



Looking Back, Looking Forward:
Report of the Joint Government-Civil Society
Consultation on a New Canadian National
Action Plan (C-NAP) for the Implementation
of United Nations Security Council
Resolution 1325

Report prepared by:

Women, Peace and Security Network - Canada



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Political support and leadership is extremely important.

Women, peace and security has to be a true priority. It has to be at the heart of our policies: defence, international assistance and foreign policy.

Beth Woroniuk, WPSN-C Coordinator (used with permission)

A “feminist approach” and support for gender equity provides a clear global leadership opportunity for the Government of Canada to invest in technical gender capacity and expertise ... and in Canadian civil society organizations, to ensure our programming is transforming gender dynamics and effectively support and protect women and girls.

WPSN-C Consultation Survey Participant

Too often gender analysis and responding to gender-related needs are regarded as an ‘add-on’ rather than a priority. By making gender central to response planning and implementation from the outset of a crisis, opportunities can be seized to ensure that women, men, boys and girls receive appropriate and equal access to services that respond to their specific needs.

WPSN-C Consultation Survey Participant

Table of Contents

Acknowledgements iii
About the WPSN-C iii

Overview 1

 a. How to read this report..... 2

Looking Back: Lessons from the first C-NAP 3

Context and Opportunities for Canada 8

 a. Considerations for Building an Effective NAP 10
 b. Canadian Comparative Advantages 12

Looking Forward: Priorities for a New C-NAP 13

 a. Overarching Priorities 13
 b. Departmental Priorities 17

Box 1: Strengths and Weaknesses of the First C-NAP 4
Box 2: Considerations for Building an Effective NAP – The UK Experience 10
Box 3: Elements of a High-Impact NAP 11
Box 4: Priorities for a New C-NAP 13

ANNEXES

Annex 1: Questions and advice from the session on departmental priorities 18
Annex 2: C-NAP Consultation Workshop Agenda..... 22
Annex 3: Additional resources and documents 26

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About the WPSN-C

The WPSN-C is a network of over 70 organizations and individuals. The Network has two objectives: 1) promote and monitor the efforts of the Government of Canada to implement and support the United Nations Security Council resolutions on women, peace and security; and 2) provide a forum for exchange and action amongst Canadian civil society on this same theme.

We can be reached at <http://wpsn-canada.org/> or wpsncanada@gmail.com.

Overview

On April 20 and 21st, 2017, the Government of Canada and civil society co-chaired a two-day consultation conference under the auspices of the Women, Peace and Security Network – Canada (WPSN-C). The conference brought together 50 members of Canadian civil society and over 35 government representatives, including C-NAP (Canadian National Action Plan on Women, Peace and Security) government partners and potential partners, parliamentarians and political staff.

Government representatives included staff from GAC's Peace and Stabilization Operations Program (PSOPs), International Humanitarian Assistance (IHA), and Geographic and Multilateral branches, DND/Canadian Armed Forces (CAF), the RCMP, Public Safety Canada, Immigration, Refugees and Citizenship Canada (IRCC) and Status of Women. Representatives from GAC, DND/CAF and the RCMP also presented on their respective departments' achievements to date and proposed plans for moving forward on the WPS agenda and with a new C-NAP.

Also participating were Hannah Bond from Gender Action for Peace and Security - United Kingdom (GAPS-UK), Mavic Cabrera-Balleza from the Global Network of Women Peacebuilders (GNWP) and Jacqueline O'Neill from Inclusive Security.

The objective of the consultation was to provide a space for government and civil society to further exchange information on lessons learned, discuss new ideas, and work collaboratively to build an ambitious and robust new C-NAP. This report provides a summary of the discussions held during the two-day conference. In addition to the two-day conference, the consultation also included three one hour webinars (on April 10, 12 and 18), a Twitter conversation and an online survey. The webinars addressed women, peace and security in Canada's defence policy, Canadian policies on refugees, and feminist foreign policy and international assistance.¹ Where relevant, their findings are also incorporated in this report.

The conference portion of the consultation took part under Chatham House Rule and therefore is not for attribution. Exceptions include information presented during the webinars and during the formal presentations by international civil society experts (Q&A section excluded).

¹ The three WPSN-C Webinars can be viewed on the C-NAP Consultation website at <http://cnapconsult.org/webinars/>.

How to read this report

The report is divided into three sections. Section 1 looks back at lessons learned from the first C-NAP. Section 2 looks at the new context and opportunities for Canada, including considerations for building an effective NAP and Canada's comparative advantage. Section 3 looks forward by identifying a number of priorities for a new C-NAP. The annex presents specific advice and considerations per government department present at the conference. It also provides additional resources on the C-NAP and NAPs in general.

Looking Back: Lessons from the first C-NAP

Since the launch of the first Canadian National Action Plan (C-NAP) for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security (WPS) in 2010, much has been learned – both internationally and in Canada on what works and doesn't work, where efforts fall short and where more focus and resources need to be placed to ensure a successful implementation of an effective NAP.

Canadian civil society, led by the Women, Peace and Security Network – Canada (WPSN-C), has played a significant role in keeping the agenda at the forefront, publishing reports on the government's progress to date, testifying before the House of Commons committee, and contributing to government consultations on international assistance and defence policy.²

Many of the lessons raised during the consultation echoed the points highlighted in the aforementioned contributions, and were reiterated in a series of background notes developed and shared in advance of the consultation.³ These lessons include among others the need to position the C-NAP as a key policy directive, the need to ensure financing of the C-NAP and related WPS initiatives, the need to support women's organizations working for peace at multiple levels, and the need for greater accountability for WPS commitments.

Still, the consultation played an essential role in providing a much-needed space for government and civil society to further elaborate on recommendations already made and share new findings and insights. The consultation presented a rare opportunity for diverse representation from Canadian civil society to engage directly with government stakeholders responsible for implementing the previous C-NAP and potential stakeholders for the future one. The webinars also allowed for relevant recent research and analysis on failures, gaps and opportunities with respect to implementing the C-NAP as well as the first-hand narratives of people who are directly impacted by the decisions of the Canadian government with respect to the implementation of the C-NAP. Finally, the consultation also provided a space to deepen our common awareness and understanding of terms like masculinity, whole of government approach, a feminist approach, the application of NAPs domestically and the Canadian comparative advantage.

² See: Response of the WPSN-C to the Report of the Standing Committee on FAAE (October 2016); Submission by the WPSN-C to the Global Affairs Canada International Assistance Review (June 2016); Submission by the WPSN-C to the Defence Policy Review (June 2016); Brief presented to the House of Commons Standing Committee on FAAE for their study on WPS (April 2016); *Looking Back, Looking Forward: Reflections on Canada's National Action Plan on Women, Peace and Security* (December 2015); *Worth the Wait? Reflections on Canada's National Action Plan & Reports on Women, Peace and Security* (May 2014). <https://wpsn-canada.org/resources/wpsn-canada-resources/>

³ See in particular: Background Note #2: Reflections on the First C-NAP and Recommendations Made to Date for the new C-NAP and Background Note #3: WPS National Action Plans: Lessons Learned and Best Practices, <http://cnapconsult.org/consultation-documents/>. See also: WPSN-C, *What's in a NAP? A short analysis of selected Women, Peace and Security National Action Plans*, January 2017, <https://wpsncanada.files.wordpress.com/2017/01/short-analysis-paper-wpsn-c-final-2017.pdf>.

With this in mind, Table 1 below provides an overview of the main strengths and weaknesses of the first C-NAP identified by conference participants.

| Box 1: Strengths and Weaknesses of First C-NAP | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Strengths | Weaknesses |
| <ul style="list-style-type: none"> - Raised awareness and knowledge around WPS among government departments; - Provided a positive affirmation of women’s roles; - Demonstrated government’s long-term commitment to WPS agenda; - Allowed government and civil society to be more involved and engaged; - Provided a framework to engage in advocacy, both within the government and by civil society; - Included multiple government departments; - Ambitious (but lacked direction); - Demonstrated commitment and willingness to change. | <ul style="list-style-type: none"> - Lacked teeth and political will, including tangible, high level commitment; - Conceptually weak; - No WoG approach and lacked connections with other government frameworks; - Limited engagement by and with civil society; - Did not make space for changes or improvements (static); - No funding; - Lacked awareness of masculinity and men & boys; - Limited focus on the “plus” in Gender-Based Analysis Plus (GBA+) (ethnicity, diversity, accessibility, race, etc.); - Analysis lacked intersectionality and accessibility components – ethnic minorities, LGBTQ, girls and youth; - No baseline or accountability mechanism; - Included mostly quantitative indicators; - Delayed reporting by government; - Disconnected from front lines and from perspectives of those affected by conflict; - No support to local women’s organizations through dedicated resources and funding; - No internal focus and lacked in terms of its internal capacity building; - Lacked consideration for additional issues - climate change, trafficking, sexual slavery, migration, refugees, Indigenous women and girls, arms trade, etc. |

One of the main strengths identified from the first C-NAP is that it led to important self-reflection in terms of Canada’s position on the women, peace and security agenda. It not only helped raise awareness and knowledge within Government of Canada WPS partners, but it also

provided an important tool for both government and civil society to engage in advocacy around women, peace and security. Further, the C-NAP demonstrated a commitment on behalf of the government to addressing and implementing the WPS agenda.

It is worth mentioning that many of the strengths identified also served as weaknesses. For example, while some saw the C-NAP's ambitious stance as positive, others viewed it as all-encompassing, thereby making it difficult to achieve anything. While some participants viewed the holistic and cross-departmental approach to the C-NAP as a strength, they also pointed to the lack of clear guidance for other departments (non C-NAP partners). Many participants also viewed the first C-NAP as having created an opportunity for greater engagement between government and civil society on issues related to WPS, but they were quick to mention that this engagement is not nearly enough.

Some of the major gaps identified are explored below. They are:

1. Political will.

All too often there is a tendency to see WPS only as a programming sector or isolated issue. In reality, this agenda involves bringing a gender perspective to all of the Government of Canada's work on fragile and conflict-affected states. WPS issues belong in discussions of peace operations, disarmament, humanitarian assistance, human rights defenders, and radicalization leading to violence – to name just a few issues.

Ensuring that WPS issues are a *true* priority for the Government of Canada will involve moving this issue from the margins to the mainstream. It will involve identifying opportunities to increase women's participation in decision-making across foreign policy priorities, ensuring a coherent and visible approach to gender equality issues in the renewed defence policy, and consistent attention to intersectional feminist analysis across our international assistance programs and policies.

2. An intersectional feminist approach.

An intersectional feminist approach can be defined as a broad, transformative, systemic approach, that includes clear gender analysis in terms of programming and policies that go beyond men and women to include identity, age, diversity, accessibility, etc. It seeks to address root causes of insecurity and conflict by using structural and systemic inequalities and power relations as a starting point for action. A feminist approach also ensures that the perspectives of women of all races, religions, orientations, identities and economic status are reflected as part of policies and programs.

During the April 18 WPSN-C webinar on feminist foreign policy and international assistance, Rebecca Woslak defined a feminist approach in terms of three principles: 1) Intersectionality; 2)

Agency; and 3) Process.⁴ In her view, “integrity, contextualization, learning, collaboration, participation, inclusivity and responsiveness” are fundamental to a feminist approach.

Using a feminist lens must also go hand-in-hand with using a human rights-based approach. As described by Woslak, “to take on a feminist approach means shifting a supply driven approach which prioritizes service delivery to one which is driven by an approach that positions individuals’ needs and their realities at the centre of all initiatives. This approach must challenge systemic inequality, unjust power systems, laws policies, programs and the local and national and global levels.”⁵

3. Support to local women’s organizations through dedicated resources and funding.

Engaging with and funding women’s and feminist organizations has been a key priority for Canadian civil society organizations. This priority was recently reiterated by the Standing Committee on Foreign Affairs and International Development in its 2016 report on the WPS agenda. They stated that “one of the most important steps that Canada could take to advance women’s empowerment and gender equality would be to provide multi-year and core funding...particularly at the grassroots level.”⁶ Doing so would contribute to building global knowledge and relationships with women’s organizations around the world and strengthen women’s movements. It would also contribute to women’s participation in national, regional and international forums and discussions.

4. A Whole of Government (WoG) approach.

To ensure that the new C-NAP is WoG focused, it must be able to look nationally – it must be linked to issues facing Canada at home, and seamlessly incorporated into government departments’ M&E, performance measurement and review processes. The key to a successful WoG approach is ensuring buy-in on policy directives across departments. In other words, policy directives should be clear across government departments and should be understood as directly related to their core goals and values.

5. A budget.

One of the consistent lessons of the global efforts to implement NAPs is that they require dedicated budgets – both for the NAP itself and to support broad objectives. The former includes staff, consultations, evaluation, monitoring and perhaps even research.

⁴ WPSN-C Webinar 3: *Feminist Foreign Policy & International Assistance: Lessons for Canada’s Next National Action Plan*, <http://cnapconsult.org/webinars/>.

⁵ WPSN-C Webinar 3: *Feminist Foreign Policy & International Assistance: Lessons for Canada’s Next National Action Plan*, <http://cnapconsult.org/webinars/>.

⁶ Standing Committee on Foreign Affairs and International Development, *An Opportunity for Global Leadership: Canada and the Women, Peace and Security Agenda*, 2016.

6. High-level commitment.

Recommendation 16 of the Standing Committee report on the WPS agenda calls on Canadian government departments with responsibilities under the action plan on women, peace and security to identify a high-level champion who would be “responsible for developing and overseeing a directive that would be specific to that department’s role in the implementation of the action plan, and which would, among other requirements, identify needed financial and human resources, as well as time bound objectives.”⁷

Consultation participants also underscored the importance of leadership and of effective coordination when it comes to WPS and the C-NAP. Australia and Sweden have both created Ambassadorial positions on global gender equality. One clear priority is to appoint a high-level Canadian champion on WPS with the following mandate:⁸

- a. Coordinate and monitor the implementation of the C-NAP across departments;
- b. Ensure gender is central to Canadian diplomatic, peacebuilding and development efforts;
- c. Manage linkages with key processes, such as the 2030 Agenda for Sustainable Development;
- d. Advocate for women’s and girls’ human rights.

7. Engagement and consultation with civil society.

Concerted consultation with civil society, including dedicated WPS organizations and networks like the WPSN-C, will ensure that the Canadian government remains accountable to the C-NAP. Furthermore, consultation with civil society ensures that external timelines are put in place, providing the Canadian government with checkpoints to refer to as the C-NAP progresses and transforms with emerging national and international conflict.

Given the above weaknesses and gaps, one point of consensus was the recognition of the need to start anew when it comes to the development of the next C-NAP.

⁷ Standing Committee on Foreign Affairs and International Development, *An Opportunity for Global Leadership: Canada and the Women, Peace and Security Agenda*, 2016.

⁸ The mandate recommended here was presented by a participant to the online WPSN-C consultation survey.

Context and Opportunities for Canada

The consultation looked at the global context to understand recent developments in terms of women, peace and security and began a discussion on where Canada fits within this new context. Below are four insights where further exploration will be invaluable to the development of a new C-NAP:

1. The focus on conflict prevention;
2. The application of NAPs domestically;
3. The broadening of issues related to WPS;
4. The inclusion of language around masculinity.

1. The focus on conflict prevention

According to Mavic Cabrera-Balleza of the Global Network of Women Peacebuilders (GNWP), women, peace and security constitutes the policy area where we have seen the most rapid growth at the global level. This includes eight UN Security Council resolutions since 2000, as well as three reviews in 2015: the Global Study on the Implementation of United Nations Security Council Resolution 1325, the Review by the High-Level Independent Panel on Peace Operations, and the Review of the UN Peacebuilding Architecture. Of major importance to a new C-NAP is a shift in messaging to conflict prevention as originally intended by Resolution 1325, and not just a focus on prevention of sexual violence in conflict. In fact, all three reviews underscore the need to prevent conflict and to address the silos encompassing conflict prevention, peacebuilding and sustainable peace.

2. The application of NAPs domestically

The application of NAPs within the domestic context is a relatively new area for Canada, and one that is still a cause for debate. While the first C-NAP included internal capacity building elements – for example, gender training for military, police and civilians deploying abroad and women’s representation within the police and military – these actions supported external initiatives.⁹

The application of the C-NAP domestically would mean, for example, that it would inform national inquiries into issues of national security, including the Missing and Murdered Indigenous Women and Girls, asylum seekers on the Canada-US border, human trafficking

⁹ See WPSN-C, *What’s in a NAP? A short analysis of selected Women, Peace & Security National Action Plans*, January 2017, <https://wpsncanada.files.wordpress.com/2017/01/short-analysis-paper-wpsn-c-final-2017.pdf>.

within Canada, etc. A domestic application would also inform crisis response protocols, such as Public Safety's Federal Policy for Emergency Management.

Cabrera-Balleza also pointed to the opportunity of linking funding requests for local programs or initiatives to WPS. She gave the example of Sierra Leone where mayors of cities could not get funding for programs or infrastructure initiatives unless they could show inclusion of/impact on women or WPS as one of the measurable outcomes. She did, however, caution participants against being "too bold" in our approach and recommended picking key areas.

Another piece of the application of NAPs domestically is public education on WPS and peace education in schools. Both are seen as important contributors to the realization of the WPS agenda.

3. The broadening of WPS issues

Jaqueline O'Neill of Inclusive Security discussed the broadening of issues related to WPS, including the intersections of WPS with Countering Violent Extremism (CVE) and with the refugee and migrant crises – both of which are new points of discussion for the C-NAP – and with climate change. While these constitute global issues, they have clear internal or domestic implications for countries, which O'Neill believes will further blur the lines when it comes to the external vs. internal focus of NAPs.

Such a broadening of issues also validates the importance of involving new stakeholders and potential future implementers like IRCC, Public Safety and Status of Women. Their involvement would contribute to diverse perspectives and ensure WPS is reflected as part of their respective policies and programs.

In addition to the above, Cabrera-Balleza mentioned the need for the new C-NAP to reflect the 2015 UN Security Council Resolution 2250 on youth, peace and security as well as the link between WPS and the Sustainable Development Goals (SDGs). These are new areas that will require attention.

4. The inclusion of language around masculinity

The consultation provided an important forum for discussing the role of masculinity and its impact on a new C-NAP. While the introduction of this language created more space for debate and curiosity for adopting a feminist approach to the C-NAP, it remains highly debated given its challenge of the status quo. The consultation demonstrated a clear need to raise awareness and understanding of the impact of masculinity on policy and program objectives and to look at what including language around masculinity would mean when it comes to the new C-NAP.

Considerations for Building an Effective NAP

A big part of understanding the global WPS context and what the international community has learned so far is being able to recognize the hallmark of an effective or “high-impact” NAP. A number of key considerations were identified by our international experts, including the specific experience from the UK shared by Hannah Bond of Gender Action for Peace and Security (GAPS)-UK. The UK has developed and implemented three NAPs with a fourth due in January 2018. Below are some of the considerations discussed by Bond for building an effective NAP.

Box 2: Considerations for Building an Effective NAP – The UK Experience

- 1. Planning and policy directive:** Devising the NAP as a visionary document; also devising it as a living document, ensuring flexibility so that the document can be updated and adjusted as the current political landscape changes.
- 2. Joint commitment:** Importance of having a joint NAP between government and civil society, including senior level buy-in. The government interdepartmental working group on WPS currently holds two meetings a month. Civil society is invited to take part in one of the meetings per month.
- 3. Resources:** National capacity in the NAP is vital. This includes: a budget for WPS (UK does not have one), specific funding for civil society consultations and reporting, senior level buy-in and point persons on WPS.
- 4. Evaluation and accountability:** Using a results-based framework that looks at themes rather than addressing each WPS pillar in turn (yet all the issues in the pillars must be addressed) and ensure the ability to track performance and facilitate reporting on successes. Decide whether to evaluate the work on WPS, the NAP or both.
- 5. Civil society consultation:** Importance of consultation with civil society in the country and in focus countries to ensure voices of women affected by conflict are the foundation of the NAP. Funding of women’s rights organizations is also important.

O'Neill also presented four elements of an effective or "high-impact" NAP based on research conducted by Inclusive Security.¹⁰

| Box 3: Elements of a High-Impact NAP | |
|-----------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (1) Inclusive Design | <ul style="list-style-type: none"> - Consultation with civil society in country and in potential focus countries to ensure involvement and buy-in over time. |
| (2) Political Will | <ul style="list-style-type: none"> - High-level political support essential, but also mid-level support to ensure continuity (especially when there is a change in government). - Importance of linking to other strategies within government. - Importance of being able to narrate the plan, i.e., what it is and why it matters. |
| (3) Results-based Design & M&E | <ul style="list-style-type: none"> - Being able to answer what we want to achieve and why we are doing this. - Focusing on "what matters most". - Reducing number of indicators and embracing qualitative indicators. - Ensuring regular and predictable reporting. |
| (4) Resources & Financing | <ul style="list-style-type: none"> - Having a budget from the outset. - Ensuring the budget is from a reliable source. - Ensuring that civil society has access to some of this funding. |

¹⁰ For more information on high-impact NAP designs, see Inclusive Security and the Organization for Security and Co-operation in Europe (OSCE), *Designing Inclusive Strategies for Sustainable Security: Results-Oriented National Action Plans on Women, Peace and Security*, 2016. <https://www.inclusivesecurity.org/wp-content/uploads/2017/01/OSCE-NAP-Academy-report.pdf>

Canadian Comparative Advantages

In discussing Canada's possible niches in terms of WPS, participants were asked to identify Canadian comparative advantages. Below are highlights of this discussion:

- Canada's reputation on the international stage as an honest broker and convener;
- Canada's chairing of the Friends of 1325 at the United Nations;
- Canada's reputation as a long-time peacekeeper (although Canada's participation has been low in recent years, there is commitment by the current government to reinvest in this area);
- The Government of Canada's gender-balanced cabinet;
- What Canada has learned and is continuing to learn through its Truth and Reconciliation process with Canada's Indigenous people;
- What DND/CAF and RCMP are learning through addressing sexual and gender-based violence within and among its rank and file;
- The Government of Canada's stated recognition of the important centrality of gender equality and women's empowerment to Canada's international assistance;
- Built-up momentum around WPS and current political will in Canada;
- A current high-level commitment to develop and implement a new C-NAP;
- A renewed emphasis of federal government bodies adopting a GBA+ approach and attempt to tailor it to make it relevant to each department and agency's reality.

While some of these advantages were debated, there was a consensus among participants that there exists a good based of technical expertise on gender equality, women's empowerment and women, peace and security within Canadian civil society given their close connection to women's rights movements and organizations at all levels around the world. It was clear from the discussions that the development of a new C-NAP offers an opportunity for Canada to lead the way on WPS.

Looking Forward: Priorities for a new C-NAP

Overarching Priorities

As part of the conference, participants were asked to identify priorities for a new C-NAP and define measures of success. These are divided into what is considered part of the *approach* to the C-NAP – how it is defined and the issues it incorporates – and its *structure* – how it is set up and what mechanisms are in place. It is important to note that these priorities reinforce one another and therefore shouldn't be viewed as mutually exclusive.

Box 4: Priorities for a New C-NAP

Approach:

- 1. Make the C-NAP a true high-level policy commitment.**
- 2. Take an intersectional feminist approach.**
- 3. Engage with and fund women's rights organizations at all levels.**
- 4. Strengthen the Whole of Government Approach.**
- 5. Include a domestic component.**

Structure:

- 1. Include a specific budget.**
- 2. Ensure robust monitoring & evaluation, and accountability.**
- 3. Ensure continuous and meaningful engagement with civil society.**

Approach to C-NAP

1. Make the C-NAP a true high-level policy commitment

Specific recommendations include:

- Make C-NAP a true high-level priority for the Government of Canada.
- Ensure the C-NAP and WPS agenda is part of all policies, discussions and programs relating to fragile and conflict-affected states.
- Appointment of a high-level champion on WPS and the C-NAP.

Measures of success:

- High levels of government include WPS recognition when preparing policies and programs and formally include WPS-lens in public statements / press releases of said policies and programs.
- Senior leadership support and commit to the WPS agenda and the C-NAP.

2. Take an intersectional feminist approach

Specific recommendations include:

- Take a feminist approach built on flexibility, intersectionality and on applying a language of masculinity.
- Include perspective of diverse women, girls, men and boys' groups.
- Include a human rights-based approach.
- Include strong GBA+ and power relations analysis.
- Allocate required resources to early warning and prevention, and in-depth understanding of the causes of conflict and insecurity.

Measures of success include:

- The C-NAP is written through a feminist lens.
- Gender analysis includes policy and program recommendations related to identity, age, intersectionality, accessibility, etc.
- Increase in women's formal and informal political participation.

3. Engage with and fund women's rights organizations

Specific recommendations include:

- Provide flexible and core funding to women's grassroots organizations (e.g., increase funding to women's organizations from 0.03% of ODA to 5% over the timeframe of the C-NAP).
- Identify opportunities for women and feminist organizations in fragile and conflict affected states to participate in dialogue and consultation process, at all levels and not just

in women-specific forums.

- Ensure diversity in terms of women's grassroots organizations receiving funded (including local, regional, and international).
- Mandate and support role of Heads of Missions in seeking out and engaging with women's grassroots organizations.

Measures of success:

- Standardize coding and tracking of money going to women's rights organizations.
- Increase in funding to women's organizations over the life of the NAP.
- Ability of women's organizations to influence and make their agendas heard.
- Capacity of women's organizations is built and visibility is raised.
- Increase in number of women identifying as women's human rights defenders.
- Increase in number of consultations with women's rights organizations.

4. Strengthen Whole of Government Approach

Specific recommendations include:

- Ensure a long-term and unified vision across government C-NAP partners.
- Involve other government departments and ensure C-NAP is linked to their respective realities/priorities.
- Build and strengthen internal GBA+ and WPS capacity.

Measures of success:

- All departments refer to WPS/C-NAP in departmental plans and include it as part of performance appraisals.
- Government partners meaningfully implement suite of WPS resolutions.
- Government partners develop GBA+ and WPS capacity.

5. Include a domestic component

Specific recommendations include:

- Include a domestic focus to the C-NAP.
- Link C-NAP to global topics (including climate change, violent extremism, migration and refugees, etc.).
- Adjust to emerging issues by linking C-NAP to other national strategies – internal campaigns within DND, CAF and RCMP on sexual harassment, human trafficking, CVE, refugees, and missing and murdered indigenous women.

Measures of success:

- Accountability measures put in place to address workplace violence and harassment reflect the level of violence/harassment committed.

Structure

1. Include a specific budget

Specific recommendations include:

- Allocate specific budget for C-NAP implementation and process, including breakdown for departments, civil society input, political championship/advertisement, M&E and outreach to Canadians.
- Commit to tracking and reporting on financing for WPS initiatives and the inclusion/achievement of gender equality results through improved use of the gender equality marker (including consistent definitions) across all development assistance in fragile states, humanitarian assistance and conflict-related funding.
- Fund research and advocacy on women's experiences in conflict and its aftermath.

Measures of success:

- A dedicated budget for the C-NAP, including funds for staff, civil society consultations, and M&E.

2. Ensure robust M&E and accountability

Specific recommendations include:

- Ensure C-NAP includes a baseline, proper M&E and appropriate accountability mechanism.
- Ensure C-NAP is responsive with built in flexibility and opportunities for improvements and learning.
- Include both quantitative and qualitative indicators.
- Support the elevation/dissemination of success stories as part of reporting.

Measures of success:

- Increase in tracking and reporting of WPS initiatives and their financing.
- Reports are regular and predictable.

3. Ensure continuous and meaningful engagement with civil society

Specific recommendations include:

- Consult regularly and meaningfully with Canadian civil society.
- Support capacity building and public awareness initiatives on WPS in Canada.

Measures of success:

- C-NAP is designed jointly with civil society and is a public document.
- Government and civil society hold regular meetings.

Departmental Priorities

In addition to the above priorities, conference participants had the opportunity to hear from different government departments in terms of their preliminary thinking on a new C-NAP. Both government representatives and civil society participants then had the opportunity to jointly discuss the presentations, clarify different issues, identify possible avenues in need of further consideration, and provide advice for moving forward.

This session was particularly significant as it allowed for meaningful discussion and engagement by government and civil society on issues specific to the different departments present. It also allowed other departments who are currently not partners in the C-NAP, like Public Safety Canada and IRCC, to explore how their work connects to the broader WPS agenda.

Annex 1 provides a list of questions raised and advice given during this session.

Annex 1: Questions and advice from the session on departmental priorities

Questions

GAC/PSOPS, Humanitarian Affairs and Multilateral Development

- How can the C-NAP strengthen engagement with the UN system on GE and Women's Empowerment?
- How can C-NAP strengthen humanitarian programming?
- How can we make sure to include accessibility as part of the C-NAP?
- Will identifying or designating countries of focus in the next C-NAP hinder the ability of GAC to respond to humanitarian crises or to issues that may arise in countries outside the designated focus?
- What is Canada's role in filling the gaps emerging from the US contributions to major multilateral funds (especially for sexual and reproductive rights)?
- How will you make GE (and critical feminist intersectional analysis) a priority throughout GAC?
- How will CNAP strengthen multilateral work?
- What can Canada do when multilateral organizations have a mandate for GE but fail to provide sex-disaggregated data on beneficiaries or agree under pressure to incorporate GE in bilateral development projects but then do not follow through?

DND/CAF

- Should civil society be pushing to have more women in uniform before ensuring that these women have themselves safer places to be doing this type of work? Is that a responsible ask have given the concerns?

RCMP

- How does the RCMP work with civil society, including women's groups, when conducting a needs assessment?
- How can the RCMP ensure accountability regarding the protection from sexual exploitation and abuse (e.g., in Haiti)?
- How can we promote WPS/C-NAP if peacekeepers are not held accountable upon return if SEA occurred on mission?
- How to ensure knowledge transfer when officers are back from postings?
- What makes effective training?

Public Safety Canada

- Where can Public Safety assist in enhancing the WPS agenda?
- Although there have been international missions led by Public Safety, they are few, since primary focus of Public Safety are activities within Canada's borders. For future missions, can Public Safety ensure WPS?
- With regards to the future office on counter-radicalization / research programs, what will be

the criteria for funding (will this include requirements related to gender analysis and results)?

IRCC

- How can IRCC better support women peacebuilders at risk?
- How can IRCC tackle the root causes of the refugee crisis?

Advice

GAC/PSOPs

- Use C-NAP to build bridges between GAC's funding silos.
- As coordinator for Government of Canada, involve other government departments such as Human Rights Commissions, Justice Canada, INAC, Health Canada, etc.
- Define long-term strategy on conflict prevention and women's leadership in the planning and financing process.
- Increase GE programming.
- Make GE part of staff performance evaluation and conduct internal training.
- Ensure interconnection between countries of focus (development), countries in need (humanitarian) and countries of focus (C-NAP).
- Ensure participatory approaches to design and implementation of programs.
- Engage with women & women's rights organizations as participants, including core, long-term funding.
- Work with men + boys using gender transformative approach (especially where multi-year funding is available) to change social norms.
- Develop action plan on SEA.
- Address sexual abuse against humanitarian workers by other humanitarian workers. Need INGO and NGO policy and accountability. See www.reporttheabuse.org.
- Address accessibility issues in terms of access, accommodation and inclusion in whole of government.
- Ensure interrelation between humanitarian, peacebuilding and development sectors.

GAC/Humanitarian Affairs

- As a donor, ensure partners are using & implementing IASC and other guidelines on addressing SGBV and gender responsive service delivery.
- Explore women's leadership in local & international humanitarian organizations & service delivery.
- Commit to funding local grassroots women's first-line humanitarian responders.

GAC/Multilateral Development

- Inclusion of diversity should include older women (often invisible, uncounted, little data available).

- Focus on staff capacity building and internal training.
- Make GE part of staff performance evaluation.
- Increase number of GE advisors.
- Put in place effective accountability mechanisms for GE.

DND/CAF

- Continuously address tensions between integrating a gender perspective into domestic institutions and international operations.
- Think beyond peace operations to ALL military operations.
- Make sure Minister and CDS talk often about why it matters.
- Prevent militarization of aid and development.
- Make the military an employer of choice based on respect (recruit & retain more women).
- Listen to already enlisted women about their experiences.
- Incorporate gender into core courses and training, but also seeking input from young officers.
- Stop focusing on “peacekeepers”; focus instead on more women in the military. The focus should be on ensuring a domestic link with the C-NAP.
- Change recruiting messaging (e.g., look at existing programs for young people like recruitment messages in high schools and cadets to encourage women and girls to participate).
- Examine barriers to women joining the military.
- Support for military families – assumptions about unpaid care work. Who does it?
- Support a discussion on masculinity: 1) healthy vs toxic; 2) pros and cons of masculinity/femininity in both male and female. Discuss concept of positive masculinities.
- Psychological support for the forces.
- Start the discussion with enhancing operational effectiveness, agility, capability vs just focusing on numbers of women.
- Start with the why – why are we trying to increase the number of women? There are probably more ways to achieve this goal.
- Ensure trickle down – every CAF/DND member staff gets it.
- Canada can be a leader – work with US/UK/NZ/AU to set “next level” policy.
- Ask for and accept outside expertise, including civil society.
- Don’t isolate WPS training in only separate courses. Make part of core planning, strategy courses.
- Talk about WPS issues using accurate but basic/accessible language.
- Incorporate WPS/gender into all training within DND/CAF and focus on both domestic and international implementation.
- Review/amend, curricula at military colleges and other trainings for new recruits, including exercises.
- Coordinate with RCMP for deployed OPS standards, policy, and training.
- Learn from Sweden’s Gender Force program.
- Look for other countries’ best practices – what can we learn from our partners?

RCMP

- Identify internal champions/reward positive leadership.
- Important to get our own house in order (i.e., sexual harassment).
- Increase number of women police officers deployed in high ranking UN positions.
- When operating in a country, meet with women's organizations to get their perspective of the police.
- Work with civil society (training, needs assessment, etc.).

Public Safety Canada

- Given Public Safety's areas of responsibility, it was suggested that it could be a platform or doorway between domestic and global WPS.
- Specific to CVE/CRV:
- Pursue consistent definitions of CVE/CRV across departments in C-NAP.
- Avoid mistakes of UK programs that focused on radicalized beliefs not just actions.
- Be cautious and deliberate about what activities are labeled/branded as CVE/CRV-related.
- Engage with youth who have immigrated recently.
- A resource for identifying violence, refer to 2016 US NAP for CVE and women
- For new office of counter-radicalization / research, ensure WPS is included as part of study/program
- Nuanced research and understanding as part of pre-program development.
- Take gendered dynamics seriously – do not instrumentalize women.
- Build WPS in programs related to human trafficking.
- Build WPS in programs related to women in prison, prioritizing Indigenous women and women of colour.

IRCC

- Raise IRCC capacity in terms of LGBTQ issues.
- Increase/develop comprehensive training for Canadian officials on dealing with LGBTIQ communities in other countries.
- Apply C-NAP to refugee situation domestically.
- Training of IRCC on SGBV.
- Look for ways to collaborate with GAC in addressing root causes of refugee crisis.
- Support victims of SGBV including psychosocial support and services for newcomers.

Annex 2: C-NAP Consultation Workshop Agenda

Thursday, April 20th, 2017

8:15 – 9:00

Registration & Coffee

Thanks to Oxfam-Canada and United Nations Association of Canada for sponsoring this coffee and snack.

9:00 – 9:30

Welcome to the Workshop

- **Diane Jacovella**, Associate Deputy Minister of Foreign Affairs, GAC
- **Barbara Hill**, Indigenous Elder
- Parliamentary Secretary **Matt DeCoursey**, MP for Fredericton
- **Beth Woroniuk**, WPSN-C Coordinator
- **Rachel Vincent**, Nobel Women's Initiative – our facilitator for the Consultation

9:30 – 10:00

Introductions and initial discussions in table groups

Lead: **Jo Rodrigues**, Conflict Resolution Trainer & Coach (WPNS-C Steering Committee)

10:00 – 11:00

Panel 1: C-NAP: Looking Back

Objective: Review / consolidate understanding key lessons from the previous CNAP

Speakers:

- **Tiana Branch**, Officer-in-Charge, International Analysis, Reporting and Coordination, RCMP
- Lieutenant-Colonel **D. (Darrel) C.M. Zientek**, DPK Pol 5 United Nations and Southern Africa, ADM (Pol), DND
- **Tony Anderson**, Senior Policy Advisor on WPS, Global Affairs Canada
- **Rebecca Tiessen**, University of Ottawa

Moderator: **Diana Sarosi**, Oxfam Canada & WPNS-C Steering Committee

11:00 – 11:15

BREAK

11:15 – 12:15

Table Discussions – Strengths and Weakness of the previous C-NAP

Objective: Identify strengths and weaknesses of the previous C-NAP, from the perspectives of the participants

12:15 – 1:00

LUNCH

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|-------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1:00 – 2:00 | <p>Panel 2 – Context and Opportunities for Canada</p> <p>Objective: Provide the global context, set the stage and start the discussion on Canadian niches.</p> <p>Speakers:</p> <ul style="list-style-type: none"> - Mavic Cabrera-Balleza, Global Network of Women Peacebuilders - Jacqueline O’Neill, Inclusive Security <p>Moderators: Parliamentary Secretary Matt DeCoursey, MP for Fredericton & Beth Woroniuk, WPSN-C Coordinator</p> |
| 2:00 – 3:00 | <p>Table Discussions: Identifying Priorities for the new C-NAP</p> <p>Objective: After reviewing emerging issues and Canadian comparative advantages, identify priorities for the new C-NAP</p> |
| 3:00 - 3:30 | <p>Panel 3: Proposed Working Elements of C-NAP 2.0</p> <p>Objective: Start the discussion on scope and structure of the new C-NAP and share the work to date from several participating government departments.</p> <p>Speakers:</p> <ul style="list-style-type: none"> - Elin Miller, Senior Policy Advisor on WPS, Global Affairs Canada - Tiana Branch, Officer-in-Charge, International Analysis Reporting and Coordination, RCMP - Lieutenant-Colonel D. C.M. Zientek, DPK Pol 5 United Nations and Southern Africa, ADM (Pol), DND <p>Moderator: Kristine St-Pierre, WPSN-C Steering Committee</p> |
| 4:30 – 4:45 | <p>Wrap up of the day – look ahead to tomorrow</p> |

Friday, April 21st , 2017

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|--------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 8:30 – 9:00 | Coffee/Networking |
| 9:00 – 9:15 | Recap of Day 1/Welcome to Day 2 |
| 9:15 – 10:45 | <p>Panel 4: Lessons Learned on Building Effective WPS NAPS</p> <p>Speakers:</p> <ul style="list-style-type: none"> - Hannah Bond, Gender Action for Peace and Security (GAPS)-UK - Mavic Cabrera-Balleza, Global Network of Women Peacebuilders - Jacqueline O’Neill, Inclusive Security |

Moderator: **Tony Anderson**, Senior Policy Advisor on WPS, Global Affairs Canada

10:45 – 11:45 Working Session: Priority Objectives for Each Participating Government Department

Participating Government Departments:

- RCMP – **Sean Auld** (Administrative Officer, Federal and International Special Services)
Civil Society Co-host: **Kristine St-Pierre**, WPSN-C Steering Committee
- DND – Lieutenant-Colonel **D. (Darrel) C.M. Zientek**, DPK Pol 5 United Nations and Southern Africa, ADM (Pol)
Civil Society Co-host: Karen Breeck, MD Potentials Ltd.
- GAC – PSOPs: **Elin Miller**, Senior Policy Advisor on WPS Civil Society
Co-host: **Sarah Tuckey**, WPSN-C member
- GAC – Humanitarian Affairs: Gul Joya Jafri, Senior Programme Officer
Civil Society Co-host: **Margaret Capelazo**, CARE Canada
- GAC – Multilateral Development: **Juanita Botha**, Senior Policy Officer on Gender Equality
Civil Society Co-host: **Rebecca Wolsak**, Inter Pares
- Public Safety: **Konrad Roberts**, Policy Analyst, International Affairs Division
Civil Society Co-host: **Selma Djukic**, WPSN-C Steering Committee
- Immigration, Refugees and Citizenship Canada: **Yvonne McKinnon**
Civil Society Co-host: **Diana Sarosi**, Oxfam Canada & WPSN-C Steering Committee Member

11:45 – 12:30 **Plenary Session – Report back and discussion of the priorities identified for each government department**

12:30 – 1:15 **LUNCH**

1:15 – 2:40 **Table Discussions: What Does Success Look Like**

Objective: Identify strategies and possible indicators to measure success on possible C-NAP objectives.

2:40 – 2:50 **Closing Comments from Global Affairs Canada**

- **Mark Gwozdecky**, Assistant Deputy Minister of International Security

2:50 – 3:45 Plenary Presentations – Building on Our Successes

Presentations from:

- KAIROS

- CARE Canada
- Save the Children

3:45 – 4:00

Wrap up

Next steps in C-NAP development – Tony Anderson, PSOPs, Global Affairs

Closing Comments from WPSN-C: Monique Cuillerier, World Federalist
Movement Canada & WPSN-C member

Annex 3: Additional Documents and Resources

Below are key document and resources on WPS and NAPs in general and the C-NAP in particular.

Government of Canada documents:

- Reflections on Canada's National Action Plan on Women, Peace and Security (Global Affairs).
http://cnapconsult.org/wp-content/uploads/2017/04/IB_LBP-9145164-v1-2017-03-07-Draft-Reflections-on-C-NAP-for-CSOs.pdf
- Elements for the Second Generation C-NAP (Global Affairs).
http://cnapconsult.org/wp-content/uploads/2017/04/IB_LBP-9145180-v1-2017-03-07-Draft-Elements-Paper-for-CSOs.pdf
- Assessment of Canada's Action Plan for the Implementation of UN Security Council Resolutions on Women, Peace and Security 2010-2016, conducted by Inclusive Security (September 2014). http://www.international.gc.ca/start-gtsr/assets/pdfs/Canada_Action_Plan_Women_Peace_Security-2010-2016.pdf
- C-NAP 2.0 Theory of Change (*Draft*) (April 2017). http://cnapconsult.org/wp-content/uploads/2017/04/IB_LBP-9315930-v1-C-NAP-Logic-Model-Short-Version.pdf

WPSN-C C-NAP consultation documents:

- Background Note #1: Four Pillars of the Women, Peace and Security Agenda (April 2017).
<http://cnapconsult.org/wp-content/uploads/2017/04/Background-1-Pillars.pdf>
- Background Note #2: Reflections on the First C-NAP and Recommendations Made to Date for the new C-NAP (April 2017).
<http://cnapconsult.org/wp-content/uploads/2017/04/Background-2-previous-recommendations.pdf>
- Background Note #3: WPS National Action Plans: Lessons Learned and Best Practices (April 2017).
<http://cnapconsult.org/wp-content/uploads/2017/04/Background-3-Lessons.pdf>
- Background Note #4: Canada's New WPS NAP: Emerging Issues (April 2017).
<http://cnapconsult.org/wp-content/uploads/2017/04/Background-4-new-issues.pdf>

Additional WPSN-C documents:

- What's in a NAP? A Short Analysis of Selected Women, Peace and Security National Action Plans (January 2017).
<https://wpsncanada.files.wordpress.com/2017/01/short-analysis-paper-wpsn-c-final-2017.pdf>
- Response of the Women, Peace and Security Network-Canada (WPSN-C) to the Report of the Standing Committee on Foreign Affairs and International Development: An Opportunity for Global Leadership: Canada and the Women, Peace and Security Agenda (October 2016).
<https://wpsncanada.files.wordpress.com/2016/12/wpsn-c-response-to-the-faae-wps-study.pdf>
- Report on a Roundtable: 1325 National Action Plans: Lessons from the Netherlands, Norway and Sweden (Ottawa, September 13th, 2016).
<https://wpsncanada.files.wordpress.com/2016/10/nap-roundtable-report-final.pdf>
- Gender Perspectives and the Women, Peace and Security Agenda in Canada's Defence Policy – A Submission to the Defence Policy Review by the WPSN-C (July 30, 2016).
<https://wpsncanada.files.wordpress.com/2012/05/wpsn-c-submission-defence-policy-review.pdf>
- Submission by the WPSN-C to the Global Affairs Canada International Assistance Review (July 29, 2016).
<https://wpsncanada.files.wordpress.com/2012/05/wpsn-c-iar-submission.pdf>
- Brief presented by the WPSN-C to the House of Commons Standing Committee on Foreign Affairs and International Development for the WPS Study (April 2016).
<https://wpsncanada.files.wordpress.com/2016/04/wpsn-c-faae-brief.pdf>
- Looking Back, Looking Forward: Reflections on Canada's National Action Plan on Women, Peace and Security (December 2015).
<https://wpsncanada.files.wordpress.com/2015/12/lblf-final.pdf>
- Worth the Wait? Reflections on Canada's National Action Plan & Reports on Women, Peace and Security (May 2014). <https://wpsn-canada.org/resources/wpsn-canada-resources/>

United Nations documents:

- A Global Study on the Implementation of UNSCR1325 (2015).
<http://wps.unwomen.org/>