthen coordination within the United Nations system regarding the preparations for the 10th anniversary of resolution 1325 (2000),

Encouraging relevant actors to organize events during 2009-2010 at the global, regional and national levels to increase awareness about resolution 1325 (2000), including ministerial events, to renew commitments to “Women and peace and security”, and to identify ways to address remaining and new challenges in implementing resolution 1325 (2000) in the future,

1. *Urges* Member States, international and regional organisations to take further measures to improve women’s participation during all stages of peace processes, particularly in conflict resolution, post-conflict planning and peacebuilding, including by enhancing their engagement in political and economic decision-making at early stages of recovery processes, through inter alia promoting women’s leadership and capacity to engage in aid management and planning, supporting women’s organizations, and countering negative societal attitudes about women’s capacity to participate equally;

2. *Reiterates* its call for all parties in armed conflicts to respect fully international law applicable to the rights and protection of women and girls;

3. *Strongly condemns* all violations of applicable international law committed against women and girls in situations of armed conflicts and post-conflict situations, *demands* all parties to conflicts to cease such acts with immediate effect, and *emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for all forms of violence committed against women and girls in armed conflicts, including rape and other sexual violence;

4. *Calls upon* the Secretary-General to develop a strategy, including through appropriate training, to increase the number of women appointed to pursue good offices on his behalf, particularly as Special Representatives and Special Envoys, and to take measures to increase women’s participation in United Nations political, peacebuilding and peacekeeping missions;

5. *Requests* the Secretary-General to ensure that all country reports to the Security Council provide information on the impact of situations of armed conflict on women and girls, their particular needs in post-conflict situations and obstacles to attaining those needs;

6. *Requests* the Secretary-General to ensure that relevant United Nations bodies, in cooperation with Member States and civil society, collect data on, analyze and systematically assess particular needs of women and girls in post-conflict situations, including, inter alia, information on their needs for physical security and participation in decision-making and post-conflict planning, in order to improve system-wide response to those needs;

7. *Expresses* its intention, when establishing and renewing the mandates of United Nations missions, to include provisions on the promotion of gender equality and the empowerment of women in post-conflict situations, and *requests* the Secretary-General to continue, as appropriate, to appoint gender advisors and/or women-protection advisors to United Nations missions and asks them, in

cooperation with United Nations Country Teams, to render technical assistance and improved coordination efforts to address recovery needs of women and girls in post-conflict situations;

8. *Urges* Member States to ensure gender mainstreaming in all post-conflict peacebuilding and recovery processes and sectors;

9. *Urges* Member States, United Nations bodies, donors and civil society to ensure that women's empowerment is taken into account during post-conflict needs assessments and planning, and factored into subsequent funding disbursements and programme activities, including through developing transparent analysis and tracking of funds allocated for addressing women's needs in the post-conflict phase;

10. *Encourages* Member States in post-conflict situations, in consultation with civil society, including women's organizations, to specify in detail women and girls' needs and priorities and design concrete strategies, in accordance with their legal systems, to address those needs and priorities, which cover inter alia support for greater physical security and better socio-economic conditions, through education, income generating activities, access to basic services, in particular health services, including sexual and reproductive health and reproductive rights and mental health, gender-responsive law enforcement and access to justice, as well as enhancing capacity to engage in public decision-making at all levels;

11. *Urges* Member States, United Nations bodies and civil society, including non-governmental organizations, to take all feasible measures to ensure women and girls' equal access to education in post-conflict situations, given the vital role of education in the promotion of women's participation in post-conflict decision-making;

12. *Calls upon* all parties to armed conflicts to respect the civilian and humanitarian character of refugee camps and settlements, and ensure the protection of all civilians inhabiting such camps, in particular women and girls, from all forms of violence, including rape and other sexual violence, and to ensure full, unimpeded and secure humanitarian access to them;

13. *Calls upon* all those involved in the planning for disarmament, demobilization and reintegration to take into account particular needs of women and girls associated with armed forces and armed groups and their children, and provide for their full access to these programmes;

14. *Encourages* the Peacebuilding Commission and Peacebuilding Support Office to continue to ensure systematic attention to and mobilisation of resources for advancing gender equality and women's empowerment as an integral part of post-conflict peacebuilding, and to encourage the full participation of women in this process;

15. *Request* the Secretary-General, in his agenda for action to improve the United Nations' peacebuilding efforts, to take account of the need to improve the participation of women in political and economic decision-making from the earliest stages of the peacebuilding process;

16. *Requests* the Secretary-General to ensure full transparency, cooperation and coordination of efforts between the Special Representative of the Secretary-General on Children and Armed Conflict and the Special Representative of the

Secretary General on sexual violence and armed conflict whose appointment has been requested by its resolution 1888 (2009);

17. *Requests* the Secretary-General to submit to the Security Council within 6 months, for consideration, a set of indicators for use at the global level to track implementation of its resolution 1325 (2000), which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States, on the implementation of resolution 1325 (2000) in 2010 and beyond;

18. *Requests* the Secretary-General, within the report requested in S/PRST/2007/40, to also include a review of progress in the implementation of its resolution 1325 (2000), an assessment of the processes by which the Security Council receives, analyses and takes action on information pertinent to resolution 1325 (2000), recommendations on further measures to improve coordination across the United Nations system, and with Member States and civil society to deliver implementation, and data on women's participation in United Nations missions;

19. *Requests* the Secretary-General to submit a report to the Security Council within 12 months on addressing women's participation and inclusion in peacebuilding and planning in the aftermath of conflict, taking into consideration the views of the Peacebuilding Commission and to include, inter alia:

- a. Analysis on the particular needs of women and girls in post-conflict situations,
- b. Challenges to women's participation in conflict resolution and peacebuilding and gender mainstreaming in all early post-conflict planning, financing and recovery processes,
- c. Measures to support national capacity in planning for and financing responses to the needs of women and girls in post-conflict situations,
- d. Recommendations for improving international and national responses to the needs of women and girls in post-conflict situations, including the development of effective financial and institutional arrangements to guarantee women's full and equal participation in the peacebuilding process,

20. *Decides* to remain actively seized of the matter.

APPENDIX II: UNITED NATIONS ENTITIES WITH ROLES AND RESPONSIBILITIES RELATED TO UNITED NATIONS SECURITY COUNCIL (UNSC) RESOLUTION 1325

This appendix provides a glossary of the key United Nations (UN) offices and entities that have roles in the implementation of UN Security Council (UNSC) resolution 1325.²³⁵

A) The UN Secretariat

- UN Secretary-General
 - The UN Secretary-General, the head of the UN Secretariat, has several responsibilities under UNSC resolution 1325, reflecting the comprehensive nature of the position.
 - For example, under resolution 1325 the Secretary-General is specifically: urged to appoint more women as special representatives and envoys; to implement his strategic plan to increase the participation of women at decision-making levels related to conflict resolution; urged to expand the role and contribution of women in UN field-based operations; ensure, where appropriate, that UN operations include a gender component; and, provide member states with training guidelines on the protection, rights and particular needs of women in situations of armed conflict.
 - The Secretary-General is empowered by the UN Charter to “bring to the attention of the Security Council any matter which in his opinion may threaten the maintenance of international peace and security.” The Secretary-General acts as “secretariat” of the Security Council during its meetings, in accordance

²³⁵ The organization of this appendix is based on the breakdown of principal UN organs and offices, and their reporting relationships, as presented in, “The United Nations System: Principal Organs,” http://www.un.org/aboutun/chart_en.pdf (accessed: 8 July 2010). Note: in his most recent report to the Security Council, the UN Secretary-General provides a detailed overview of the recent activities of UN entities related to the implementation of UNSC Resolution 1325, including the role of the Department of Economic and Social Affairs, the Special Adviser to the Secretary-General on Gender Issues and the Advancement of Women, the Department of Peacekeeping Operations, and the Office for the Coordination of Humanitarian Affairs. See: UNSC, S/2010/498, 28 September 2010.

with the Provisional Rules of Procedure of the Security Council.²³⁶ The Secretary-General also prepares documents required by the Council, including reports on active UN peacekeeping and peacebuilding missions and updates on conflict areas. In a typical resolution of the Council authorizing or reauthorizing a peace support mission, the Council will request the Secretary-General to report on progress made towards implementing the mandate of the specified peacekeeping mission. These reports usually include analysis of the security, political, electoral, humanitarian, governance, human rights, economic and other developments in the country, and an analysis of the current challenges and future prospects of the mission. The incorporation of gender and civilian protection considerations in these reports can therefore play an important role in informing Council members about the situation of women in a particular conflict or post-conflict country and in determining steps needed to improve the protection of women and ensure their participation in decision-making. As requested by the Security Council, the Secretary-General has also submitted periodic detailed reports to the Council on women, peace and security and children and armed conflict.

- The UN website describes the role of the Secretary-General as follows: “Equal parts diplomat and advocate, civil servant and CEO, the Secretary-General is a symbol of United Nations ideals and a spokesman for the interests of the world’s peoples...”²³⁷ As such, the Secretary-General has played an influential role in driving recent UN efforts to combat violence against women around the world. Initiated in 2008, Secretary-General Ban Ki-Moon’s UNiTE to End Violence against Women campaign “brings together a host of UN agencies and offices to galvanize action across the UN system to prevent and punish violence against women.”²³⁸ The campaign has five goals to be achieved by 2015, including addressing sexual violence in conflict.
- UN Deputy-Secretary-General
 - The Deputy-Secretary-General, Asha-Rose Migiro, heads the UN High-Level Steering Committee on resolution 1325 which is intended to strengthen the coherence and coordination of efforts to implement the resolution throughout the UN system.²³⁹ The Committee includes “the heads of all relevant United

²³⁶ See: <http://www.un.org/Docs/sc/scrules.htm> (accessed: 8 July 2010).

²³⁷ See: <http://www.un.org/sg/sgrole.shtml> (accessed: 8 July 2010).

²³⁸ See: <http://www.un.org/en/women/endviolence/>.

²³⁹ UN News Centre, “Civil society group to help advise UN on role of women in peace and security,” 5 March 2010, <http://www.un.org/apps/news/story.asp?NewsID=33992>.

Nations agencies and entities” tasked with 1325 implementation.²⁴⁰ In March 2010, a civil society group of experts was established to advise the Steering Committee. This group is co-chaired by Mary Robinson, the former Irish President and UN High Commissioner for Human Rights, and Bineta Diop, the Executive Director of Femmes Africa Solidarite.

- Special Representatives of the UN Secretary-General
 - a) **Special Representative of the Secretary-General on Sexual Violence in Conflict**
 - In accordance with UNSC Resolution 1888 (2009), the Secretary-General appointed Ms. Margot Wallstrom (Sweden) as his first ever Special Representative on Sexual Violence in Conflict. The appointment took effect in February 2010. Resolution 1888 requested this appointment with the aim of providing “coherent and strategic leadership, to work effectively to strengthen existing United Nations coordination mechanisms, and to engage in advocacy efforts, inter alia with governments, including military and judicial representatives, as well as with all parties to armed conflict and civil society, in order to address, at both headquarters and country level, sexual violence in armed conflict, while promoting cooperation and coordination of efforts among all relevant stakeholders, primarily through the inter-agency initiative “United Nations Action Against Sexual Violence in Conflict”.”
 - b) **Special Representative of the Secretary-General for Children and Armed Conflict**
 - In February 2006, the Secretary General announced the appointment of Radhika Coomaraswamy as his Special Representative for Children and Armed Conflict. The creation of this position followed on the 1996 report of an independent expert to the UN General Assembly, Impact of Armed Conflict on Children (A/51/306). The mission statement of the office is: “to promote and protect the rights of all children affected by armed conflict.”²⁴¹ As such, the special representative acts as a “moral voice and independent advocate” for children affected by conflict, as well as working with partners and stakeholders to advance and enhance their protection and to raise awareness. The UN Security Council has been actively seized with the

²⁴⁰ Civil Society Advisory Group to the UN on Women, Peace and Security, “Global Open Days for Women and Peace are a First Step in Responding to Women in Conflict Countries,” 15 June 2010, http://womenpeacesecurity.org/media/pdf-PressRelease_GlobalOpenDay_9June2010.pdf.

²⁴¹ See: “Office of the Special Representative of the Secretary-General for Children and Armed Conflict,” <http://www.un.org/children/conflict/english/theoffice.html> (accessed: 8 July 2010).

situation of children in armed conflict in recent years, the objectives of which are related to the principles of resolution 1325 as that resolution pertains to the situation of women and girls in situations of armed conflict. There is also a Security Council working group on children and armed conflict that reviews reports generated by the monitoring and reporting mechanism that was established by the Council in 2005.

- Department of Political Affairs (DPA)
 - The DPA is the lead UN body for efforts targeted at “peacemaking and preventive diplomacy,” and the “focal point” for UN electoral assistance. As such, some 250 staff at UN headquarters and 1,700 national and international staff in DPA missions around the world play a key role in the UN’s mediation efforts and involvement in peace processes and post-conflict peacebuilding. The DPA is headed by an Under-Secretary-General for Political Affairs. The DPA performs the following functions: “monitoring and assessing global political developments; advising the U.N. Secretary-General on actions that could advance the cause of peace; providing support and guidance to U.N. peace envoys and political missions in the field; and serving Member States directly through electoral assistance and through the support of DPA staff to the work of the Security Council and other U.N. bodies.” The DPA currently has political missions and peace-building support offices in Burundi, the Central African Republic, Guinea-Bissau, West Africa, Sierra Leone, Somalia, Nepal, Central Asia, and Iraq.²⁴² The DPA also provides support to the work of the UN Peacebuilding Commission.

- Department of Peacekeeping Operations (DPKO)
 - The DPKO is the primary UN organization responsible for peacekeeping operations. It plays an important role in ensuring that UN personnel and those from contributing states act appropriately in conflict zones, and also provides training and research in relation to conflict issues. The DPKO describes its mission as follows: to “plan, prepare, manage and direct UN peacekeeping operations, so that they can effectively fulfil their mandates under the overall authority of the Security Council and the General Assembly...”²⁴³ The DPKO is led by the Office of the Under-Secretary-General for Peacekeeping Operations.

²⁴² See: Department of Political Affairs, <http://www.un.org/Depts/dpa/intro.html> (accessed: 9 July 2010).

²⁴³ United Nations Peacekeeping, “Mission Statement of the Department of Peacekeeping Operations,” <http://www.un.org/Depts/dpko/dpko/info/mission.shtml>.

- The training of military and civilian police personnel deployed as part of UN missions is a key element of resolution 1325. Within the DPKO's Policy, Evaluation and Training Division, the Best Practices Section assists with the planning, management, and support of peacekeeping operations. It seeks to meet the following objectives: "i) to capture the knowledge gained by the United Nations in peacekeeping; ii) to disseminate best practices, at headquarters and in the field; and iii) to promote the adoption and use of best practices for the better conduct of UN peacekeeping..."²⁴⁴ Within the same Division, the Integrated Training Service is "responsible for the strategic level direction of peacekeeping training," overseeing and where necessary supporting the training carried out by the UN Department of Field Support and DPKO-led peacekeeping missions.²⁴⁵ This office works with member states, relevant UN offices, the Integrated Mission Training Centres and deployed trainers to ensure that UN military and civilian personnel "have the knowledge and skills to meet the evolving challenges of peacekeeping operations in accordance with [established UN] principles and guidelines."²⁴⁶
- Office for the Coordination of Humanitarian Affairs (OCHA)
 - OCHA was created in 1991 by a resolution of the General Assembly (46/182), with the aim of strengthening the coordination of UN efforts directed at emergency response. The enabling resolution outlines several guiding principles of humanitarian relief, including that it "be provided in accordance with the principles of humanity, neutrality and impartiality," and that relief should be provided "with the consent of the affected country and in principle on the basis of an appeal by the affected country."²⁴⁷ Ultimate responsibility for providing care for victims of emergencies therefore rests with national authorities. OCHA's overarching mission is to "mobilize and coordinate effective and principles humanitarian action in partnership with national and international actors in order to alleviate human suffering in disasters and emergencies; advocate for the rights of people in need; promote preparedness and prevention; and facilitate sustainable solutions." OCHA is headed by an Under-Secretary-General for Humanitarian Affairs (the UN Emergency Relief Coordinator). Given that women and men experience disasters and emergencies differently and have different priorities and needs, "all OCHA's

²⁴⁴ See: United Nations Peacekeeping, "Best Practices," <http://www.un.org/Depts/dpko/dpko/bestpractices.shtml>.

²⁴⁵ See: United Nations Peacekeeping, "Integrated Training Service," <http://www.un.org/en/peacekeeping/its.shtml>.

²⁴⁶ Ibid.

²⁴⁷ United Nations General Assembly, A/RES/46/182, 19 December 1991.

field and regional offices are required to develop, implement and report on a Gender Action Plan (GAP).”²⁴⁸

B) UN Inter-governmental Bodies

a) United Nations Security Council (UNSC)

- The UN Charter gives the Security Council “primary responsibility for the maintenance of international peace and security.” Under Chapter VII of the Charter, the Council is empowered to “determine the existence of any threat to the peace, breach of the peace, or act of aggression and shall make recommendations, or decide what measures shall be taken ... to maintain or restore international peace and security.” UN member states “agree to accept and carry out the decisions of the Security Council in accordance with the ... Charter.” The Council’s membership includes five permanent, veto-wielding, member states, and ten, elected, non-permanent member states.
- Given that resolution 1325 and the subsequent resolutions – 1820, 1888 and 1889 – are resolutions of the Security Council, that body plays a central role in advancing the women, peace and security agenda, both in a normative sense and in terms of tangible action on the ground by the UN system and its member states. With its powers under the UN Charter, the Council plays an influential role by determining what items are placed on its agenda, what constitutes a threat to international peace and security, and how those issues are to be addressed by UN member states and UN entities. The Council can at turns “urge,” “express its willingness,” “request,” “call for,” “emphasize,” and “invite” UN member states and the Secretary-General to undertake various actions related to international peace and security, including actions related to the protection of women in situations of armed conflict and their participation in decision-making related to conflict resolution. The Council alone is empowered to authorize UN peacekeeping missions comprising military and police personnel. Resolutions adopted by the Council define the mandate, size, scope, and priorities of those peacekeeping missions. The degree to which the particular needs and perspectives of women are reflected in a given resolution is, therefore, critically related to the success of the women, peace and security agenda.
- Peacebuilding Commission (PBC)²⁴⁹

²⁴⁸ United Nations Office for the Coordination of Humanitarian Affairs, “About OCHA,” <http://ochaonline.un.org/tabid/5838/language/en-US/Default.aspx> (accessed: 9 July 2010).

- The role and perspectives of women in decision-making related to post-conflict peacebuilding is raised in resolution 1325 and provides the focus of the subsequent resolution 1889 (2009). The PBC is an “intergovernmental advisory body” that was created out of the 2005 UN World Summit Outcome document (60/1). Established later that year by concurrent resolutions of the Security Council (S/RES/1645) and General Assembly (A/RES/60/180), it was envisioned as a “dedicated institutional mechanism” to assist countries in the period between the end of formal hostilities and the onset of post-conflict reconstruction and longer term peacebuilding. At the highest level, the Commission is intended to coordinate all relevant actors, to provide assistance to local governments and to marshal the necessary resources to prevent a country or region from sliding back into armed conflict, thus reversing the gains of a peace settlement. It also plays a key advisory role, “proposing integrated strategies for post-conflict peacebuilding and recovery and where appropriate, highlighting any gaps that threaten to undermine peace.”²⁵⁰
- The Organizational Committee of the PBC is comprised of 31 UN member states: seven members of the Security Council, seven members of the Economic and Social Council, five “top providers of assessed contributions to United Nations budgets and of voluntary contributions to United Nations funds, programmes and agencies” not selected by either of the previous bodies, five “top providers of military personnel and civilian police to United Nations missions” not selected by either of the previous bodies, and seven additional members states as voted by the General Assembly. The resolutions that established the PBC also created a Peacebuilding Fund and Peacebuilding Support Office.

b) United Nations General Assembly (UNGA)²⁵¹

- UNGA, Special Committee on Peacekeeping Operations
 - The UNGA Special Committee on Peacekeeping Operations was created in 1965 and reports to the UNGA through that body’s Fourth Committee (Special Political and Decolonization). It was established “to conduct a

²⁴⁹ The Peacebuilding Commission is listed as an “advisory subsidiary body” of the Security Council. The UN states that the PBC “has a direct reporting relationship with the Security Council and the General Assembly, and non-subsidiary relationship with the Economic and Social Council and the Office of the Secretary-General.” See, United Nations, “Structure and Organization,” <http://www.un.org/en/aboutun/structure/index.shtml#note1> (accessed: 9 July 2010).

²⁵⁰ See: United Nations Peacebuilding Commission, <http://www.un.org/peace/peacebuilding/> (accessed: 9 July 2010).

²⁵¹ The entities, programmes and funds listed here under the United Nations General Assembly have “a direct reporting relationship” to the General Assembly. See: http://www.un.org/aboutun/chart_en.pdf.

comprehensive review of all issues related to peacekeeping.” The Committee, which produces periodic reports, is comprised of 144 UN member states – former and current contributors to peacekeeping missions. Several other member states, the International Committee of the Red Cross and the International Criminal Police Organization (Interpol) “participate as observers.”²⁵²

- UN Special Rapporteur on violence against women, its causes and consequences
 - In August 2009, Rashida Manjoo (South Africa) was appointed as the new UN Rapporteur on violence against women, its causes and consequences. Through its resolution of March 4th 1994, the UN Commission on Human Rights initiated the appointment of the special rapporteur position, the mandate of which was extended by the Commission in 2003 (the rapporteur now reports to the Human Rights Council). The rapporteur is mandated to compile information on violence against women from various sources and to “recommend measures, ways and means, at the national, regional and international levels, to eliminate [this violence], and to remedy its consequences.”²⁵³ The rapporteur must cooperate with other relevant offices in realizing these tasks and is empowered to undertake fact-finding visits to countries and to submit annual thematic reports.
- Office of the United Nations High Commissioner for Refugees (UNHCR)²⁵⁴
 - The Office of the UNHCR was established in December 1950 by the General Assembly. The office “is mandated to lead and co-ordinate international action to protect refugees and resolve refugee problems worldwide.” The High Commissioner is empowered to conduct various activities to advance this mandate, including promoting the ratification of international conventions for the protection of refugees, advancing through arrangements with governments any measures designed to improve the situation of refugees, assisting efforts to promote the voluntary repatriation of refugees or their assimilation in a new community, and obtaining from governments “information concerning the number and conditions of refugees in their territories and the laws and regulations concerning them,” among other

²⁵² United Nations, “General Assembly and Peacekeeping,” <http://www.un.org/en/peacekeeping/ctte/CTTEE.htm> (accessed: 9 July 2010).

²⁵³ Office of the United Nations High Commissioner for Human Rights, “Special Rapporteur on violence against women, its causes and consequences,” <http://www2.ohchr.org/english/issues/women/rapporteur/> (accessed: 8 July 2010).

²⁵⁴ This office is governed by the UNGA and the UN Economic and Social Council (ECOSOC).

measures.²⁵⁵ On the agency's role with respect to internally-displaced persons (IDPs), it states that, while IDPs "have never had a single agency wholly dedicated to their well-being, UNHCR has been involved with IDPs to some extent for at least two decades, but on a much more ad hoc basis."²⁵⁶ The agency adds that, "in the last few years, [it] has developed a series of special programmes to ensure women have equal access to protection, basic goods and services as they attempt to rebuild their lives. Special attention is given to forcibly displaced women..."²⁵⁷

- United Nations Development Programme (UNDP)
 - UNDP is the lead UN agency working on economic and social development issues. The agency describes itself as the "UN's global development network," which works to advance the Millennium Development Goals in countries around the world. UNDP works in the areas of democratic governance, poverty reduction, crisis prevention and recovery, environment and energy, and HIV/AIDS. It "integrates gender equality and women's empowerment" in all of its areas of work.²⁵⁸ The UNDP has developed a range of materials on gender mainstreaming in policy and practice. The UNDP has developed an Eight Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery.²⁵⁹ UNDP seeks to advance peace and societal recovery from armed conflict through a range of mechanisms of support, including for example, in programs related to disarmament, demobilization and recovery, and, as another example, in programs to improve access to justice for survivors of sexual violence.
 - The Administrator of the UNDP, currently Helen Clark, acts as Chair of the UN Development Group, which is "a committee consisting of the heads of all UN funds, programmes and departments working on development issues."
- United Nations Children's Fund (UNICEF)

²⁵⁵ *Statute of the Office of the United Nations High Commissioner for Refugees*, available at:

<http://www.unhcr.org/3b66c39e1.html> (updated: September 2007).

²⁵⁶ UNHCR, *Protecting Refugees and the role of UNHCR, 2008-2009*, September 2008,

<http://www.unhcr.org/4034b6a34.html>.

²⁵⁷ UNHCR, "Refugee Women," <http://www.unhcr.org/pages/49c3646c1d9.html> (accessed: 9 July 2010).

²⁵⁸ United Nations Development Programme, "Women's Empowerment," <http://www.undp.org/women/>.

²⁵⁹ See: UNDP, "The Eight Point Agenda: Practical, positive outcomes for girls and women in crisis," Crisis Prevention and Recovery, http://www.undp.org/cpr/we_do/8_pa.shtml. The eight points: stop violence against women; provide justice and security for women; advance women as decision-makers; involve women in all peace processes; support women and men to build back better (disaster risk reduction); promote women as leaders of recovery; include women's issues on the national agenda; and, work together to transform society.

- UNICEF, which is guided by the UN Convention on the Rights of the Child, “is mandated by the United Nations General Assembly to advocate for the protection of children’s rights, to help meet their basic needs and to expand their opportunities to reach their full potential.” It works to provide “special protection for the most disadvantaged children,” including those affected by armed conflict. UNICEF has also executed programs related to the situation of children associated with armed groups.²⁶⁰
- UNICEF is managed by a bureau comprising a President and four Vice-Presidents. It is governed by an Executive Board consisting of 36 member states, elected for three-year terms by the Economic and Social Council, reflecting balanced representation of the five regional groups.

C) UN Entity for Gender Equality (“UN Women”)

On 2 July 2010, the UN General Assembly unanimously adopted a resolution on “system-wide coherence” that established a new composite gender entity to accelerate women’s rights, their empowerment and gender equality. UN Women, as the new agency is known, will “place four existing United Nations bodies dealing with gender issues under a single umbrella.”²⁶¹ The entity will be guided by the Beijing Platform for Action, adopted at the Fourth World Conference on Women in 1995, the outcome document of the 23rd special session of the General Assembly and other “applicable United Nations instruments, standards and resolutions...”²⁶² The core paragraph of the resolution establishing the new entity’s mandate reads as follows:

Based on the principle of universality, the entity will provide, through its normative support functions and operational activities, guidance and technical support to all Member States, across all levels of development and in all regions, at their request, on gender equality, the empowerment and rights of women and gender mainstreaming.²⁶³

The new body will be headed by an Under-Secretary-General, Michelle Bachelet, and supported by an inter-governmental executive board. For the purposes of its normative functions, “the General Assembly, the Economic and Social Council and the Commission on the

²⁶⁰ See, for example: http://www.unicef.org/protection/files/Armed_Groups.pdf.

²⁶¹ United Nations General Assembly, “General Assembly Adopts Consensus Text on System-Wide Coherence, Establishing Composite Entity – UN Women – To Accelerate Gender Equality, Empowerment,” GA/10959, 2 July 2010, <http://www.un.org/News/Press/docs/2010/ga10959.doc.htm>.

²⁶² United Nations General Assembly, “Draft resolution submitted by the President of the General Assembly: System-wide coherence,” A/64/L.56, 30 June 2010.

²⁶³ Ibid.

Status of Women will constitute the multi-tiered intergovernmental governance structure.” For the purposes of its operational activities, “the General Assembly, the Economic and Social Council and the Executive Board of the entity will constitute the multi-tiered international governance structure” of the new body. The Executive Board will have 41 member states (according to the UN’s regional groupings): 10 from Africa, 10 from Asia, 4 from Eastern Europe, 6 from Latin America and the Caribbean, 5 from Western Europe and other states, and 6 from contributing countries (4 of the largest providers of voluntary core contributions to the entity, and 2 to developing countries that provide voluntary core contributions to the entity). The Executive Board will report annually to the General Assembly through the Economic and Social Council.²⁶⁴

The mandates and functions of the United Nations Development Fund for Women (UNIFEM) and the International Research and Training Institute for the Advancement of Women (INSTRAW) will be dissolved and merged with the Division for the Advancement of Women (UNDAW) and the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) to create one body – UN Women - that is scheduled to be operational by 1 January 2011.²⁶⁵

For reference purposes, the functions of the four entities that will form the basis of the new entity are described below (based on the mandates that were in existence before the creation of the new composite entity – a transitional period will govern activities of the four agencies until the end of 2010).

- Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI)
 - Established in 1997, the OSAGI’s “main objective is to promote and strengthen the effective implementation of” the UN Millennium Declaration and the Beijing Platform for Action and its subsequent outcome documents.²⁶⁶ This role can include advising the Secretary-General on gender issues and the mainstreaming of gender considerations in UN policies; facilitating,

²⁶⁴ Ibid.

²⁶⁵ UNGA, “General Assembly Adopts Consensus Text on System-Wide Coherence, Establishing Composite Entity – UN Women – To Accelerate Gender Equality, Empowerment.”

²⁶⁶ OSAGI, “About the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women,” <http://www.un.org/womenwatch/osagi/aboutosagi.htm>.

monitoring and advising on these policy goals with regard to gender analysis; and, assisting in the design of policies and strategies for the improvement of the status of women in the UN Secretariat and the wider UN.

- As part of this broader mandate, the Adviser also works on implementation of UNSC Resolution 1325 in the UN system. The current adviser, Ms. Rachel Mayanja, told the Committee that her office focuses on two key functions in relation to the resolution: “coordination of the UN system-wide activities in support of member states and advocacy with all stakeholders to ensure implementation of the resolution.”²⁶⁷
- UN Division for the Advancement of Women (DAW)
 - Part of the UN’s Department of Economic and Social Affairs, the DAW works on promoting gender equality and women’s status issues by supporting the “formulation of policy, global standards and norms”; promoting and monitoring “the implementation of international agreements on gender equality and empowerment of women, including the Beijing Platform for Action, at international and national levels;” supporting implementation of the Convention on the Elimination of all Forms of Discrimination against Women; and, promoting gender mainstreaming within and outside the UN system. This work focuses on research and analysis, the publication of materials, and the provision of “substantive” support for intergovernmental conferences and review conferences related to gender equality at the UN, including the world conferences on women and the UN Commission on the Status of Women.
- United Nations Development Fund for Women (UNIFEM)
 - Established in 1976 as an “autonomous” entity to the UNDP, UNIFEM aims to advance women’s issues and achieve gender equality. UNIFEM “provides financial and technical assistance to innovative programmes and strategies that foster women’s empowerment.” It “maintains strong ties to both women’s organizations and governments, linking them with the UN system” UNIFEM describes its overarching goals as follows: “to support the implementation at the national level of existing international commitments to advance gender equality.” The office works on four broad thematic areas: enhancing women’s economic security and rights; ending violence against women; reducing the prevalence of HIV/AIDS among women and girls, and;

²⁶⁷ Evidence, Meeting, 30 November 2009, 2nd Session, 40th Parliament.

advancing gender justice in democratic governance in stable and fragile states.²⁶⁸

- International Research and Training Institute for the Advancement of Women (INSTRAW)
 - INSTRAW focuses on applied research, capacity-building and training, working with governments, civil society, and outside experts to advance gender equality and women’s empowerment. The Economic and Social Council (ECOSOC) created INSTRAW in 1976, following on the recommendation of the First World Conference of Women. The institute’s current research focus includes: women’s political participation and governance at the local level; women’s participation in peace and security processes; and, gender, migration and development issues. It is governed by an executive board of ten member states, as elected by the ECOSOC. The UN Under-Secretary-General for Economic and Social Affairs is the institute’s Director.²⁶⁹

D) Other

- UN Action Against Sexual Violence in Conflict (“UN Action”)
 - The overall goal of UN Action is “ending sexual violence in conflict.” Working through existing UN coordination mechanisms, UN Action brings together thirteen UN entities²⁷⁰ with the objective of improving coordination of UN activities in order to strengthen implementation of the relevant UNSC resolutions on sexual violence in armed conflict. It also works to “amplify programming and advocacy,” to improve accountability, and to “support national efforts to prevent sexual violence and respond effectively to the needs of survivors.”²⁷¹ A steering committee of “principals” from the member entities provides oversight of the group’s work.²⁷²

²⁶⁸ See: UNIFEM, “About UNIFEM,” <http://www.unifem.org/about/> (accessed: 9 July 2010).

²⁶⁹ United Nations INSTRAW, “Who we are,” <http://www.un-instraw.org/en/instraw/about-us/who-we-are-2.html> (accessed: 9 July 2010).

²⁷⁰ The thirteen entities: the DPA, DPKO, OCHA, UN Office of the High Commissioner for Human Rights, UN Peacebuilding Support Office, Joint UN Programme on HIV/AIDS, UNDP, UN Population Fund, UNHCR, UNICEF, UNIFEM, UN World Food Programme, and UN World Health Organization.

²⁷¹ See: <http://stoprapenow.org/about.html> (accessed: 8 July 2010).

²⁷² *Stop Rape Now: UN Action Against Sexual Violence in Conflict*, http://stoprapenow.org/pdf/UNAction2page_2010.pdf (accessed: 8 July 2010).

APPENDIX III: WITNESSES

Amnesty International Canada

Lindsay Mossman, Campaigner, Women's Human Rights.
[September 14, 2009]

Bergen, Tanja

Research Assistant to Dr. Erin Baines, Liu Institute for Global Issues, University of British Columbia.
[September 14, 2009]

Canadian Council for International Cooperation

Surendrini Wijeyaratne, Policy Analyst, Peace-building and Humanitarian Response.
[September 14, 2009]

Canadian International Development Agency

Nadia Kostiuk, Regional Director General, Southern and Eastern Africa Directorate.
[September 14, 2009]

CARE Canada

Kevin McCort, Chief Executive Officer.
[November 30, 2009]

Children/Youth as Peacebuilders

Linda Dale, Executive Director.
[November 30, 2009]

Foreign Affairs and International Trade Canada

Ambassador Henri-Paul Normandin, Deputy Permanent Representative, Permanent Mission of Canada to the United Nations (by videoconference).
[April 12, 2010]

David Angell, Director General, International Organizations Bureau;
Elissa Golberg, Director General, Stabilization & Reconstruction Task Force Secretariat;
Jim Junke, Director, Human Rights Policy Division.
[September 14, 2009]

Hunt Alternatives Fund

Carla Koppell, Director, Institute for Inclusive Security (by videoconference).
[November 30, 2009]

Inter Pares

Rebecca Wolsak.
[November 30, 2009]

International Development Research Centre

Colleen Duggan, Senior Program Specialist.
[October 19, 2009]

McAskie, Carolyn

Senior Fellow, Graduate School of Public and International Affairs, University of Ottawa.
[April 12, 2010]

National Defence

Jill Sinclair, Assistant Deputy Minister (Policy).
[April 12, 2010]

Colonel Bernd Horn, Chief of Staff, Land Force Doctrine and Training System;
Lieutenant Colonel Perry Poirier, Commandant, Peace Support Training Centre.
[October 19, 2009]

North-South Institute

Jennifer Salahub, Researcher, Conflict Prevention Program.
[September 14, 2009]

Peacebuild

Kate McInturff, Coordinator, Gender and Peacebuilding Working Group.
[September 14, 2009]

Pearson Peacekeeping Centre

Ann Livingstone, Vice-President, Research and Education.
[October 19, 2009]

Rights and Democracy

Michael Wodzicki, Deputy Director of Programmes;
Isabelle Solon-Helal, Women's Rights Programme Officer and Coordinator of the Coalition
for Women's Human Rights in Conflict Situations.
[October 26, 2009]

Royal Canadian Mounted Police

Chief Superintendent Barbara Fleury, Director General, International Policing.
[September 14, 2009]

UNIFEM

Anne-Marie Goetz, Chief Advisor, Governance Peace and Security.
[October 19, 2009]

United Nations

Rachel Mayanja, Special Adviser on Gender Issues and Advancement of Women
(by videoconference).

[November 30, 2009]

David Haeri, Chief, Peacekeeping Best Practices Section, Department of Peacekeeping
Operations (by videoconference);

Fernanda Tavares, Senior Gender Advisor.

[October 26, 2009]

United Nations Association in Canada

Kathryn White, Executive Director.

[October 26, 2009]

Voice of Women for Peace

Janis Alton, Past Chair.

[October 26, 2009]