

Sexual and Gender-based Violence in Conflict-affected Societies: A Comparative Case Study Analysis of Smart Practices and Challenges to Advancing Gender Equality in Development Programming

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Executive Summary

Introduction

It is increasingly being recognized that in order to eliminate and prevent sexual and gender-based violence, it is necessary to address the dimensions of gender inequity in a society and achieve gender equality. Achieving gender equality is a challenge for all societies, but it can be particularly challenging in a conflict situation where citizens lack protection and rights, formal institutions are weak or nonexistent, and dynamics of power prevent equal representation and participation in peacebuilding (OECD, 2013, p.16). Despite considerable international efforts to prevent sexual and gender-based violence (SGBV) and advocate for gender equality in conflict-affected situations, women and girls continue to endure violence as a result of harmful gender norms and exclusion from political and economic participation in rebuilding their societies and changing laws and attitudes that maintain inequality (Buss, 2014, p.8; Puechguirbal, 2012, p.13).

While linkages between gender, conflict and development cooperation remain under-researched, research shows that high levels of gender inequity in peacetime can be a predictor for future conflict or political violence (Melander, 2005, p.696; Caprioli, 2003, p.6) and for this reason, gender equality is important for ensuring sustainable peace (SaferWorld, n.d.). Lessons learned and smart practices from long-term development projects in conflict-affected areas with a gender equality lens can offer insights into opportunities for incorporating gender equality into conflict programming.

The Gender Equality Specialist Team in the Global Issues and Development (MGD) division of the Social Development Bureau of Global Affairs Canada advises programs on how to improve gender equality in project planning and creates tools and resources to support policy and programming initiatives in achieving Canada's Gender Equality policy. The objective of this report is to highlight key issues, smart practices, and lessons learned from long-term development projects that address SGBV to inform future programming on gender equality and SGBV in conflict.

The research question examined in this study is what are the smart practices and challenges that have emerged regarding programming on sexual and gender-based programming in conflict-affected countries?

Methodology and Methods

The project uses a qualitative approach and is designed as a comparative case study analysis and smart practices analysis of four Canadian development projects in Burma, the Democratic Republic of the Congo (DRC), Guatemala, Peru and Colombia.

The method used to collect data was semi-structured interviews and a document review of project reports and logic models. Seven interviews were conducted with government and NGO practitioners who managed, designed, implemented and monitored the case study projects.

The literature review explored the theoretical perspectives connecting gender, development and conflict, general forms of SGBV that emerge in conflict, and international programming interventions for addressing SGBV in conflict. Literature gaps, challenges, and smart practices are identified in each of the sections. Findings are analyzed based on the interviews and informed by results from the literature review.

Key Findings and Analysis

The findings are organized into five sections for each case study: conflict context, Canada's project governance structure, Partner organization's governance structure, the project approach and project implementation. From the findings, four themes for smart practice emerged: 1) flexibility, trust and commitment to long-term and responsive programming in organizational governance; 2) the importance of effective collaboration and coordination in NGO, civil society and government partnerships; 3) integration of a human security approach to programming, 4) multi-sectoral programming that includes health and psychosocial service, access to justice, community mobilization and institutional reform. Within each of the themes, challenges to implementing each smart practice were identified.

Complementary challenges from the literature review findings and the interview findings included:

- A lack of resources for gender-mainstreaming, organizational capacity-building and training, and day-to-day support for intra-organizational collaboration and knowledge-sharing;
- A lack of analysis and attention to diversity in gender roles, sexual identities and non-heterosexual relationships;
- Limited engagement of men and boys and programming for SGBV perpetrated against men and boys.

Complementary smart practices included:

- Supporting and working with local women's rights organizations to design, implement and monitor projects;
- Incorporating a human security approach that addresses structural factors (social, cultural, political, economic, and environmental) that maintain gender inequality and exacerbate violence in society; and
- Integrating a multi-sectoral approach to programming that works with different sectors to address SGBV and at grassroots and institutional levels.

A divergent area in the literature review and interview findings was in the analysis of organizational governance structures, including funding mechanisms, knowledge-sharing strategies, and partnerships, and its impact of programming effectiveness in the area of gender equality and SGBV. This was a gap in the literature review that was later incorporated into the interviews to understand issues of governance, collaboration, and funding that government and NGO practitioners viewed as smart practices and challenges to the success of their project.

Options to Consider and Strategies

The following three options were developed based on the analysis of the findings from the case study interviews, the document review, and the literature review:

- **Option 1** – Develop a transformational change approach, which focuses on institutionalizing gender equality into the organizational structure and processes of government and NGO stakeholders.
- **Option 2** – Improve accountability mechanisms that Global Affairs Canada currently has in place to assess, monitor and report on gender equality issues for conflict programming.
- **Option 3** – Maintain status quo.

This report recommends that the client pursue the second option, which is making improvements to current accountability mechanisms. The following tactics are outlined for this option:

Strategy 1: Improve reporting on the C-NAP to include budget allocations of project funding to women, peace and security initiatives and funding to local women’s rights organizations, consistent gender analysis for programming across departmental sectors, and improved analysis into strategies for addressing SGBV.

Strategy 1.1: Improve budget reporting on funding women’s rights organizations and addressing SGBV and other gender equality objectives in conflict and development programming.

Strategy 2: Develop a standalone guidance note on monitoring and programming standards and considerations of addressing SGBV, or update existing guidance notes such as the *Gender Equality and Peacebuilding Operational Framework* and the *Gender Equality and Humanitarian Assistance Guidance Note* to reflect new departmental structure and mandates.

Strategy 2.1: Include qualitative indicators in monitoring and reporting of SGBV interventions.

Strategy 2.2: Integrate a multi-sectoral approach to SGBV programming that works with different institutions for the protection and advocacy of the rights and safety of SGBV survivors.

Strategy 2.3: Encourage room for creative endeavors in programming for addressing issues of SGBV in communities.

Strategy 2.4: Monitor for gender equality expertise and advisors in projects that guide project implementation and support capacity building and gender equality training of organizational staff.

Strategy 2.5: Prioritize a healing process for program participants that ensures a no-harm policy by implementing a consistent gender analysis during project planning and design stage.

Strategy 3: Implement internal and external knowledge-sharing opportunities, including seminars, workshops and working groups, mandating the participation of inter-departmental practitioners across different economic, security and development sectors and NGO practitioners to share lessons learned and smart practices.

Strategy 3.1: Build opportunities for multi-donor collaboration and knowledge sharing across departmental agencies internally and with NGO partners externally on SGBV and gender equality in conflict programming.

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1.0 Introduction

Conflict is a gendered phenomenon. The actions and treatment of women and men living in and engaging in conflict and peace reinforce and are reinforced by socially constructed ideas and norms of gender in a society. Previous research has found that greater levels of gender inequality can increase the risk of militarism and violence, and greater gender equality can decrease risk of armed conflict (Caprioli, 2003, p.6; Melander, 2005, p. 696). Entrenched gender inequality and gender stereotypes have been found to be harmful to efforts to mitigate conflict and bring about inclusive peace for women and men.

While considerable progress has been made to incorporate gender equality into international aid, some projects continue to use a “gender-neutral” approach to programming that renders invisible the complex identities that women play in conflict and peace processes, the increased risk of violence and harm that women and girls face due to harmful gender norms, and the exclusion that women endure during international measures to promote peace and reintegration (Puechguirbal, 2012, p.13). Research has found that women are too often depicted as victims of sexual violence, which limits their roles as peace builders, caretakers, providers, and combatants and therefore limits their ability to contribute to the rebuilding of their countries and change attitudes and laws that continue to oppress women and girls (Buss, 2014, p.13; Puechguirbal, 2012, p.8). International recognition of the gendered experiences of men and women during conflict has led to calls for action, the most salient being the United Nations Security Council Resolution (UNSCR) 1325 in 2000 to unite national efforts to end sexual and gender-based violence (SGBV) in conflict and recognize the strong role that women can play in peace processes (Security Council Reports, 2015).

The objective of this report is to highlight key issues, smart practices, and challenges experienced in development programming efforts to advance gender equality and women and girls’ rights within conflict-affected regions. The project will be focusing on SGBV as a continuum in the lives of women and girls. The concept of violence as a continuum recognizes that violence can take many forms, physical, sexual, emotional, psychological and economic, and intersect to affect the mobility, autonomy, rights and confidence of women and girls (Kelly, 1988, p.75). Within the context of conflict, this approach addresses violence as a constant in the lives of women and girls, pre- and post- conflict, and the social normalization of violence plays a strong role in the experiences of women, girls, boys and men living in conflict-affected societies. By placing an emphasis on the different forms of violence that emerge out of conflict-affected situations, the report will be able to explore programming smart practices and opportunities that support not only women and girls, but also men and boys in changing social attitudes and harmful ideals of masculinity that perpetuate violence.

In 2013, Canada was among 140 countries that signed the UN Declaration of Commitment to End Sexual Violence in Conflict and participated in the Call to Action Conference on Protecting

Girls and Women in Emergencies (Global Affairs Canada, 2015). Since 2010, Canada reports annually to Canada's National Action Plan (C-NAP), which tracks implementation of the UNSCR 1325. With gender equality as a cross-cutting theme in Canada's international aid envelope and one of the 17 Sustainable Development Goals (SDGs) that make up the 2030 Agenda for Sustainable Development, Canada recognizes the importance of ensuring that gender equality is mainstreamed in the country's international efforts in conflict-affected countries, paying attention to the gender- and context- specific issues that affect women, girls, men and boys.

1.1 Defining the Problem

Analysis of Canadian aid to the implementation of UNSCR 1325 shows that the combined aid to women, peace and security in the department amounts to less than five percent of Official Development Assistance (ODA) (Swiss, 2014, p.11). Yet international communities are realizing the urgency of providing humanitarian assistance and development programming to fragile and conflict-affected countries. With half of the world's poor projected to live in fragile and conflict-affected countries by the end of the 2030 Agenda for Sustainable Development (GAC, 2015), Canada recognizes the importance of supporting goals and targets that promote peaceful and inclusive societies, with a particular focus on issues of women, peace and security. Canada uses a coding mechanism to measure how many projects, programs and funds take into account gender perspectives and integrates this into project design. Between 2011 and 2014, of the projects that were funded under the Global Peace and Security Fund (GPSF) for the implementation of Canada's National Action Plan for UNSCR 1325, those that were coded GE-integrated (projects that include gender equality considerations in the intermediate outcomes of a project's logic model), and GE-specific (projects that are specifically designed to address women and girls' needs and have as their ultimate outcome the empowerment and participation of women and girls) increased from 25 percent to 51 percent (GAC, 2014)¹. This demonstrates that including gender equality in international programming for women, peace and security is becoming more and more of an integral and topical issue.

Increasing Canada's support in conflict prevention and post-conflict reconstruction efforts and championing the human rights of women is not only highlighted as priorities in the mandate letters for the new Foreign Affairs Minister and the International Development and la Francophonie Minister, but also gender equality and promoting peaceful and inclusive societies are both standalone goals enshrined in the 17 Sustainable Development Goals (SDGs). New international priorities in the current political climate shows that it is the opportune time to gather lessons learned and successes from past programming to inform improved future programming. Moreover, an assessment of C-NAP for the implementation of the women, peace and security resolutions from 2010 to 2016, contracted by the Government of Canada,

¹ This percentage only refers to projects under the Global Peace and Security Fund; however, not all projects that address gender equality in conflict-affected countries are funded through this mechanism.

emphasizes the need for qualitative indicators in the C-NAP for measuring the impact of the activities supporting the C-NAP objectives, more consistent mechanisms for sharing best practices to improve programs, capitalize on success and promote knowledge sharing on a regular basis (Inclusive Security, 2014, p.19). It was highlighted that information sharing outside of formal reporting processes is an important way to share lessons learned that contribute to programmatic improvements.

Gender Equality is a standalone goal in the 2030 Agenda for Sustainable Development, as well as integrated in the targets of the other Sustainable Development Goals. The 2030 Agenda and the results from the C-NAP review show that a prioritization of gender equality is necessary in order to address issues of violence, poverty and inequity globally. Therefore, Global Affairs Canada could benefit from a detailed analysis of the current landscape for gender equality in conflict-affected countries with documentation of Canada's work and approach to contributing to addressing SGBV and gender inequity in conflict from past programming. While the C-NAP was initiated in 2010, Canada has been committed to women, peace and security initiatives since 2006.

This report would be able to tie Canada's long-term development work on gender equality in conflict-affected countries with the vast literature that has been produced globally and compare the different approaches that have been developed and implemented by multilateral organizations, donor countries and NGO networks.

1.2 Project Client

The project client is Duy Ai Kien, Deputy Director of the Gender Equality Specialist Team in the Global Issues and Development (MGD) division of the Social Development Bureau of Global Affairs Canada. After the amalgamation of the Department of Foreign Affairs and Trade (DFAIT) with the Canadian International Development Agency (CIDA), Gender Equality Specialists, who were previously distributed across the agency (in geographic and multilateral programs) were combined into one Gender Equality Specialist team and fit into the Global Issues and Development (MGD) division alongside the Gender Equality Policy team. Gender Equality

Specialists advise programs on how to improve gender equality in project planning, for example sex-disaggregated data collection, outcomes that integrate the different needs of women and girls, activities that engage and empower women and girls, and indicators that could track the impacts of a project on women, men, girls and boys separately. The Gender Equality Specialist team also creates tools and resources to support policy and programming initiatives in achieving Canada's Gender Equality policy (see Appendix 1 for a framework for assessing gender equality results based on the Gender Equality Policy):

- To advance women's equal participation with men as decision-makers in shaping the sustainable development of their societies;
- To support women and girls in the realization of their full human rights; and

- To reduce gender inequalities in access to and control over the resources and benefits of development (CIDA, 1999).

In Canada's development framework, gender equality is a crosscutting theme and integral across all of Canada's international policies, programs, and projects. Addressing gender equality as a crosscutting theme recognizes that women and girls' views, interests and needs shape the development agenda as much as men and boys.

The outcomes of the project are designed to contribute to the evidence base of Canada's successes and lessons learned in preventing SGBV internationally in conflict-affected and fragile countries and support the Government of Canada and the GE Specialist team in working with relevant stakeholders to improve effective SGBV programming to conflict-affected countries.

1.3 Project Objectives and Research Questions

The research purpose is to determine what challenges and smart practices have emerged in Canada's approach to addressing gender equality issues in international policy and programming in conflict-affected countries. This report recognizes that to inform effective future programming on SGBV in conflict-affected countries, data collection and analysis of past programming to gather lessons learned and smart practices is needed. Therefore, this research is intended to contribute to a review of Canada's established and long-term projects in select countries of focus and extrapolate key issues, challenges and smart practices that emerged throughout the years of programming.

The research question is what are the smart practices and challenges that have emerged regarding programming on sexual and gender-based programming in conflict-affected countries?

1.4 Organization of Report

This report is divided into eight chapters. The first and second chapters provide an introduction for readers and includes the research problem, project client, and background into SGBV in conflict-affected countries and the international conventions and resolutions that inform country actions to address this issue. The third chapter is the literature review, which is divided into seven subsections. The first two subsections of the literature review introduce the conceptual approaches to conducting international development, specifically how popular theories of gender and conflict inform a community of practice in international development. The third, fourth and fifth subsections introduce the various types of SGBV that are exacerbated in unregulated and unstable environments caused by conflict, common approaches used to prevent and respond to cases of SGBV in conflict-affected communities, and important guidelines that have emerged from evaluations conducted by NGO and governmental agencies on specific approaches implemented to address SGBV issues. The sixth subsection explores common challenges that project stakeholders (NGO project officers and government officials) have faced in attempting to integrate gender equality into humanitarian aid and development programming targeting SGBV

in conflict-affected countries. Finally, the seventh subsection will outline the gaps and areas for further research found in the literature on SGBV in conflict-affected countries.

The fourth chapter provides an overview of the methodology and methods that will be used to approach research into Canada's past programming, the limitations and delimitations of the project, and a conceptual framework for how research will be organized in the report. The fifth chapter discusses the findings from the methods of the comparative case study research: key informant interviews with project officers and specialists involved in projects of focus in case study countries: the Democratic Republic of the Congo, Burma and Colombia and a document review of project reports and evaluations of case study projects.

Chapter six analyzes the country case study interviews and document review with findings from the literature review. Chapter seven and chapter eight provide options to consider and recommendations based on findings from the literature review and the analysis of the case studies.

2.0 Background

According to the World Bank, “gender-based violence includes physical, sexual and psychological violence occurring in the family (sexual abuse of girls, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence-related exploitation), physical, sexual and psychological violence occurring in the community (rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions, and elsewhere, trafficking in women, and forced prostitution, and physical, sexual and psychological violence perpetrated or condoned by the state, wherever it occurs” (2005, p. 34). In conflict, women are more vulnerable than men to experiencing SGBV; however, recent research has emphasized the importance of recognizing the less reported experiences of men and boys who have experienced SGBV and their role in community mobilization and education to prevent further cases of SGBV and harmful gender stereotypes that perpetuate incidences of violence. Through efforts from the international community, SGBV during conflict is no longer viewed as a separate, private and individual issue, but a crime that is strategically perpetrated against an opposing civilian population as a weapon of war and a protective and defensive mechanism used in households and communities in reaction to the instability and trauma of conflict on civilians (World Bank, 2005).

Historically, increased and extreme forms of SGBV have always been associated with a rise in militarization and war. The use of SGBV, to torture, rape, punish, intimidate and humiliate a population, has been documented for decades. It is only recently, following the Yugoslavian war and the Rwanda tribunal less than two decades ago, that the international human rights community began to change their conceptualization of rape during conflict from an “assault of honour” that is an inevitable outcome of war due to soldier frustration to purposeful “violence” that needs to be addressed in a way that recognizes the victim as an agentic individual who has been harmed (Buss, 2014, p.8; Manjoo and McRaith, 2010, p.21). Once rape and other forms of sexual violence are approached as another form of violence that is used intentionally and strategically by conflicting parties, the international community was able to establish decisive actions, codes of conduct and resolutions to address and prevent SGBV during and after conflict, when communities are rebuilding their societies, restoring peace and recovering from the harms of violence and conflict.

2.1 International Commitments to Addressing SGBV and Women’s Rights in Conflict

The most prevalent international commitment to address SGBV, and more broadly, the rights and empowerment of women and girls in conflict-affected countries, is the United Nations Security Council Resolution (UNSCR) 1325 that was passed in 2000. UNSCR1325 is the landmark resolution that ushered international awareness of the impact of conflict on women and girls and the active role that women can play in maintenance and promotion of international security and peace.

Despite the implementation of UNSCR 1325 and subsequent resolutions on Women, Peace and Security, efforts made to protect women from sexual and gender-based violence in conflict, and to include and promote women's participation in formal peace processes have not achieved the goals set out in the first 1325 resolution. This is due to the absence of explicit mandates, tactics and analytical tools dedicated to gender equality and the empowerment and inclusion of women and girls in peace time. Actions to protect women from the harms and violence of conflict have generally been reactive, short-term and ad hoc (UN Women, 2012, p. 16).

Subsequent resolutions on Women, Peace and Security include 1820, 1888, 1889, 1960, 2106, and 2122. Resolution 1820 explicitly connects sexual violence as a war tactic with issues affecting women, peace and security and reinforces sexual violence as a war crime. Resolution 1888 mandates the creation of the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict and strengthens efforts to end sexual violence against women and children. Resolution 1889 urges UN bodies, member states, donors and civil society to take into account women's protection and empowerment in post-conflict needs assessment and planning. Resolution 1960 established a monitoring and reporting mechanism on conflict-related sexual violence and calls on countries to make specific and time-bound commitments for punishing sexual violence. Resolution 2106 stresses accountability for perpetrators of SGBV in conflict and emphasizes women's political and economic empowerment. Resolution 2122 addresses gaps in the women, peace and security agenda. The most recent resolution that came out in 2015, resolution 2242, addresses women's role in countering violent extremism and terrorism and recognizing women's active participation in conflict, peace and security measures (Security Council Report, 2015).

UNSCR 1325 was the first resolution to focus solely on women and girls in conflict-affected states, but prior to 2000, there were international conventions that highlighted the specific experiences of women and girls in conflict, and the need to promote efforts for the advancement of gender equality and women's rights. The more prominent were the Geneva Convention of 1949, the Convention on the Elimination of All Forms of Violence Against Women (CEDAW), the Beijing +20 Platform for Action in 1995, and the Commonwealth Plan of Action for Gender Equality (2005-2015).

The following provides a brief description of prominent international commitments guiding donor countries' implementation of programming advancing gender equality and addressing SGBV in conflict contexts:

- i) The Geneva Convention relative to the Protection of Civilian Persons in Time of War in 1949 and the Additional Protocols of 1977 emphasize that women should be especially protected against humiliating and degrading treatment, rape, enforced prostitution or any other form of indecent assault (UN, 1995).

- ii) The Convention on the Elimination of All Forms of Violence Against Women (CEDAW) was adopted in 1979 by the UN General Assembly to set up international standards for ending discrimination and violence against women. It urges member states to incorporate gender equality into their legal systems, end all discriminatory laws, adopt laws in place that prohibit discrimination against women, and to establish public institutions ensuring the independent protection of women against discrimination (UN, 2007). CEDAW's general recommendation number 30 emphasizes the need to protect women's human rights before, during and after conflict and ensure that women's diverse experiences are fully integrated into peacekeeping, peacebuilding and reconstruction processes (UN, 2013, p.8). Canada was one of the first countries to ratify CEDAW in 1981.

- iii) The Fourth World Conference on Women, held in Beijing in September 1995, marked a turning point for the development of gender equality policies. The outcomes of the conference launched the concept of gender mainstreaming and introduced the most progressive blueprint ever for advancing gender equality and women's rights worldwide (Debusscher, 2015, p.8). Women in armed conflict were flagged as a critical area of concern in the Beijing Platform for Action and Declaration. Strategic objectives outlined under "women in armed conflict" include increasing the participation of women in conflict resolution at decision-making levels and protecting women living in situations of conflict or foreign occupation, promoting women's contribution to peace efforts, and providing protection, assistance and training to refugee women or other displaced women in need of international protection (UN Women, 2015, p.12).

- iv) The Commonwealth Plan of Action for Gender Equality 2005 to 2015 was adopted at the Commonwealth Women's Affairs Ministers Meeting, a tri-annual meeting of Commonwealth Ministers responsible for women's affairs to meet and discuss progress and challenges related to gender equality in the Commonwealth. One of the four critical areas for action proposed in the 2004 Commonwealth Women's Affairs Minister's Meeting is 'Gender, Democracy, Peace and Conflict,' This section emphasizes the need for an integrated approach that ensures the equal participation of women, men, girls and boys in peacemaking and building of strong governance systems in conflict-affected countries. Activities include: the promotion of women in decision-making as a crucial way to strengthen democratic and political systems; gender equality mainstreaming in early warning mechanisms, conflict prevention and resolution, peace agreements, peacebuilding, reconciliation, post-conflict reconstruction and disarmament, demobilisation and reintegration; collection and dissemination of sex-disaggregated data and integration of gender analysis into policy-making, planning and programme implementation; documenting and

disseminating smart practices in gender equality initiatives in the area of democracy, peace and conflict; and promoting funding of programmes to facilitate gender-sensitive leadership of youth (Baksh et. al., 2005, p.7).

2.2 Canada's Implementation of UNSCR 1325

While UNSCR 1325 unified the international community to action for the prevention of SGBV in conflict and participation of women in peace and reconstruction processes, Canada has engaged in peace initiatives prior to the ratification of UNSC Resolution 1325. Initiatives include sending special envoys to conflict-affected countries, encouraging mediation efforts and supporting multilateral and regional conflict resolution programs (Nduwimana, 2006, p.11).

Since 2010, Canada has produced a National Action Plan (C-NAP) to guide a multi-sectorial, whole-of-government approach to implementing the UNSCRs on women, peace and security, involving departments including Global Affairs Canada, the Department of National Defense (DND), the Royal Canadian Mounted Police (RCMP), Public Safety Canada, Status of Women Canada, and Justice Canada. This is following the 2010 report by the UN Secretary General, 'Women's Participation in Peacebuilding,' which produced a seven-point plan outlining the outstanding barriers to women's participation in peace processes and post-conflict recovery since the 2000 UN Security Council Resolution 1325 (El-Bushra, 2012, p.5). For an overview of National Action Plan principles for impact and outcomes to guide country implementation of UNSCR 1325, see Appendix 2. Canada also works with Member States of the UN, regional and other international organizations, and civil society organizations and networks to advance the integration of the specific concerns of women and girls and the substantive equality of men and women throughout its foreign policy and diplomacy, development, humanitarian assistance, defense and security activities.

Within Global Affairs Canada, programming that relates to gender equality, women and girls, and SGBV in conflict-affected countries falls within the development, humanitarian assistance and security streams. In the development stream, the geographic country programs of Global Affairs Canada and Partnerships branch coordinate project implementation and fund disbursement. Humanitarian assistance projects are implemented through the Humanitarian Assistance team (MHD) in the Global Issues and Development branch (MFM). In the security stream, the Stabilization and Reconstruction Task Force (START) is the Government of Canada's centre of expertise for stabilization and reconstruction in fragile and conflict-affected areas. START works to develop policy in several areas, including enhancing the role of women and girls in international peace and security. START also coordinates the implementation across government departments of the C-NAP on women, peace and security (GAC, 2015).

Global Affairs-Development has produced several guidelines and reports related to gender equality, SGBV and conflict. Some of these reports include *Canada's Support for the Implementation of United Nations Security Council Resolution 1325 on Women, Peace and*

Security in the African Great Lakes Region, the Gender Equality and Peacebuilding Operational Framework, and the Gender Equality and Humanitarian Assistance Guidance Note.

The Women, Peace and Security Network- Canada (WPSN-C) is a network of Canadian civil society organizations that holds the Government of Canada accountable to its commitments to the UN Security Council Resolution 1325. They publish reports documenting Canada's progress on gender equality, women's rights and participation in conflict-affected countries. A number of gaps and challenges were documented by the WPSN-C on Canada's implementation of the UN Security Council Resolutions on Women, Peace and Security.

One of the gaps found from reports analysing the 2011 and 2012 progress reports on Canada's National Action Plan on the Implementation of the Women, Peace and Security Agenda (C-NAP) was a lack of funding transparency, including how much funding and resources are available for Women, Peace and Security initiatives (Rodrigues, 2014, p. 6; & Woroniuk, 2015, p. 21) or how much funding was directly allocated to women's organizations (The Match International Women's Fund, 2014, p. 28). The reports also documented challenges in reporting on SGBV programming in conflict-affected countries, including a lack of details on how activities were implemented in the field, lack of in-depth analysis into strategies for addressing SGBV affecting various population sub-groups (adolescents, indigenous, disabled, rural, HIV-positive, displaced, etc.), organizational challenges to gender-mainstreaming for projects, and the impact of conflict amelioration strategies, such as the conflict minerals regulations on SGBV (Buss, 2015, p. 40; Papstavrou, 2014, p. 31; Tomlin, 2014, p. 35).

Furthermore, the literature identified the "distributed approach" across the Royal Canadian Mounted Police (RCMP), the Department of National Defense (DND) military operations, the Strategization and Reconstruction Program and the Global Peace and Security Fund (GPSF) of Global Affairs Canada, and the development programming sector of Global Affairs Canada, as contributing to an inconsistency in Canada's reporting and effective implementation of the Women, Peace and Security Agenda (Rodrigues, 2014, p. 10; Rodrigues, 2015, p. 12). Tomlin (2014, p. 34) and Woroniuk and Walde (2015, p. 52) noted that while projects funded through the GPSF address the Women, Peace and Security indicators more than projects funded through development country programs, most of the GPSF projects contained little to no gender analysis. Moreover, Tiessen and Tuckey (2014, p. 16) highlighted the gap between an intention from the government to engage civil society in discussions on the C-NAP, specifically regarding preventing and treating SGBV on women and girls, and committed action.

Finally, the literature identified the use of essentializing language as a gap in Canada's effective implementation of the Women, Peace and Security agenda, including programming addressing SGBV in conflict contexts. References made to the C-NAP and subsequent progress reports referred to women exclusively as victims and mothers (Tiessen and Tuckey, 2014, p. 16; & Van

Houten, 2015, p. 33). Analysis of Canadian international assistance projects targeting women and girls in conflict-affected countries found that essentializing language was most prevalent in sectors focusing on emergency assistance and improving basic health, while projects that did diverge from presenting women as victims tended to focus on democratic engagement, economic opportunities and legal or institutional reforms in justice and security sectors and were most highly represented in Haiti and Afghanistan (Van Houten, 2015, p. 30).

3.0 Literature Review

3.1 Introduction

The literature review explored existing knowledge, theories and programming approaches to addressing sexual and gender-based violence (SGBV) in conflict-affected countries. It contained academic sources as well as professional sources from international aid organizations. The literature review began with a theoretical foundation into perspectives on gender, conflict and development, and their practical impact on programming priorities. Then, the literature review provided a situational overview of the forms of SGBV that emerged in situations of conflict and challenges to addressing and eliminating SGBV in peacetime and in conflict. Following this section, the literature review explored how organizations and government agencies have implemented programming interventions for addressing SGBV. Finally, the review identified the gaps in literature regarding how SGBV and gender equality had been addressed internationally through programming in conflict-affected countries.

While there was substantial literature that explored programming from a humanitarian assistance and security angle, there was a relative lack of literature that investigated conflict programming from a development perspective. To integrate a more development-focused approach to programming in conflict-affected countries, some research focused on a human security approach (The Civil Society Network for Human Security, 2013; International Alert, 2003; Krause and Jutersonke, 2005; Hamber et. al., 2006).

Most of the literature looked at the environmental and socio-economic factors that lead to increased rates of SGBV, and the different programming approaches used by organizations to address SGBV. Case study methods were prioritized among the literature on conflict programming, thus highlighting the challenges with generalizing and comparing different programming interventions among diverse conflict contexts (Buscher, 2006; Wirtz et. al., 2014; Wirtz et. al., 2013; Abdela, 2003; & Aguirre, D. & Pietropaoli, I., 2008). While research critically analyzed the role of multilateral organizations, such as the UN and its UN Security Council resolutions, in driving a skewed discourse around gender, SGBV and conflict (PeaceWomen, 2015; Human Security Research Group, 2012; Gleeson et. al., 2014; & Engle, 2014), there was a noticeable gap in literature that explored organizational effectiveness between global north and south organizations and government agencies (funding mechanisms, partnership agreements, organizational structure and training, etc.), and the ways these mechanisms affected organizational capability to address SGBV and gender equality.

The following section provides an overview of theoretical perspectives linking gender equality, development and conflict analysis.

3.2 Method and Resources

The literature review took the form of a systemic review, which collected and critically analyzed existing data from studies that were relevant to the research question. Databases such as JSTOR and Academic Search Complete were used to search for journal articles and reports, accessed from the University of Victoria electronic library. In addition, hardcopy reports from the Global Affairs Canada's Gender Equality library were used. The following terms were used to extract and search for research reports and articles: "gender equality," "international development," "conflict," "sexual and gender-based violence," and "programming."

3.3 Gender Perspectives in Development

To understand how sexual and gender-based violence (SGBV) had been framed in international development programming in conflict-affected countries, it was important to map the perspectives that shaped how women and gender equality were included and raised in development theory and practice. It was important to note that women were largely absent from early approaches to development, which emerged out of the 1950's (Reddock, 2000, p. 26).

It was not until the 1970s, after advocacy from women's rights groups and the success of the Feminist movement that approaches to development began to include and embody the perspectives of women. Three approaches to recognizing the perspectives of women in development emerged to influence development in practice. These were Women in Development (WID), Women and Development (WAD), and Gender and Development (GAD).

A review by the United Nations General Assembly in 1970 found that early development strategies were detrimental to the livelihoods of women, who were left out of labour opportunities following modernization and drew men away from production-based family labour (Reddock 2000, p. 34). The Women in Development (WID) model was introduced in the early 1970s to include women in the benefits of development, which aimed to industrialize societies based on the Western economic model. The underlying rationale for WID was that women were an untapped resource who can provide an economic contribution to development, and that both women and men must contribute to and benefit from development efforts in order to be lifted from poverty (Moser, 2014, p 6). While the WID approach enhanced understanding of women's development needs, particularly the need to improve statistical measures of women's work and to provide women with more opportunities for employment, there were many limitations to the WID approach (Connelly et. al., 2000, p. 52). One of the criticisms was based on WID's underlying premise that the current Western institutional model (based on economic progress and industrialization) could be easily as profitable and effective for all women and men as long as they were integrated into the strategy. This not only did not challenge inherent gender hierarchies and inequalities in society, but also assumed that women were a homogenous group of people that endured the same exclusion and desire to be part of industrialization (Moser, 2014, p. 6).

The Women and Development (WAD) approach provided some solutions to the WID model in that it addressed women's unique position and role in society prior to their inclusion in an industrialization strategy. It stressed the distinctiveness of women's knowledge, domestic and public work, and social responsibilities. Projects under the WAD approach created "women-only" projects, which prioritized women's issues and concerns in the national and international agenda (Connelly et. al., 2000, p. 60). This approach was limiting as it still viewed women as a homogenous group, and therefore continued to marginalize and exclude women based on ethnic and racial lines. Moreover, because the scale of the approach still only addressed women, there was limited transformational potential to shift attitudes and perceptions in society around inequalities between women and men (Connelly et. al., 2000, p. 60).

In the 1980s, the Gender and Development (GAD) approach emerged as an alternative to WID and WAD approaches. The GAD approach recognized that accepted social norms and values determined women's and men's roles, duties and status in a society (Connelly et.al., 2000, p. 63). Those norms and values tended to benefit men more so than women in terms of access, rights and opportunities in society. Furthermore, the GAD approach differed from the WAD approach, as it focused on the relationships between women and men, and recognized that women's position in society was socially constructed based on gender relations, social norms and patterns of behaviour. The approach attempted to change the norms and behaviours that inhibited equality. Central to the GAD approach was the idea that once practical needs of marginalized individuals, particularly women, were met, they could be transformed into strategic interests. Practical needs were the immediate basic needs for survival, including need to provide food, shelter, education and health care. Strategic interests were the changes needed to shift ideas about gender, class and race that defined women's subordination in society (Connelly et. al., 2000, p. 63).

Gender mainstreaming emerged from the GAD approach as a way to institutionalize the model following the Beijing Declaration and Platform for Action in 1995, in which states committed to an agenda for the empowerment of women and girls. Governments, including the Government of Canada, embraced gender mainstreaming in their aid agenda. A limitation of institutionalizing the GAD approach within government development agencies and multilateral United Nations agencies was that it watered down the radical and transformative quality of the approach. One reason for this voiced by critics was that a lack of a standard 'blueprint' for implementing gender mainstreaming and lack of dedicated resources meant that gender mainstreaming was never fully successful (Moser, 2014, p. 18). Programs and policies in Canada and other donor countries oscillated between using the WID and GAC approaches in their implementation and strategization.

3.4 Conflict and Gender in International Aid Policy and Programming

3.4.1 NEW CONFLICT DEVELOPMENTS

Since the end of the Cold War, new theories of conflict shaped development and humanitarian assistance interventions in response to changing economic and political processes, most distinctly the effect of globalization on societies and states (Thompson, 2006, p. 344). The characteristics defining conflict have changed. Most modern wars have been fought internally with prominent ethnic divisions. Civilians were widely targeted in new formations of internal, civil war. As well, post-Cold War conflicts were no longer waged due to a breakdown of systems, but rather influenced by reactions to globalization and financed through economic and political networks (Thompson, 2006, p. 344). Therefore, modern conflicts have become more nuanced and complex, sustained on networks of influence and power, which can shift among countries, individuals, economic systems and organizations (Thompson, 2006, p. 344). Often, issues of ethnicity and religion have been used by political elites as a way to mobilize populations into war. Terror and violence have been strategies used to control populations, differing from previous tactics of sophisticated weaponry and trained troops. Combat has been increasingly privatized, with greater numbers of non-state actors involved in the operationalization of war. A defining line that differentiated old and modern conceptions of conflict, was that wars were no longer caused by widespread poverty or the failure of development, rather by individualized occurrences of local or regional power elites who sought to maintain networks of patronage (Thompson, 2006, p. 344).

3.4.2 INTERNATIONAL PROGRAMMING APPROACHES TO CONFLICT

Conflict and security were terms that were tied closely together when it came to government-funded international programming in conflict-affected countries. Sociological discourses of statehood attributed the provision of security, welfare and representation to the core functions of the state (Krause and Jutersonke, 2005, p. 450).

Early post-conflict programming focused on establishing security of territory from external aggression, protection of national interests in foreign policy, or global security from the threat of nuclear holocaust (Krause and Jutersonk, 2005). Referred to as the state security discourse, it imagined the establishment of political stability in societies as the ultimate form of security for citizens (Hamber et. al., 2006, p. 488). The state security approach to programming interventions was informed by an understanding of conflict as a linear sequence that moved from war, to peace enforcement, to peacebuilding and finally, state reconstruction--known as the "conflict cycle" (Krause and Jutersonk, 2005, p. 459). There were limitations to this concept of security, such as it gave little attention to security concerns that did not derive solely from violent conflict, assumed state benevolence rather than acknowledging state-sanctioned violence against its own

citizens, and followed a donor-driven institutional logic at the expense of local knowledge (Hamber et al., 2006, p. 489; Krause and Jutersonk, 2005, p. 459).

In the past two decades, there has been growing consensus about the need for a holistic approach to international programming in conflict-affected states, one that prioritized what individuals and communities needed to feel safe and secure, and the complex power dynamic among local and external actors. Therefore, the human security discourse was developed to recognize the structural causes (and costs) of conflict in terms of social, economic, environmental and political grievances and inequalities. Rather than just focusing on violent conflict, a human security approach also acknowledged latent conflict, which was used to describe situations of tensions that may escalate into violence. One form of latent conflict was structural violence, defined by Johan Galtung as situations in which unequal, unjust and unrepresentative structures prevented individuals from realizing their full potential and thus, reinforcing their subordination and increased vulnerability to violence (International Alert, 2003, p. 2). A human security approach analyzed root causes of conflict within its specific context, mapped existing local capacities for peace and coordinated between civil society and government towards a long term commitment to peace (The Civil Society Network for Human Security, 2013, p. 1). Moreover, since the human security approach was not limited by state mandated boundaries, it opened up programming to consider regional strategies for peace and security (The Civil Society Network for Human Security, 2013, p. 2). There was an increasing emphasis on local ownership in development policy discourses. The human security approach followed this logic in its bottom-up, people-centred model that considered the different perspectives and needs of women, men, boys and girls in a population and ultimately placed the responsibility of ensuring sustainable security on not only the state, but also on individuals and communities (The Civil Society Network for Human Security, 2013, p.2; International Alert, 2003, p.5; Krause & Jutersonke, 2005, p.456; Hamber et al., 2006, p.489).

The United Nations (UN) organized the human security approach under two objectives: freedom from fear and freedom from want. Freedom from fear referred to freedom from the threat of violence, crime and war and freedom from want referred to economic, health, environmental and other threats to people's well-being (International Alert, 2003, p. 5; Krause and Jutersonk, 2005, p. 457). In programmatic terms, the human security approach addressed gaps in traditional state security approaches to programming, including challenges to Disarmament, Demobilization and Reintegration programs, exclusion of women and other marginalized groups in conflict-affected situations, the role of small arms and light weapons in armed violence and a critical analysis of effective security governance (Krause and Jutersonk, 2005, p. 457).

The premise of the human security approach facilitated the integration of a gender perspective in conflict programming by recognizing how the diverse experiences of women, men, boys and girls in conflict affected their security needs and concerns. A human security approach to conflict

recognized that women could play an active and passive role in driving conflict or ending conflict. Women tended to make up the majority of those displaced by war, both as Internally Displaced Persons (IDP) and as refugees. As a result, the livelihood strategies that women took on outside of a combative role included washing diamonds, smuggling drugs, farming crops for insurgents, extracting resources, and selling food to insurgents and government forces (Thompson, 2011, p. 348). Women were also combatants in war, at the same time organizers of grassroots peace processes. Evidence from women's participation in historical conflicts or revolutionary struggles demonstrated how conflict created opportunities for women's greater participation in decision-making within the family, community and on a national scale in rebuilding a nation (Baksh and Etchart, 2005, p. 16).

Realizing that experiences of conflict and security were gendered, international programming affirmed women's agency and empowered them to voice their needs and concerns in peace processes and state-building. While far from universal practice, programming in conflict-affected countries was recognizing the importance of integrating a gender perspective into the design of a project. A departure from the *Women in Development* approach to development, international programming initiatives recognized the roles men play in perpetuating gendered insecurity and engaged men and boys in re-imagining a more equitable society (Hamber et al., 2006, p. 491).

3.4.3 GAPS AND CHALLENGES TO INSTITUTING A GENDER PERSPECTIVE IN CONFLICT PROGRAMMING

The institutionalization of the human security approach had challenges that demonstrated the limitations of its application within government. While high-level international resolutions embraced the human security approach, including the United Nations Security Council Resolution (UNSCR) 1325, the institutionalization of the approach in government agencies diluted principles of the approach. Government agencies, including the Canadian government, narrowed the focus of the human security discourse to place greater onus on programming that addressed physical violence while ignoring environmental, economic, health, and political dimensions of insecurity (Hamber et al., 2006, p. 490).

A second challenge was in the institutional incoherence between security and development concerns. Evidence from British, Canadian, Swiss, Swedish, Dutch and German development cooperation agencies demonstrated that security and development institutions continued to work in parallel with little collaboration or consultation (Krause and Jutersonk, 2005, p. 455). While the human security discourse integrated security with issues of structural inequality, the institutional separation of development from security compromised the full application of a human security approach to international programming in conflict-affected countries. Therefore, there continued to be disconnect between the needs of people on the ground and the logic guiding institutional practice.

Moreover, development agencies faced challenges in ensuring a gender-sensitive approach to policy and programming in conflict-affected countries. Women were often treated as a homogenous group, with little considerations for the diverse interests among women, divided across class, geography, ethnicity, religion, etc. (Domingo et. al., 2013, p. 4; Heathcote, 2015, p.56). While specific gender projects were promoted, opportunities to integrate gender into broader processes, political and technical, known as gender-mainstreaming, had not been seized by donor agencies in their programming and policy initiatives (Domingo et. al., 2013, p. 5). Finally, activities to empower and include women in state-building and peacemaking and address the gender inequities that exacerbated SGBV in conflict and post-conflict contexts were not prioritized and viewed by international actors as separate from the pragmatic and immediate needs of a population, such as securing peace (Domingo et. al., 2013, p.5). This created a false dichotomy that sidelined the integration of gender equality in conflict programming and limited the approaches that development agencies took to supporting peacebuilding processes and social change.

3.5 Sexual and Gender-Based Violence in Conflict Contexts

Sexual and gender-based violence (SGBV) in conflict have disproportionately affected women and girls, and most of the literature on SGBV in conflict contexts have focused on policy and programming that address the needs and concerns of women and girls. There were very few research studies that focus on women perpetrators and according to the Human Security Research Group (2012), there have been only two major population surveys that identify women perpetrators. A 2010 survey noted that in the Eastern Democratic Republic of the Congo, a surprising 41 percent of perpetrators were also women and male victims reported 10 percent of their perpetrators were women. In both cases, the majority of the female perpetrators were combatants (Human Security Research Group, 2012, p. 32). Nevertheless, all of the literature recognized that women and girls were disproportionately affected by SGBV during conflict because of structural inequalities that affect their status in society prior to and during a conflict, less access to resources and education, and lower decision-making power and representation in leadership positions (Buscher, 2006, p.3; Gleeson et. al., 2015, p.230; Wirtz et. al., 2014, p.9; Freedman, 2011, p.171).

Some studies linked gender inequality to a higher risk of violence and conflict in a country, and greater gender equality to lower levels of armed conflict (Caprioli, 2003, p.6; Melander, 2005, p.696). Therefore, SGBV against women and girls cannot be analyzed without a consideration of the persistent gender inequalities that characterize societies before conflict. In many cases, those inequalities were exacerbated by conflict as institutions that protect and maintain accountability were destroyed and women increasingly found themselves in more vulnerable situations, as heads of household with the responsibility for the survival of themselves and their families or forced to migrate due to displacement (Freedman, 2011, p. 171).

In terms of women's physical security during conflict, the biggest threat that they faced was SGBV (Onubogu and Etchart, 2005, p. 46). The kinds of SGBV that were reported ranged from psychological and social violence, rape, sexual coercion, abduction, and physical violence (Wirtz et. al., 2013). Overwhelmingly, a significant portion of the literature identified domestic and intimate partner violence as the most commonly perpetrated, despite greater international and political attention on wartime rape and sexual violence perpetrated by individuals outside of the home (Wirtz et. al., 2013, p. 1; Stark and Ager, 2011, p. 130; Human Security Research Group, 2012, p. 33; Buscher, 2006, p. 10). A skewed international attention on stranger-perpetrated SGBV has led to funding patterns in humanitarian emergencies that focus on violence occurring outside the home rather than within the home (Stark and Ager, 2011, p. 130).

Particularly for women, who make up the majority of displaced civilians, the breakdown of social, family and government protective structures, loss of police protection, legal recourse, gender and ethnic discrimination, social normalization of SGBV, lack of basic resources, lack of rights and economic insecurity were all factors that cause an increase in rates of SGBV during conflict situations (Wirtz et. al., 2013, p.9; Gleeson et. al, 2015; Buscher, 2006, p.4). Female-headed households were also disproportionately represented among displaced populations, and the loss of assets, loss of social networks, higher likelihood of families falling in poverty, all contributed to higher vulnerability to violence (Gleeson et. al., 2015).

In her article, Buscher (2006, p. 5) recognized the different situations that displaced populations could enter as a result of conflict, from refugees and IDPs to urban and camp-based populations. Within each environment, women and girls faced different risks, and their age, ethnicity, and geographical location could all affect their level of marginalization. In displacement camps, the typical responsibilities relegated to women and girls, such as fetching water, firewood and food, or basic sanitation needs such as walking to the latrines, forced them to travel into unfamiliar territory and therefore heightened the risk of sexual violence (Gleeson et. al., 2015; Buscher, 2006, p. 13). Other forms of SGBV that were addressed in the literature on SGBV in displacement situations include trafficking by international and local criminal rings, sex work or unhealthy relationships and marriages in exchange for financial stability or protection, forced recruitment and kidnapping, intimate partner violence and intrafamilial violence and rape (Wirtz et. al, 2014, p. 6/p. 10; Buscher, 2006, p. 14; Human Security Research Group, 2012, p. 36; Puechguirbal, 2012, p. 11 & Abdela, 2003, p. 210). There was evidence of widespread abuse of power among aid workers and other external actors with positions of authority, requesting or demanding sexual favours for access to assistance and services (Buscher, 2006, p 14; Human Rights Watch, 2002, p. 2; & Baksh and Etchart, 2005, p. 24).

3.6 Challenges to Addressing and Eliminating SGBV During and Post Conflict

Although SGBV had been condemned internationally, there were many challenges to addressing and eliminating exploitative practices and SGBV against civilians in conflict. The social, economic, and political factors that exacerbated and maintained unequal power balances that lead to incidences of SGBV demonstrated the difficulty in isolating these actions to conflict contexts. As well, the fact that SGBV continued post-conflict was indication that there was a need to address larger structures and institutions that normalized gender inequality in order to eliminate SGBV. Discrimination against women and girls, and strict gender roles prevented women and girls from economic security, independence and autonomy. From the literature reviewed, impunity, economic insecurity, lack of political and leadership representation and participation, and community stigma were highlighted as the main challenges that were maintaining exploitative practices of SGBV (Pruitt, 2012, p.304; Buscher, 2006, p.7; Wirtz et. al., 2014, p.10; Freedman, 2011, p.171; Rolls, 2015, p.119).

Impunity for SGBV crimes committed during conflict was a major challenge to SGBV survivors seeking reparations and support. In an attempt to secure peace, governments and the international community may be reticent to pursue legal investigation into SGBV crimes and seek reparation and punishment of groups in order to secure peace (Pruitt, 2012, p.303). Unfortunately, research showed that continued impunity not only prevented reparations and reconciliation for affected populations, it risked escalating the rate of SGBV following a conflict by normalizing SGBV as a practice that went unpunished (Pruitt, 2012, p. 304).

In many societies, lack of access to education, employment, financial assets and resources, exclusion from rights to inheritance and social discrimination against women and girls placed them in a situation of vulnerability and increased risk of insecurity, leading to situations of SGBV (Buscher, 2006, p. 7). Financial disparities led to trafficking and engagement in sex work, as reported by survivors of sexual violence (Wirtz et. al., 2014, p. 7). In the DRC, Freedman's study found that women have little access to services such as health or education, had higher rates of illiteracy and engagement in informal and unstable work (2011, p. 172). Moreover, other literature highlighted the absence of legal reform to recognize women's inheritance and property rights, as well as a lack of funding for implementing individual or collective reparations for women, as survivors of war, widows, female heads of households and former female combatants (Rolls, 2015, p.128, Aolain, O'Rourke & Swain, 2015, p.102). These statistics demonstrated the greater marginalization that women and girls faced before conflict, and which maintained their unequal status during conflict situations.

Women's exclusion from positions of leadership and participation in decision-making had an impact on their sustained inequality and insecurity during and after conflict situations. From peace-building, to participation and representation in security forces, to participation in camp

committees and leadership structures, to high-level representation in international bodies such as the UN, the exclusion of women from these spaces meant that the concerns and perspectives of women and girls were not addressed in reconstruction and long-term recovery efforts (Gleeson et al., 2015; PeaceWomen, 2015; Buscher, 2006, p. 11; Abdela, 2003, p. 210; Human Rights Watch, 2002, p. 20; Baksh and Etchart, 2005, p. 24). Therefore, unequal structures that continue gender inequities remained, and women's position in society was undermined. Buscher (2006, p. 12) emphasized that quota representation of women in leadership positions was not sufficient, but social prejudice and discrimination against women in these spaces and in the community also needed to be tackled.

Finally, community stigma prevented women from reporting SGBV, seeking out health services, and seeking help in situations of intimate partner or intra-familial abuse (Wirtz et al., 2014; p. 7; Buscher, 2006, p. 12). In many situations, inequitable social practices continued to allow the resolution of rape outside of courts, which resulted in acceptance of money payments to male household heads or required rape survivors to marry the perpetrator (Human Rights Watch, 2002, p. 20; Wirtz et al., 2013). One study noted patterns of serial marriages in which women were married successively from one violent partner to another (Wirtz et al., 2014, p. 7). An important consideration from the study found that intergenerational patterns of violence, in which women reported witnessing or experiencing violence as children and experiencing violence as adults, meant that domestic violence had long-term impacts on community well-being (Wirtz et al., 2014, p. 8). Women and girls were also at a higher risk of contracting HIV, linked to widespread sexual abuse against women, discrimination, lack of awareness and stigma in communities against talking about sexual violence (Buscher, 2006, p. 7). Human Rights Watch (2002, p. 3) reported that a significant number of women and girls who had been raped, became pregnant as a result of rape, or thought to be infected with HIV/AIDS, were rejected by their husbands and families and ostracized by the wider community. Finally, psychological care for women and girls who had experienced SGBV was still lacking, with many women reporting only being treated for the physical outcome of the violence, but not receiving further care or follow-up to deal with the trauma (Wirtz et al., 2013, p.2).

While most of the literature focused on the challenges that women and girls face in unequal societies, some also highlighted the harms of masculinity in societies that disadvantage men and boys to turn to violence as a form of survival. Baksh and Etchart analyzed the higher likelihood of men and boys to fall into high-risk activity such as drug-taking, dealing and violent crime. Especially in situations of conflict, or when conflict was coming to an end, the problems men and boys faced were exacerbated by a lack of infrastructure, internal displacement and disintegration of communities, poverty and unemployment (Etchart and Backsh, 2005, p. 19).

3.7 Programming Approaches to Addressing SGBV

There have been various and diverse programming approaches to addressing SGBV in conflict and post-conflict. During conflict, the programming tended to focus on how SGBV was addressed specifically within the structure of refugee and internally displaced persons (IDP) camps. Following a conflict, a review of literature showed that programming approaches addressed and worked with the different institutions that impacted the access, rights, autonomy and decision-making power of women and girls for longer-term change, either to address reparations for SGBV crimes committed or create a more gender-equitable society. These included: access to justice reforms, community education and mobilization, institutional reforms, peacebuilding, and security sectors.

3.7.1 REFUGEE AND INTERNALLY DISPLACED PERSONS (IDP) CAMPS

Forced migration and displacement of population caused by conflict left women and girls unprotected, as civilian populations did not have the community structures and institutions that protect and maintain laws (Buscher, 2006, p. 18). In camps, women and girls could be forced to trade their livelihoods for protection and financial stability, through practices such as marriage or transactional sex that put them at higher risk of SGBV. Therefore, literature on programming on SGBV in camps emphasized the need to take into account the unique and fragile situation of camp structures and support women and girls in making informed livelihood choices while collaborating with them on managing risks of those choices (Women's Refugee Commission, 2011, p. 3). Assessments for programming that took into account the safety and rights of women and girls included previous exposure to or victimization from SGBV, situations that compromise the physical security of women and girls, including living in and travelling for basic survival resources, prevalence of violence in the area of displacement, existence of safety nets such as familial and community support structures, and protection mechanisms in place and remaining protection gaps (Buscher, 2006, p. 20; Women's Refugee Commission, 2011, p. 3). Literature on SGBV programming in camps found that informal systems of justice did exist in camps outside of state administration, including mediation, resolution and punishment practices that were used in countries of origin (Buscher, 2006, p. 17). These practices could be problematic, as these informal systems may reflect gender inequities of origin societies, exclude the rights of women and girls and place familial or social harmony above the rights and well-being of the SGBV survivor (Buscher, 2006, p. 17). Hence, programming called for host states to play a critical role in prevention and response to SGBV, and offering domestic legal access and aid to displaced women and girls in camps (Buscher, 2006, p. 10; Women's Refugee Commission, 2011, p. 6). Other programming solutions identified included promoting women's participation in leadership structures within camp committees, so that camp amenities and organization could be developed with particular consideration to gender-specific needs and ensured women have equal access to and control of material resources and assistance benefits (Buscher, 2006, p. 21; Women's Refugee Commission, 2011, p. 6). In addition, awareness-raising campaigns and education

activities to support victims and survivors of SGBV and change public attitudes around SGBV promoted long-term change for gender equality, as well as engaged men and boys in addressing harmful practices and exploitative violence (Buscher, 2006, p. 21; Women's Refugee Commission, 2011, p. 7). Finally, the literature highlighted the need to ensure protective measures in programming in camps to ensure the basic physical safety of women and girls, by establishing safe houses, developing camp regulations, designating male accompaniment for women and girls when they fetch water or firewood, and other security measures at water stations, showers and toilets and food and non-food distribution sites (Buscher, 2006, p. 21).

3.7.2 HEALTH AND SERVICE DELIVERY

Review of literature on programming for SGBV showed that there were several challenges to health and service delivery for survivors of SGBV, primarily in regards to follow-up care and lack of awareness or access by those who needed treatment (Wirtz et. al., 2014, p. 8; & Human Rights Watch, 2002, p. 69). Much of this was due to the stigma that prevented women and girls from reporting SGBV, seeking assistance and accessing proper support (Wirtz et. al., 2014, p. 8; & Human Rights Watch, 2002, p. 72). Findings from a case study research in Colombia found that populations exposed to conflict had heightened depression, somatization disorder, alcohol abuse and anxiety-related psychopathology. In addition to the mental consequences of sustained conflict, patterns of SGBV did not dissipate with conflict resolution (Wirtz et. al., 2014, p. 11). Therefore, health and service delivery needed to consider the context of violence across conflict, displacement and integration (not just within the paradigm of active conflict) and the implementation more long-term strategies to support survivors of SGBV (Wirtz et. al., 2014; Freedman, 2011, p. 174). In Stark and Ager's study, they highlighted the need for a critical analysis of current data methods for estimating the incidence of SGBV. Current methods relied on nonprobability samples collected from patient records at medical facilities and police sources, which risked producing a skewed understanding of SGBV patterns that inflated the frequency of stranger violence during conflict (Stark and Ager, 2011, p. 127).

3.7.3 ACCESS TO JUSTICE

Following a period of violent conflict, transitional justice systems, which included judicial and non-judicial measures, were set up to redress the harms and human rights abuses that had been committed. The traditional dimension of transitional justice was retributive justice, which focused on the consequences of conflict and sought to address war crimes, crimes against humanity and gross violations of human rights (Aguirre & Pietropaoli, 2008). Retributive justice was criticized as being too narrowly focused on individual crimes, with a limited scope of addressing a wider range of rights. Therefore, the traditional approach expanded to include non-judicial processes, including truth and reconciliation commissions, reparation programs, security sector reforms and memorials, thus expanding the mandate of transitional justice to include

establishing a rule of law, investigating and reporting past abuses including SGBV, improving military, police and judiciary institutions and preserving the public memory of victims and survivors (Aguirre & Pietropaoli, 2008, p. 362).

Literature showed that in terms of SGBV survivors, the most important forms of redress were the provision of shelter, education and healthcare (Aolain, O'Rourke & Swain, 2015, p.112; Aguirre & Pietropaoli, 2008, p. 363). Symbolic reparations, such as public apologies and memorials were also seen as crucial alongside of addressing concrete needs (Aolain, O'Rourke & Swain, 2015, p.121). Aguirre and Pietropaoli's case study research emphasized the need for transitional justice to include development values, such as the participation and empowerment of women to influence the decisions affecting their lives, equitable resource distribution and monitoring of governmental public policy and international assistance (2008; p. 368). To date, transitional justice mechanisms had poor outcomes for women and girls. Even some truth and reconciliation commissions that embodied a 'victim-centred' approach failed to include a gender perspective in the methodology for designing the commission (Lockett, 2008, p.371). For example, a case study in Colombia found that investigations in SGBV claims placed excessive importance on physical evidence and testimonials, whereas indirect evidence such as unusual patterns of early marriage, increase in the number of births in regions or number of displaced women in an area were rarely considered valid evidence (Aolain, O'Rourke & Swain, 2015, p.128). Therefore, transitional justice measures and remedies for SGBV needed to take into account the pre-existing structural inequalities women face everyday, in peacetime and in conflict, in order to address the harms committed against women and girls' physical and psychological security (Aolain, O'Rourke and Swain, 2015; Onubogu and Etchart, 2005, p. 50).

3.7.4 COMMUNITY EDUCATION AND COLLECTIVE MOBILIZATION

In many cases of conflict, domestic violence was more pervasive, and in many conflict-affected countries, widely held norms and attitudes about intimate partner violence made it acceptable (Human Security Research Group, 2012, p. 55). While changing norms via policy interventions had been successful, there was also a need for community-level mobilization through civil society involvement and media campaigns to ensure lasting change at a grassroots level. Despite legislative action, stigmatization by communities and fear of retaliation by perpetrators still prevented women from talking about sexual violence or taking any action against perpetrators (Human Security Research Group, 2012, p. 54; Freedman, 2011, p. 173). The literature review identified media strategization, support to women's rights organizations and civil society organizations, and engagement of men and boys as effective programming interventions at a community level to address SGBV. Community media, particularly radio, played a big role in supporting women, both as active producers of media information and as a distributing outlet to change the narrative around sexual violence, masculinities, sexual health, and victimization (Rolls, 2015, p.123; PeaceWomen, 2015, p.11).

Onubogu and Etchart's research found that women's rights collectives and organizations were crucial not only in supporting women's rights and gender equality during conflict, but also in ensuring women's concerns were heard during the reconstruction and reintegration phase of a conflict (2005, p. 43). Examples from Bangladesh, Cyprus, Papua New Guinea demonstrated the successes of programming support to women's rights organizations to address rights-based issues, sexual violence and minority rights. Working with local women's rights organizations enhanced security for women, particularly around sexual violence and engaged more thoroughly with a civilian community (PeaceWomen, 2015; Onobogu and Etchart, 2005, p. 43).

Finally, Onubogu and Etchart (2005, p. 54) highlighted the importance of engaging men and boys in government, in the community, in the workplace, and at home, in order to challenge unequal power relationships. Since men continued to disproportionately hold positions of power in communities, their involvement was necessary for initiatives to achieve genuine gender equality. This could be achieved through education, in the school curricula, textbooks and other information used in schools, training to sensitize men and boys and encourage women to take leadership positions in government, judiciary, police and armed forces, and through activities that allowed space for men and boys to discuss, rethink and challenge harmful masculine identities (Onobogu and Etchart, 2005, p. 54; PeaceWomen, 2015).

3.7.5 INSTITUTIONAL REFORMS

In addition to community processes, literature on SGBV programming recognized the role of the state in implementing the necessary legislation that provided women with full access to land, property and inheritance rights, and validated the harmful practice of domestic violence as illegal (Onubogu and Etchart, 2005, p. 47). For equitable legislation to have an impact, it has to be coupled with legal advice and assistance and implementation strategies that enhance awareness and education among the public about these laws (Onubogu and Etchart, 2005, p. 47; Baksh and Etchart, 2005, p. 32; Freedman, 2011, p. 173). Despite implementation of SGBV legislation and policies, there were obstacles to implementation, including community and household stigma and lack of access for women to police, medical services, lawyers and courts, particularly for rural women (Freedman, 2011, p. 173). Donor governments could also provide support to Official Development Assistance (ODA) countries by advocating for a gender framework to inform their country strategies (Cousins, 2015, p.146). Reforms to legislations and institutional practices could open up space for women's leadership in post-conflict societies.

3.7.6 PEACEKEEPING AND REINTEGRATION PROGRAMS

There have been many security concerns in post-conflict settings when refugees and IDPs returned to their home countries. It could take years before any stable security mechanisms and

judicial systems are in place to ensure the safety and rights of citizens (Buscher, 2006, p. 28). Buscher identified the livelihood and security concerns that disproportionately affected women and girls. For example, women and girls, particularly female heads of households, widows and single women, were vulnerable to food insecurity, since it could take a full year for planting and harvesting cycles to be re-established and women tended to have less access to land, seeds, tools and credit (2006, p. 28). Lack of employment and security could lead women to engage in commercial sex work to combat extreme poverty. In addition, SGBV rates were high in post-conflict, as community safety mechanisms were not in place to monitor and punish deviant behaviour, and the trauma and changing gender dynamics following conflict risked increasing intra-familial violence and intimate partner violence (Buscher, 2006, p. 28). Reintegration programs during peacekeeping often failed to take into account the different roles that women and girls serve during conflict, and therefore, excluded them from participating in reconstruction and reintegration efforts. For example, women and girls who were abducted or served in armed militias, or women who were ex-combatants were excluded from internationally sponsored disarmament, demobilization, rehabilitation and reintegration programs (Buscher, 2006, p. 29; Gleeson et. al., 2015; & Thompson, 2011, p. 349).

In addition to reconstruction and reintegration programs, women were seldom acknowledged for their role in grassroots peace processes, and rarely given the opportunity to participate and take on leadership roles in formal peacekeeping efforts (Buscher, 2006, p. 29; Lockett, 2008; & Rolls, 2015). Rolls (2015) emphasized that peacekeeping missions lacked capacity development for military, police and civilian personnel to be able to interact with local women and men, as well as a lack of relevant gender mainstreaming in demobilization programs for security and military personnel (p. 119). In addition, Rolls highlighted the need to include mental illness and stress counseling in reintegration and pension packages, and safe women's spaces for peace- and trust-building activities to facilitate women's active involvement in peace processes. Lessons learned from Bougainville in the 2001 transition to peace, and in Liberia, demonstrated that women's participation, outside of mere quota representation, has helped negotiate peace between warring parties (Heathcote, 2015). Literature stressed the need to differentiate between gender-balancing and gender-mainstreaming, where the former meant the inclusion of both women and men in peace processes and reconstruction and the latter necessitated the inclusion of women's concerns in all levels of agreement and implementation, and in the structures of decision-making (Onubogu and Etchart, 2005, p. 36; & Rolls, 2015). Both gender-balancing and gender-mainstreaming were needed for equitable post-conflict reconstruction and peace processes.

3.8 Challenges and Gaps to Addressing SGBV in Conflict and Post-Conflict Programming

3.8.1 OVER-EMPHASIS ON WOMEN AS VICTIMS

One of the gaps in mainstream and prominent literature on SGBV in conflict programming has been the over-emphasis on women as victims. Engle (2015) provided a critical analysis of the United Nations Security Council Resolution (UNSCR) 1325 and subsequent resolutions on Women, Peace and Security, the most prominent and first resolution from the UN to focus on the role of women in conflict. She noted that while earlier resolutions 1325 and 1889 specifically focused on the role of women in peacebuilding, later resolutions 1820, 1888, 1960 and 2106 have focused more on women's victimisation (Engle, 2015, p. 29). For UNSCR 1960, the resolution spoke of women as victims of SGBV; however, the resolution failed to connect women's vulnerability to abuse with their lack of decision-making power and participation in political and economic matters (Engle, 2015). While UNSCR 1889 was lauded as identifying indicators for women's participation in the UN and in peacebuilding initiatives, the resolution focused solely on quotas that 'count' how many women were included in formal political processes. This assumed that women were a uniform group, and any one woman could have the interests and concerns of a diverse population (Heathcote, 2015, p. 55; Shephard, 2010, p.151). The lack of understanding of women as a diverse population with different experiences, needs and concerns, as well as the victim language surrounding literature around women in conflict contributed to the concept of "women and children," a term that has been pervasive in international programming in development, humanitarian assistance and conflict contexts (Thompson, 2011, p. 348). The idea of women and girls in conflict as merely victims was refuted by Wirtz et. al.'s research study (2014, p. 11), which found that women in conflict and displacement situations that had experienced SGBV exhibited substantial resilience and agency to move themselves and their families away from violent partners or risky situations, even if it meant engaging in dangerous or exploitative jobs in order to support themselves and their loved ones.

3.8.2 BINARY UNDERSTANDING OF SGBV AND SEXUAL IDENTITIES

Much of the discourse around SGBV in conflict portrayed men as the perpetrator and women as the victim of SGBV (Human Security Research Group, 2012, p. 5; Thompson, 2011, p. 348; PeaceWomen, 2015). While it had been internationally acknowledged that men did make up the majority of perpetrators, there were still men who were victimized by sexual violence during wartime (Human Security Research Group, 2012, p. 5). There has been a gap in international dialogue and programming for men who endure SGBV, thus creating a greater stigma around men coming forward as survivors of SGBV. A study found that while there were more than 4000 NGOs around the world that addressed the issue of SGBV in conflict, only three percent addressed men in their information materials (Human Security Research Group, 2012, p. 7). A

lot of literature around SGBV in conflict from government and international organizations failed to address the influence of perceptions of masculinity on violence and conflict (Baksh and Etchart, 2005, p. 18). In addition to men being victims of SGBV, the idea that women could be perpetrators has also been largely ignored in prominent literature on SGBV in conflict contexts.

Furthermore, there was a lack of diversity of sexual identities in the literature around SGBV in conflict. Analysis of SGBV in conflict continued to centre on men and women in heterosexual relationships (Engle, 2015, p. 33; Heathcote, 2015; PeaceWomen, 2015; Shephard, 2010, p. 150). There was little literature around diverse sexual identities, including analysis on violence in conflict-affected countries for lesbian, gay, bisexual, transgender and queer (LGBTQ) groups. Current approaches to programming for the Women, Peace and Security agenda failed to acknowledge the variations and hierarchies within and across women and men, as well as those outside of those binary identities (PeaceWomen, 2015).

3.8.3 SKEWED FOCUS ON SGBV PERPETRATED BY STRANGERS DURING CONFLICT

Despite evidence-based studies that identified domestic violence as the most perpetrated form of SGBV in conflict contexts, international attention continued to focus more on SGBV perpetrated by external actors, including armed forces, militia and rebels (Human Security Research Group, 2012, p. 2; Baksh and Etchart, 2005; p. 25). Domestic violence has been challenging to address in conflict situations as the perception of it as a “lesser” violence that occurred outside of conflict meant that it was not deemed as an emergency issue by humanitarian assistance agencies (Baksh and Etchart, 2005, p. 25; Human Security Research Group, 2012, p. 40). While there were numerous programs that did address domestic violence outside of conflict contexts, the fact that it has been overshadowed by strategic rape as a weapon of war, little resources or attention was paid to domestic violence survivors in conflict situations. Focusing on domestic violence would also bring to light how gender inequities during peacetime exacerbated SGBV during conflict. On the other hand, Thompson also emphasized that SGBV in conflict should be given more attention and analyzed within its particular context in conflict, in which SGBV was used as a strategic tool by military, insurgent and non-state armed forces for the control of territory and populations (2011, p. 349). The very use and violation of women’s bodies as a way for warring parties to undermine family cohesiveness and community stability of a population was a pattern in warfare and conflict (Etchart and Baksh and Etchart, 2005, p. 22).

3.8.4 SIDELINING OF GENDER EQUALITY IN CONFLICT PROGRAMMING

Current programming in conflict situations struggled to prioritize gender equality. Investment into military endeavors during and after a conflict has been greater than the funding allocated to economic security, peacebuilding and gender equality (PeaceWomen, 2015; True, 2015, p. 247). National security continued to be the mandate for many governments, which can lead to the re-

militarization of post-conflict environments (Puechguirbal, 2012, p. 11). A challenge for SGBV programming has been the general mentality from international organizations implementing emergency and humanitarian assistance programming that advocacy for gender equality was secondary to rapid action, life-saving food and material distribution, and service delivery. Criticisms for this mentality pointed out that there were gender implications in activities for rapid action, food and material distribution and service delivery, such as who had more access to food and resources, and whose safety was compromised in camp situations (Puechguirbal, 2012, p. 15).

There was still a gap in mainstream programming literature linking gender equality with SGBV in conflict. While the excuse was that gender equality could be considered after humanitarian assistance had been provided, a UNDP post-conflict needs assessment conducted in 2010 found that in four post-conflict country case studies (Timor-Leste, Sierra Leone, Kosovo, and South Sudan), critical gender gaps between women and men were not addressed, and continued to exist with respect to access to education and health, access to water for domestic consumption, to agricultural inputs and to access to economic opportunities (True, 2015, p. 247). Therefore, a major gap in literature, and in international programming on SGBV was that prevention of SGBV was rarely positioned within a wider social context that looked at fundamental inequalities between genders (Freedman, 2011, p. 174).

3.8.5 DATA AND REPORTING ON SGBV

There were also gaps in the data and reporting on SGBV that hindered the ability of organizations and government agencies from creating evidence-based policies and programming. There was an absence of reliable cross-national survey data; therefore, accounts of SGBV in conflict areas were largely drawn from the data on the worst-affected countries. This had led to the assumption that extreme, stranger-perpetrated sexual violence, including strategic rape and torture was the norm (Human Security Research Group, 2012, p. 2). Moreover, with reporting on conflict violence largely driven by the media, there were incentives for a bias towards reporting extreme examples of SGBV that drew more attention (Human Security Research Group, 2012, p. 2). While it was notoriously challenging to gather consistent and accurate reporting of SGBV due to the stigma preventing women and girls from coming forward and lack of legal recourse for domestic violence in some countries, the absence of systematic reporting placed women and girls at risk by obstructing their access to legal and medical assistance and impacted their immediate and longer-term security (Buscher, 2006, p. 10). Moreover, Stark and Ager (2011, p. 133) identified that there was a gap in participant follow up for many studies conducted on SGBV, which had ethical repercussions should participants come to harm as a result of the interview. Finally, there was a lack of political will, sustained funding, disaggregated data and evidence, monitoring and evaluation mechanisms on Women, Peace and Security agenda items, which included addressing SGBV in conflict contexts (PeaceWomen, 2015).

4.0 Methodology and Methods

This project used a qualitative research methodology to explore, interpret and understand the complexity of sexual and gender-based violence (SGBV) and gender inequity as social phenomena that are exacerbated during unstable conflict situations. Qualitative research methodologies, as opposed to quantitative research methodologies, provide a more exploratory approach that allows flexibility and variations in experiences in answering the research question. An inductive approach was used to guide the research. Significant themes and patterns were drawn from the research findings (Thomas, 2006, p.238). The qualitative research design was a comparative case study analysis. Methods chosen for the case study analysis included key informant interviews (KIIs) and document analysis. This section will elaborate on case studies as a research design, the methods for conducting case studies, data analysis and the limitations and delimitations of the chosen approach.

4.1 Methodology

4.1.1 COMPARATIVE CASE STUDY ANALYSIS AND SMART PRACTICES

Case study as a research study is a form of qualitative inquiry that allows for more depth and exploratory flexibility when studying a complex social phenomenon (Cassel and Symon, 1997, in Kohlbacher, 2006, p.7). Case studies are often used to answer “why” and “how” questions, as the data produced through case studies offer thick description to social phenomena, or the complete and literal description of an entity being investigated (Yin, 1994, p. 9; Merriam, 1998, p. 29). While some of the criticisms for case study research include its non-generalizability due to its small sample size, biased case selection, and seemingly subjective conclusions, the strengths of case study analysis include meaningful and holistic depiction of realistic events, micro-level understanding of a complex social issue, and a more process-based analysis that draw out detailed accounts of a phenomenon that experimental or survey research may not be able to capture (Gerring, 2007, p.3; Kohlbacher, 2006, para 14; Zainal, 2007, p.2). Another important feature of case study design is the ability of the researcher to conduct a multi-perspectival analysis--to not only consider the perspective of an actor, but that of relevant groups of actors and the interaction between them (Tellis, 1997). By focusing on specific cases, researchers can uncover the interaction of significant factors that are characteristic of the phenomenon (Merriam, 1998, p. 29). Yin (1994) emphasizes the suitability of case study as a design to situations where it is impossible to separate a phenomenon’s variables from their context (Merriam, 1998, p. 29).

A case study design provides the best suited approach for this project because of the importance of contextual social factors in analyzing conflicts, the various actors involved in program implementation, and the limited number of substantive, long-term Canadian projects that address SGBV in conflict-affected areas.

The project is designed as a comparative case study analysis of four Canadian long-term projects. The unit of analysis, or case, is an individual project throughout their implementation period. Comparative case studies cover two or more cases and emphasize comparisons within and across contexts in order to understand the factors that produce success or failure in programs (Goodrick, 2014, p.1). A comparative case study analysis was chosen as opposed to a single case study because the report sought similar patterns of smart practices, good results and challenges across a range of case study projects operating within different conflict contexts and with different implementing organizations. A comparative case study analysis would be able to test the deductive reasoning that specific project approaches or frameworks that inform activities can lead to better results. The selected cases were long-term projects that produced good results in terms of gender equality. Smart practices were drawn from a comparison of project and organizational factors and lessons learned from project officers and gender equality specialists involved with the projects throughout its timeline. Smart practices account for the complexity of different contexts, and the possibility that a “good” practice from one intervention may not be attributable to another due to external circumstances and factors (Bardach, 2012, p. 117). Smart practices focus on mechanisms that are cost-effective and highlight features of a practice that make it successful, including implementing resources, institutional framework, funding and budget, organizational culture and participant interest (Bardach, 2012, p. 116).

4.2 Methods

Case studies are unique in that sources of evidence can be qualitative or quantitative. According to Yin (2003), there are six possible sources of evidence of case studies: documents, archival records, interviews, direct observation, participant-observation, and physical artifacts (p. 83, 85-96, in Kolhbacher, 2006). The project research used interviews and document analysis for data collection.

4.2.1 INTERVIEWS

The purpose of interviews was to explore the experiences, knowledge and views of non-governmental and governmental project officers and gender equality specialists on specific development projects that address sexual and gender based violence (Gill et. al., 2008, p.291). In-depth interviews are an appropriate research method to obtain a deeper understanding about a social phenomenon, in this case SGBV in conflict-affected situations (Gill et. al., 2008, p.291; DiCicco-Bloom and Crabtree, 2006, p.315).

The interviews were semi-structured, to allow for consistency in the discussions, to touch on the themes explored in the literature review and to systematically answer the research question. The semi-structured format also provided space for each interview to divert from the interview guide and focus on unique issues that arose from specific project environments and the interactions of each specialist and project officer with key actors involved in the project (DiCicco-Bloom and

Crabtree, 2006, p.316). The interviews were scheduled ahead of time with a set location that was convenient for the interviewees. The interview guide and consent form were sent ahead of the interview, to brief and prepare the interviewees on the focus of the interview and confidentiality and anonymity measures to protect the interviewee and ensure ethical responsibility. To ensure continuous consent from the interviewee, the transcript was e-mailed to the interviewee afterward to confirm that all the information is correct.

Interview questions focused on the interviewee's role and responsibilities to the project, project results and strategies for addressing SGBV, changes to the project due to time and external environmental factors, and lessons learned throughout the project implementation period. A research interview guide can be found in Appendix 4. The interviews lasted between 45 minutes to one hour. There were approximately 10 to 12 questions in the interview guide, which was changed slightly to accommodate different projects.

The interviewee list was developed in consultation with the client. Projects of focus were first chosen based on the following inclusion criteria:

- Long-term implementation;
- Budget of more than \$1 million;
- Gender Equality coding of GE-02 or GE-03; and
- Substantive results achieved to date.

The exclusion criteria were that the case study projects from which the interviewee pool was drawn were focused on international development. This was because projects that were under the security and humanitarian program streams were less accessible and followed a short term implementation trajectory that would not be useful for obtaining long term gender equality achievements.

The list of case study projects was consulted with the Gender Equality Specialist team deputy director, Duy Ai. From there, the specialists and project officers who were involved in the project were identified. Snowball sampling was used to find and approach project officers for projects that were implemented a few years ago and no longer occupied in their original positions. Seven civil society or government project officers and specialists were interviewed. Eleven possible participants were approached and four declined for various reasons.

The interview participants can be organized into three groups:

Group 1: Gender equality specialists working with Global Affairs Canada provide an advisory role to the geographic programs on ways to include gender equality in project assessment and monitoring and provide training and tools on gender equality in international programming. This

group was included because they have specialized knowledge on mechanisms that the Government of Canada uses to address gender equality concerns in development programming.

Group 2: Project officers in geographic programs of Global Affairs Canada manage the project from the government perspective to ensure that the project lies within Canada's mandate and priorities and work with civil society organizations in the design, monitoring and reporting of the projects. This group was included because they have in-depth knowledge about the case study projects and was involved in the project design, implementation, monitoring and reporting.

Group 3: Project officers in civil society organizations manage the project from an operational perspective and interact with grassroots implementing organizations or individuals who are in the field. This group was included because they have direct involvement in the everyday operations of the project, design, implement and report on the project, and act as an intermediary between Global Affairs Canada and other implementing actors.

Of the seven participants interviewed, two were from group one (gender equality specialists), one was from group two (project officers from Global Affairs Canada) and four were from group three (project officers from civil society organizations).

3.2.2 DOCUMENT ANALYSIS: PROJECT REPORTS AND EVALUATIONS

Finally, project reports, evaluations and relevant background documents provided by specialists and project officers were analyzed in conjunction with the interviews to offer a more nuanced and informed understanding about the project life-cycle and the strategies that informed their design and implementation. Fourteen documents were analyzed altogether. The documents consisted of:

- Two mid-term and final project reports, two logic models and performance measurement frameworks, and project profile for the Colombia/Guatemala and Peru case study;
- An evaluation report, a final report and project profile for the Burma case study;
- A concept note, project profile and logic model for the DRC case study; and
- A mid-term and final project report and project profile for the Colombia case study.

The documents provided supplementary research data to corroborate with the information received through in-depth interviews (Bowen, 2009, p. 30). Analysis of project reports, evaluations and logic models also provided a clearer picture of project activities and their development or changes over time (Bowen, 2009, p. 30). Documents were analyzed before and after interviews. Document analysis of project reports before an interview clarified and contextualized the interview questions. Analysis of project reports, evaluations and concept notes after an interview provided a means to fact-check and elaborate on project components discussed

in the interview. Logic models offered a framework of project activities to map project operation over time and their intended outcomes.

4.3 Data Analysis

The pieces that made up the data collection were interview transcripts and project reports. Data analysis followed the conceptual framework, which connected theoretical perspectives and policy priorities on conflict, gender and development to smart practices and challenges in the programming approaches of selected case studies. Mechanisms, including partnerships, funding, organizational culture and data reporting, were also factored into analysis of smart practices within the comparative case study design. Smart practices within the programming approaches of case studies were further organized into themes outlined in the literature review: refugee and internally displaced persons camps, health and service delivery, access to justice, community education and collective mobilization, institutional reforms and peacekeeping and reintegration programs.

The data was coded and classified into common themes and patterns. The research followed a deductive and inductive reasoning process. It was deductive in that research was guided with the general hypothesis that specific theoretical frameworks that valued human security and equity would lead to sustainable results that were responsive to local needs. It was also inductive because the data collection method was semi-structured and open to generating new ideas. According to (Saldana, 2009, p.8), coding is a heuristic, or a technique of exploring and discovering meaning without a rigorous formula, and a cyclical act, meaning that coding data takes many turns and meaning emerges through continuous filtering, highlighting and labeling. Themes and patterns are outcomes of coding.

Through codification of the data into common themes and patterns, smart practices, challenges and trends in Canada's programming for SGBV emerged.

4.4 Project Limitations and Delimitations

The project was limited by several factors as a result of the chosen research method and methodology, access, time and language. The case study methodology was limited by lack of generalizability to make causal inferences from the findings (Simon, M. and Goes, J., 2013; Gerring, 1007; Kohlbacher, 2006; Zainal, 2007). A second limitation was lack of access to interviewing field-based community organizations and individuals working on the projects in the conflict-affected countries whose identities were protected for security reasons. While interviews on their experiences would have greatly benefitted the research, the constraints on time and ethical sensitivity of approaching these participants were not within the scope of this project.

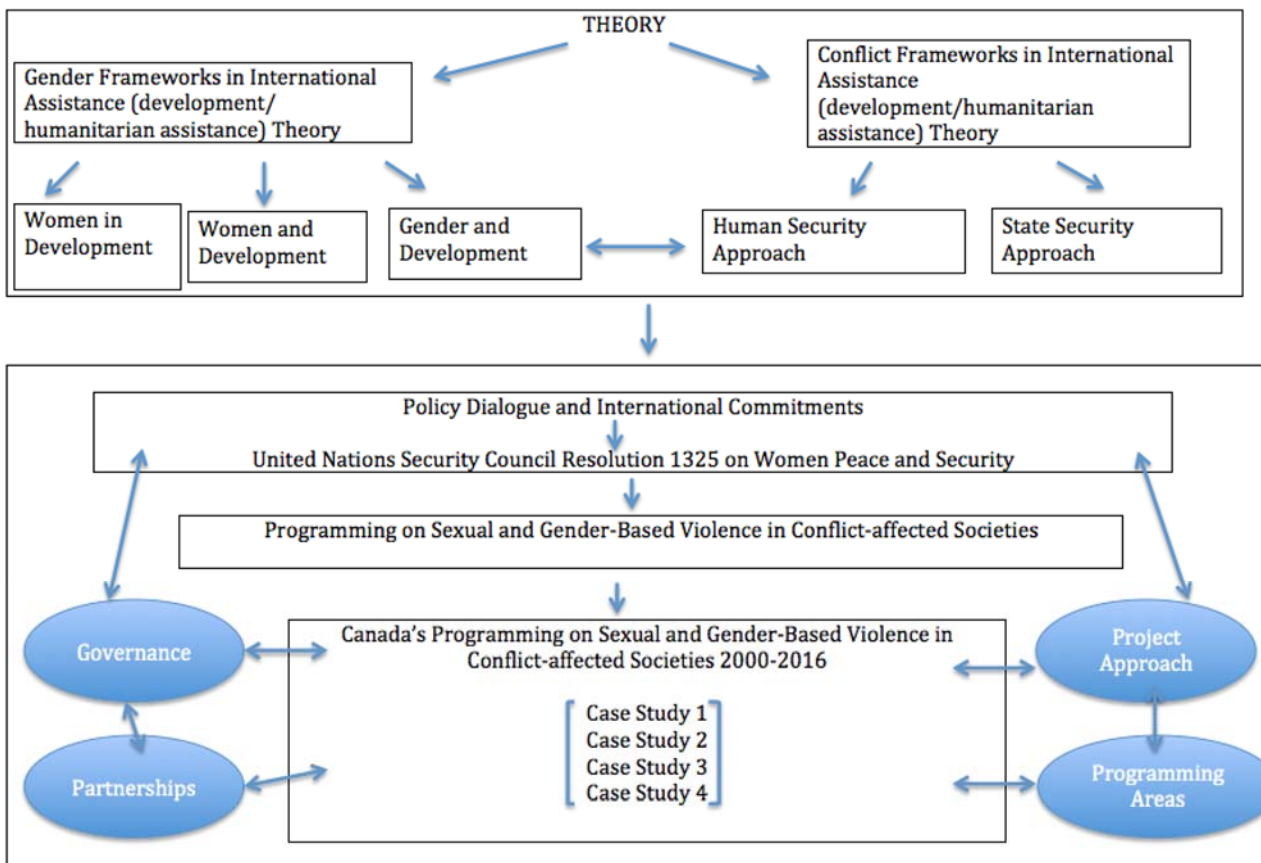
The preference for long-term development projects was the delimitation of the project. Preference for long-term research projects allowed me to limit the scope of the research, so that I

could illustrate substantive findings within a short timeframe. The countries chosen provided regional, social and political diversity to highlight the range of contextual factors that differentiate conflicts across the world, and long-term duration of projects meant that there was a lot of data and years of experiences from which to ensure sufficient analysis. The other delimitation to draw only from development projects for my case studies was because of ease in access and relevance to the work of my client, the Gender Equality Specialist team. While it would have been beneficial for future research to explore how SGBV programming in conflict-affected countries functions across the security, humanitarian aid, and development streams of a recently amalgamated department, it was outside the scope of this research.

4.5 Conceptual Framework

A conceptual framework links a network of concepts that make up the research project and provides a comprehensive understanding of a phenomenon (Jabareen, 2009). It has ontological, epistemological and methodological assumptions, and each concept plays an ontological and epistemological role. The ontology, or knowledge behind the “nature of reality,” of the following conceptual framework could be found under the theoretical frameworks of gender, development and conflict: women in development, women and development, gender and development, human security approach and state security approach. The epistemology, or “how things work” in the given reality, was provided via the concepts governance, partnerships, project approach and programming areas. The methodological assumption was that a comparative case study analysis was best fitted for the project, as it provided space for interpretation and depth in the data and the inclusion of multiple perspectives on a complex phenomenon that traversed diverse programming areas. The project mapped out the theoretical perspectives that informed different approaches to constructing international policies and general programming in the area of SGBV in conflict. The research then analyzed the role of the different NGO, civil society and government actors in implementing programming, and the structures (governance, partnerships, project approaches and project activities/implementation) that facilitated project effectiveness and sustainability, and the challenges that emerged through practice.

FIGURE 1: CONCEPTUAL FRAMEWORK



5.0 Findings

5.1 Introduction

This section provided an overview of the case study projects and findings from the interviews and project reports. Seven interviews were conducted with government and non-governmental practitioners involved in the assessment, implementation and monitoring of the projects. The interviews ranged from 45 minutes to one hour and 30 minutes. The interview participants had all followed the project cycle, and were knowledgeable about the inception and development of the project. All the interviewees except two were from conducted in person from Ottawa. Two interviews were conducted via Skype from Toronto.

The interviews were semi-structured. A guide of the interview questions can be found in Appendix 4. Project reports provided supplementary information into the project activities and implementation.

The interview participants provided rich description into the project and their experiences from their position and viewpoint. Key themes emerged from the interviews. Interview participants generally agreed that governance structures and organizational cohesion had an impact on project effectiveness and sustainability. Mutual feelings of trust among partners, long-term funding and strong communication were identified as factors for successful governance. Participants also noted that projects need to be implemented holistically, paying attention to institutional and grassroots processes. Therefore, all of the projects work in more than one sector to address SGBV in conflict. Interviews indicated that challenges identified by government-affiliated interviewees differed from the challenges identified by NGO-affiliated interviewees. Where government practitioners noted monitoring and reporting challenges in project management, NGO practitioners were more likely to identify issues of governance, including commitment to sustained funding and trust among implementing and funding partners.

5.2 The Democratic Republic of the Congo (DRC)

5.2.1 CONFLICT CONTEXT

Since the late 1950s, the Democratic Republic of Congo (DRC) has been engaged in civil war following the independence movement. Conflict in the Eastern DRC escalated following the 1994 Rwandan genocide when the government offered shelter in large refugee camps for militiamen and soldiers who were largely responsible for the mass killings of the Tutsi population in Rwanda (PeaceDirect, 2014). Rwanda and Uganda formed an alliance to invade DRC called the Alliance des forces démocratique de liberation du Congo (AFDL). In 1997, AFDL appointed leader Kabila was installed as DRC's new president. A Second Congolese War broke out in 1998 after tensions between Kabila and former Ugandan and Rwandan allies. Kabila received support from Angola, Namibia and Zimbabwe and the war intensified into a regional

conflict that involved eleven African countries (PeaceDirect, 2014). In July 2002, a peace accord was eventually signed in Pretoria and all foreign troops left the country in the following months.

Challenges to Addressing SGBV

Despite the peace accord, post transition period has seen an increase in violence due to local and regional dynamics (PeaceDirect, 2014). As of mid-2014, there have been an estimated 2.8 million internally displaced people and refugees (PeaceDirect, 2014). There have been numerous human rights abuses by militias and soldiers against local populations and mass rape against women and girls. Impunity has prevented women and girls from accessing justice. In 2004, the International Criminal Court opened investigations into war crimes and crimes against humanity, including SGBV committed in the DRC (PeaceDirect, 2014).

A participant responded that the legal system was promoted in the project because the informal justice system did not have the rights and concerns of women and girls in mind. In many parts of the Congo, it is still believed that the right reparation for a rape committed is for the perpetrator male to marry the SGBV victim. Since SGBV, particularly against women and girls, is grounded in systemic gender inequality, this mentality informs informal practices of justice.

5.2.2 CANADA’S GOVERNANCE STRUCTURE FOR THE DRC PROJECT

The case study project was funded under Canada’s bilateral program with the DRC². Case study interviews found that Canadian actors working in the political sector and with development desk for the DRC played key roles in project effectiveness and advocacy for SGBV issues on an international stage.

Both respondents recognized the importance of dedicated resources at headquarters and in the field for effective project implementation. In particular, for a project that focused on support for survivors of SGBV, respondents highlighted the “whole-of-team approach” used by headquarters and field staff in consulting with gender equality specialists, engaging in consistent monitoring practices with a consultant, and ongoing monthly meetings between headquarters in Ottawa and in the field. One of the respondents identified the need for regular advisors to monitor projects, and particularly for long-term projects like this case study. The respondent emphasized accountability and monitoring, noting that “long term planning is always to think about [...] how is this going to be sustained in the structures in place. How are you going to work with the whole systems, so that something is left at the end of the project?” The respondent also highlighted a need for bilateral country programs that are implementing similar programming priorities to share lessons learned as it was an area that wasn’t followed through enough between different programs.

² Canada and the Democratic Republic of the Congo (DRC) have a bilateral relationship that extends from development and humanitarian assistance programming, peacekeeping to trade, particularly in the mining sector. In June 2014, the DRC was confirmed as a country of focus in Canada’s international development assistance.

Respondents also highlighted Canada’s political role in advancing issues of gender equality, SGBV and women’s participation in peace negotiations in the DRC. One respondent applauded Canada’s historical leadership for addressing issues of SGBV in the Great Lakes region. To build on that leadership and push for greater prioritization for gender equality and issues of SGBV, the respondent emphasized the need for Canada to address issues of development and trade in tandem. The respondent also commented that a new action plan for Women, Peace and Security and a new commitment for Canada will ensure that greater advocacy, leadership and programming is prioritized in the field of gender equality, women’s participation and voice in peace processes and protection of women and girls’ livelihoods and wellbeing.

Finally, one of the respondents from the DRC case study noted the need for multi-donor coordination, since SGBV was “not just one problem that one donor could tackle on their own.” In addition, SGBV programming needs to incorporate a regional strategy, since “military mobility is responsible for violence beyond the intra state case.” In the case of this project, one of the respondents said that some of the components, such as access to justice, was “continuing what Sweden had done.” One of the respondents noted that Canada and other donors working in the DRC had formed a working group in the field that collaborated on strategies to address SGBV, and this not only facilitated sharing of lessons learned, it also ensured effective coordination, so efforts were not being duplicated and resources wasted.

Coordination with DRC Government

Both respondents for the DRC case study recognized the importance of coordinating with DRC government agencies to ensure the sustainability of project results. As one of the respondents noted, “[international programming] wasn’t just to come and provide assistance. It was also to come and work with the government and with the ministries so that there would be protocols, so there would be a long-term approach, so that they know what to do long term. Even after the project—the protocols would still exist.” The respondent identified working with and building the capacity of state institutions as one of the smart practices of the project.

However, participants noted that working with national governments had challenges as well. In many cases, the security forces are the ones responsible for violence against women, and many state agencies are complacent in the face of impunity for SGBV cases. One of the respondents noted that following up with the government agencies involved was difficult, even though their involvement is crucial to the sustainability of the project.

5.2.3 PARTNER ORGANIZATIONS’ GOVERNANCE STRUCTURE

The project was implemented by four big, multilateral partner organizations, each taking responsibility for a thematic component of the project. One of the organizations took the lead on coordinating the workplan. It was noted by the participants that they chose to work with bigger

organizations for this project since they already have an established standard of practice with governments and have the resources for large-scale programming.

One of the challenges identified by a respondent was that a standard of practice may not always be beneficial, as there is a lack of flexibility within those organizational structures to sway from one kind of thinking and method of implementation. Often, big organizations are used to doing short-term activities, with a standard set of development opportunities provided to communities, therefore there is a real need for assessments and advisors that will ask questions such as “what are the communities doing?” and “what is more viable for the communities?”

Another challenge noted by a respondent was the difficulty in coordinating with multiple partner organizations, although the specialized expertise each organization brought to the project—education, health, economic reinsertion and human rights/justice--was worth the additional challenge.

In addition, an important point that was highlighted by one of the participants was the role of women’s rights organizations in empowering women to claim their rights and demanding access to justice and reforms to laws that are detrimental to women’s livelihoods. While it is outside the purview of this case study, the participant noted a regional project connected to this project that was also managed by the DRC program. The project provided support to women’s rights organizations, which are underfunded and lack institutional support, in the DRC and surrounding region, and built their capacity and sustainability so that “every time there is an issue on SGBV, they are the group of reference.”

5.2.4 PROJECT APPROACH

The model for the project was multi-sectoral, meaning that it focused on different thematic components: medical, psychosocial, and legal, with activities on education and economic recovery as well. One of the participants noted that programming on SGBV “needs to have a sociological analysis [...]. Sometimes violence is not even the issue.” The approach follows a “process of healing.” After the psychosocial and health assistance, SGBV survivors are coached by women’s groups to pursue legal measures in the justice system. Both of the participants commented that in order to implement this approach, extensive preliminary consultation and assessment was necessary to determine key areas to address. A participant commented that the project design emerged from the consultant report identifying that “it was the legal aspects that needed more support and a comprehensive approach was necessary.”

Another form of smart practice that the respondents identified was the need to integrate activities for sensitization in the program model that can reach a public audience, such as through radios and school curricula. In addition, the respondent noted that strengthening national machineries and working within the system was necessary to instill a zero tolerance approach to impunity for

SGBV crimes. Therefore, for programming to work and be sustainable, nation-building needs to be incorporated into the approach.

In terms of the challenges that respondents identified in the program model, one of the respondents commented on the silence around men who are victims of SGBV. While there are not as many cases of SGBV that are perpetrated against men, there is more stigma attached to men as victims of SGBV. Another respondent said that limited resources meant that the project's approach could only focus on one zone in the DRC (North and South Kivu). With the DRC being such a big country, there would have been more of an impact with concentrating on one zone with higher rates of conflict, rather than the whole nation. Finally, both participants noted that the situation in the DRC is not only complicated, but had been going on for 10 years. This brought a number of its own challenges, where over time, community cooperation depended on how open-minded the leader of the community was at that time. The issue of sexual violence is linked with the situation of resources and armed forces. Conflicts eased and surged depending on what economic interests were at stake, and this had inevitable impacts on rates of SGBV. Therefore, a lens of only SGBV would not address the whole of the situation.

5.2.5 PROJECT IMPLEMENTATION

Activities for the project could be grouped under the following pillars: health and service delivery, economic recovery, access to justice and education/community mobilization. While the first phase of the project focused on health and service delivery, the second phase focused achieving access to justice and combatting impunity.

Health and Service Delivery

Access to medical and psychosocial care was provided to SGBV survivors in the first and second phase of the project. For a list of activities, see Appendix 3.

A respondent commented that a smart practice was collaborating with local women's groups, who "worked with the victims for however much time it would take until they [were] ready to speak publicly" in trial for the SGBV case. A large component of the medical and psychosocial support was to offer a "one-stop service where the services were integrated." However, as one respondent commented, a lack of resources was a challenge in implementing a one-stop service and training enough people for it.

Access to Justice

Activities for access to justice were included in the second phase of the project. While respondents emphasized that preliminary assessments of the program determined that accessing

justice was the main area of concern for SGBV survivors, getting them to a point where they felt secure enough to testify, enough evidence was gathered, and the legal system was strong enough to tackle SGBV and cases of impunity would take a multi-sectoral approach including education, institutional reform and health and psychosocial support. For a list of activities, see Appendix 3.

A challenge to the empowerment of SGBV survivors was the impunity that existed. Respondents noted a smart practice was providing continuous health and legal service for victims, including coaching, advising, registering the number of victims and collecting data. Another smart practice that a respondent identified was opening a toll free number that survivors can call, “and the number will provide you with info on the closest posts where you can find assistance.”

Community Mobilization

The project also contributed to raising awareness at the community level, by working with community leaders and authorities, educational institutions, and families and community members. This work was included in the second phase of the project. For a list of activities, see Appendix 3.

For both of the respondents, a big part of the project was focusing on community level leaderships, since it is at this level that social norms can be transformed. Building up the confidence and trust of survivors of SGBV to talk publicly in their communities requires that programs “work with traditional leaders as well [as] work with women’s groups.” One of the respondents noted that “to really change attitudes towards sexual violence, it wasn’t just [about] rape. It was also [about] chang[ing] attitudes in the communities” around relationships between women and men.”

The respondents noted that there were many mechanisms that acted as catalysts for community transformation. One community mechanism, as a respondent said, was “school programs that talk about the role of men and boys in building positive masculinities [...] and educate people on the gender dimensions of the conflict, why it is important to respect women and girls’ rights, why violence destroys not only women and girls, but also men.” The respondent commented that while working with men and boys is a challenge, “if you target young men and boys, you can transform society. These young men and boys are the ambassadors in their own communities.”

While one respondent identified the challenges of working with men and boys to affect community transformation on attitudes towards SGBV, another respondent noted that young men were appreciative of the opportunity to “talk about what the impact had on their community, and what happened to women and even to men, and to try to get together as a community to prevent the violence.” A respondent also highlighted another activity that led to an unexpectedly successful outcome for community transformation. A group of young girls decided to run for and won a competition in soccer, as “they said they would like to be perceived differently, not as

victims.” This not only increased their level of confidence, it also shifted how the community perceived them, not just as “victims,” but active and confident agents of their own lives.

Economic Recovery

Economic and income-generating activities were implemented in the first and second phases of the project. The first phase offered literacy training and life skills to youth through peer educators; however, there was limited data in the first phase on economic reintegration of SGBV survivors into their communities. The second phase supported school reintegration for children and youth victims of SGBV and supported program participants in income-generating activities. A lot of the activities were on skills-building, such as teaching women how to write if they’ve never been to school, and building on skills that will support whatever economic activity they want to pursue.

Institutional Reform

Institutional reform activities were implemented in the first and second phases of the project. The first phase worked on building the national SGBV database by collected close to 10 000 incidents and developing sensitization training and campaigns for military and the police on SGBV. The second phase continued to the work on building the SGBV database, as well as building capacity of national, provincial and territorial institutions to monitor and coordinate on sexual violence cases. The project provided financial and logistical resources, tools and training to provincial ministries to address cases of SGBV. Both respondents identified supporting the development of a national SGBV database as a smart practice in the project. Canada supported the DRC in the implementation of a national strategy that was developed by the country, one of the components of which was to establish “a system that protects the identity of victims and that is compiling data.” Another respondent commented that “it’s important to have data, and it’s important to survey also, not only to look at quantitative [data], but also qualitative.”

5.3 Burma

5.3.1 CONFLICT CONTEXT

Since the end of the British colonial rule, Burma has been plagued by civil war since 1948 with many ethnic based armed groups throughout the country (PeaceDirect, 2015). A coup d’état replaced the parliamentary democracy in 1962 and lasted for 49 years, during which time there have forced displacement of millions of ethnic villagers who have been subjected to SGBV and force labour by the Burmese soldiers (Beech, 2014). There continues to be human rights violations and religious persecution against ethnic populations, particularly against the Rohingya population in the Rakine State (Beech, 2014). Citizens have been imprisoned for criticism against the government and the government has increased intimidation of the media.

In 2015, Aung San Suu Kyi's National League for Democracy won in the national election, bringing hope for political change. Unfortunately negotiating for a National Ceasefire Agreement (NCA) has been a challenge. New issues emerge as a result of the new government encouraging new development and foreign direct investment projects in ethnic areas, including land confiscation, forced displacement of communities and negative environmental consequences. Issues exacerbating conflict remain pertinent, including accountability and impunity for human rights violations and control over natural resources. One respondent noted that "in Burma, there are two struggles. There is the struggle for democracy, and the struggle by ethnic people for self-determination."

It is estimated that there are 350 000 people who remain internally displaced in Eastern Burma and more than 110,000 refugees who live in nine camps across the Thai-Burmese border.

Challenges to Addressing SGBV

The displacement of millions of ethnic populations, internally and to refugee camps have intensified the risk of SGBV. One respondent noted that it is a challenge for SGBV survivors to seek reparations or justice due to the lack of judicial autonomy in Burma. Judges were appointed by the military, which still holds power and influence. Therefore, "it would be very difficult to bring cases against the military forward successfully."

5.3.2 CANADA'S GOVERNANCE STRUCTURE FOR BURMA PROJECT

This project was initially funded out of the humanitarian assistance branch. When the project was no longer addressing an emergency context, it shifted over to the bilateral country program desk for development programming, based around an expanded project design that addressed the social and economic needs of a displaced population in a protracted situation.

Sanctions in Burma at the time prevented donor countries from implementing development programming with organizations located in Burma, therefore, "[they] were able to support organizations that had headquarters outside of the country, but had personnel working in the country in an area where the sanctions did not allow [them] to go right into the country." The limited capacity for bilateral relations between Canada and Burma at the time aided greater flexibility in how the project could be designed and implemented since guiding priorities were not established yet. One of the respondents noted that a key lesson learned is that the flexibility afforded to the project based on the funding agreement between the government and partner NGO and the context in Burma at the time allowed the project "to be very nimble and responsive to the rapidly changing political and conflict-related circumstances."

The project proposal promised a five-year commitment from the Canadian government. As both respondents noted, the long-term vision of the project ensured that partners could have the flexibility and time to fulfill the ultimate objectives of the project.

The project had a governance framework that included “three tiers of organizations,” since the partner NGO worked with an intermediary NGO in Burma that coordinated between all the ethnic groups of Burma and surrounding border region. The respondent commented that the institutional complexity of working of an additional two levels of implementing organizations meant added risk and accountability in making sure all three organizations were reporting and using funds responsibly. The respondent said that “a question [they] have always had to defend with this project [was] where was the value added of the intermediaries.” On the other hand, the respondent noted that the level of trust already established between the government desk and the partner NGO eased the risk of working within a complex implementing structure.

Another challenge that one of the respondent noted was the issue of reporting, particularly for the health indicators. For the partners, it took a number of years to achieve consistent disaggregated reporting, and the reason why it had been difficult to coordinate was that “most reporting was done on statistics gathered from their work with communities” and there were 13 different health organizations. The data could not be rolled up until all the partners were reporting with sex-disaggregated data, and “it took a number of years to develop this capacity for all of their partners.”

Another challenge that one of the respondents noted was the way the narrative of the project was told through the reporting. While quantitatively, the results produced for some of the indicators seemed dismal and insignificant, the respondent highlighted that if reported qualitatively, the result would be more contextual and significant. For example, reporting on the number of shelters built in a community, the number of women supported was well below 100 in a regional population of around 500,000. If analyzed qualitatively, and taking into account the work that it took to engage a community where the stigma of SGBV was still strong, and to successfully ensure the protection of women as a priority in the community, this result became significant.

5.3.3 PARTNER ORGANIZATIONS’ GOVERNANCE STRUCTURE

The partner NGO worked with three main intermediary organizations that coordinated with their local NGO network to implement the activities. There was a relief organization that aided in humanitarian assistance during the displacement of populations from Burma. The organization also plays a “day-to-day accompaniment role and they do a lot of the decision-making on programming [...], mentorship, strategization and lots of technical support.” The respondents commented that the other organization worked with and supported other NGOs “working on human rights issues, livelihood issues and refugee support” and in the themes of health, food, shelter support, women’s empowerment and the media. The NGOs that they worked with offered representation from the diverse minority ethnic groups in Burma. Finally, the last organization coordinated a network of women’s rights organizations that “develop[ed] the capacity of organizations to plan and implement their own projects [...], do research and reporting on human

rights, and do outreach to regional communities.” The organization had an elected board made up of individuals in the organizations that coordinate and decide the day-to-day activities.

A respondent noted that one of the benefits of this NGO governance structure is that the diverse organizations were able to adapt to a context that was rapidly changing and offered different capacities to the project implementation. Since the government did not “have the capacity to contract out to 70 other organizations to the tune of 20,000 to 100,000 a year with renewable contracts,” having intermediary organizations in Canada and in Burma was an advantage in this area. Both of the respondents highlighted that this was possible because “it [was] also the product of long-term relationships.”

Both respondents also noted as smart practice in the NGO relationship between intermediary partner organizations is that the coordinating organization provided gender equality training to partners, and encouraged internships for women in male-dominated fields. Moreover, one of the respondents commented that the partner organization that coordinated the disbursement of funds to local ethnic organizations gave “core support, so that [organizations] themselves [were] the experts in their area.”

5.3.4 PROJECT APPROACH

The project approach started with addressing the practical health, food and shelter needs of Burmese refugees through humanitarian assistance. As the project expanded, the approach was centered on coalition-building and raising national and international awareness to influence public policy.

The project worked in five sectors: women’s rights, including violence against women; human rights and the environment; media; health care; and humanitarian assistance for refugees and displaced people.

One of the respondents highlighted that an important foundational approach of the project was in building coalitions. The strategic approach benefitted the organizations involved as it helped them learn from each other, but also amplify their diverse voices for “pushing policies forward, trying to develop policies that might be adopted by various stakeholders and might be put into the peace processes and addressing community concerns.” In particular, supporting networks of women’s rights organizations opened space for women to “come together in a safe space, to talk about the issues they [were] facing and to share strategies.” Coalition-building offered a unique opportunity for ethnic women to organize and be supported in their activism, since generally, the voices of ethnic minority women in Burma were marginalized and silent.

One respondent commented that the project approach focused so strongly on coalition-building and policy advocacy because looking in isolation at violence against women in conflict did not address the full issue. A strategy needs to take into account the effect of violence on an entire

community, and that “there are all sorts of different types of violence [that] will happen before the conflict, and it will continue after the conflict.”

5.3.5 PROJECT IMPLEMENTATION

Refugee and IDP camps and Health/Service Delivery

One of the activities of this project was providing health care and crisis support for women in refugee camps. One of the local ethnic organizations ran safe houses in the refugee camps, as well as community programs to end gender discrimination. While it was noted by one of the interview participants that a small percentage of the population was able to take advantage of the space, it created momentum for people in the camp to talk about SGBV and influence community leaders to address SGBV. The organizations also regularly collected and reported on sex-disaggregated data to produce a reliable database on reproductive health access and services throughout the different ethnic states of Burma.

Transitional Justice System

While not directly targeting access to justice and reparations for SGBV survivors following a conflict, one of the project activities documented cases of impunity in Burma for high-level research and reporting to international bodies such as the U.N.

Community Mobilization

Most of the project activities for this project were focused on building community capacity and building local coalitions among rights-based organizations that represent diverse ethnic regions of Burma. For a list of activities, see Appendix 3.

One of the respondents noted that community leadership training for women participants opened up space for women to be a part of the decision-making committees in their communities, which had been predominantly male. They have also been able to take on leadership positions in those committees.

A respondent noted that radio and television dramas offered an avenue to reach a wider audience and served as a form of community education on SGBV. The respondent also commented that media partners received gender sensitivity training from other partner organizations, so that women could receive equal representation and participation in the decision-making and development of media content.

In addition, another smart practice has been programs set up to address SGBV within the household and communities by including the victim and perpetrators’ families, friends and community members. The organization had set up a mediation component where in the face of disagreement or possible violence, program staff would “bring together the wife and support

friends and family, and husband's support friends and family [to] create a plan together that they all commit to and try to respect." The mediation program had "led to couples staying together or divorcing, but in a peaceful manner," before escalating into domestic violence.

Finally, another smart practice that the project integrated into the activities was the sensitization of all the organizations working together in the project, from media to humanitarian assistance and health delivery to develop their capacity to include equal representation of women and men, women's participation in decision-making, and non-discriminatory content in their everyday activities and outcomes. The coordinating partner organization also set up internships for women internally, for women to receive greater access to traditionally male-dominated fields of work and to management positions in the organizations. This resulted in more women holding positions of power in the partner organizations.

5.4 Colombia

5.4.1 CONFLICT CONTEXT

Colombia has been affected by violent conflict for half a century between the government and several guerilla forces. At least 50,000 lives have been lost, with more than 5.7 million Colombians displaced (Human Rights Watch, 2015; PeaceDirect, 2014). The current Colombian president, Juan Manuel Santos, is engaged in continuous peace negotiations with guerilla groups, FARC and ELN, which have been ongoing since 2012 (Human Rights Watch, 2015). Despite negotiations, fighting and hostilities have not been put to a hold. Currently, populations remain hopeful for a lasting peace process, and guerilla groups are not believed to have enough popular support or military power to post a serious threat to constitutional order (PeaceDirect, 2014).

Challenges to Addressing SGBV

In Tumaco municipality in southwest Colombia, the FARC was responsible for widespread abuses in 2013 and 2014, including killings, disappearances, torture, sexual violence, forced displaced, recruitment of children, extortion and death threats against community leaders (Human Rights Watch, 2015). SGBV is widespread in Colombia, and a lack of training and poor state implementation of protocols makes it difficult for women and girls to receive care. Impunity also prevents perpetrators of SGBV crimes to be brought to justice (Human Rights Watch, 2015).

One interview participants identifies Tumaco, one of the project target areas, as being ill-reputed for having a commercial sexual exploitation network that is managed by former paramilitary and guerilla groups. It is also considered one of the conflict zones of Colombia. Cartagena, the other targeted project area, is not an active conflict site, and is known as a tourist destination on the Caribbean coast. Therefore, the issues faced in Cartagena focus on sexual tourism and commercial sexual exploitation that are managed and exacerbated by major mafia rings.

Topics such as commercial sexual exploitation and sexual abuse are stigmatized in Colombia, therefore, one respondent notes that it is a difficult issue to talk about. In particular, boys and men do not want to openly talk about it, and therefore it is difficult for boys particularly to accept that they had been victims of sexual abuse or commercial sexual exploitation of children (CSEC).

A respondent commented that in Tumaco, there is a big group of displaced populations, particularly single mothers with children. SGBV in displaced populations is home-based. Extended families are forced to live in the same room, and in some instances “that is where sexual abuse takes place.”

5.4.2 CANADA’S GOVERNANCE STRUCTURE FOR COLOMBIA PROJECT

Funding for this project managed from the Colombia bilateral desk for development programming. Canada’s bilateral programming in Colombia is focused in two sectors: Children and Youth (targeting education and child protection and rights) and Sustainable Economic Growth (increasing access to Colombia’s economic development, particularly in rural areas, youth employment and entrepreneurship, and natural resource governance (Global Affairs Canada, 2015). Canada’s relationship with Colombia includes development, peace and security, political and trade programming. Global Affairs Canada (GAC) has a decentralized field team in Colombian.

5.4.3 PARTNER ORGANIZATION’S GOVERNANCE STRUCTURE

The main partner organization that implemented and coordinated the project is a large, international organization with branch offices in countries around the world, including Colombia. The partner NGO’s office in Canada partnered with the one in Colombia to coordinate and implement project activities.

One respondent highlighted the strong relationship that the partner organization had with institutions and communities in Tumaco and Cartegena; therefore, during the armed conflict when “not many organizations have survived because there is extortion,” the partner organization was able to continue to implement programming because of their long-term presence in the communities and earned trust and respect among communities and even armed groups.

From the Canadian office, the partner organization provided a management role of “helping to re-work [their] reports and annual work plans, templates, budgeting, forecasting right through to some technical expertise.”

5.4.4 PROJECT APPROACH

The project was funded by Global Affairs Canada over a period of five years in two regions of Colombia: Tumaco and Cartagena. One respondent noted that the objective of the project was focused on “helping to fully realize the rights of life, survival, development, protection and participation of children.” This was done through “strengthening institutional, community, children and youth capacities to improve the protection of them and their ability to exercise their rights.”

The respondent noted that SGBV was approached “through the overall holistic lens of protection, prevention and rehabilitation of victims of commercial sexual exploitation of children (CSEC).”

The project methodology in Tumaco and Cartagena were very different, since the situation in Tumaco was still in armed conflict while Cartagena was considered a tourist destination with high rates of CSEC. One of the respondents said in Tumaco “it was definitely more about prevention and working with the local institutions and governments, ensuring that where [they] could that certain policies were being adapted [and] helping the service providers understand what the parameters were for providing services.” The respondent commented that in Tumaco, project planning and implementation had to be covert, whereas in Cartagena, implementation of project activities could be more public and in the open since it was no longer considered an active conflict site.

One of the respondents noted that a challenge for implementing their project approach came in the third year, when there were demonstrations at the national level and in major cities. There was a period of time that the partner organization was not able to implement any activities in the smaller cities and rural areas of Tumaco after the demonstrations because the guerilla forces had more control over those territories and the risk on the safety of beneficiaries was too high.

5.4.5 PROJECT IMPLEMENTATION

Health and Service Delivery

For health and service delivery, the local organization in Cartagena set up a rehabilitation centre that offered psychosocial support, health services, meals and day programs. The respondent noted that children could “stay there if they needed to, if their home or wherever they were living was deemed not safe, because there were a lot of cases where their own family members were setting up and allowing the abuse to actually happen.”

When prompted about the different gender impacts of CSEC, a respondent commented that “boys were harder to reach, just because there was additional stigma attached to [CSEC] for boys. Locally, there were assumptions attached to those stigmas—if boys were victims of CSEC, it was because they were homosexuals.”

Community Mobilization

The project worked in communities in Cartegena and Tumaco to implement activities to prevent sexual exploitation against children and youth. For a list of activities, see Appendix 3.

One of the methodologies used was theatre of the oppressed. Theatre of the oppressed provided not only an opportunity for youth to open up about social issues and SGBV in the community, it also offered “artistic initiatives to promote income generation.” As one of the respondents noted, the youth “decided to create their own theatre group, [...] and actually started to do their own campaigns in their schools.”

In terms of activities to promote the engagement of men and boys in discussions about domestic violence and sexual abuse in the community and in the family, one respondent noted that they “decided to change the strategy and [...] make sure more men and boys participated in the project [...] [by] launching sports games for parents [and] sports games for parents and their children. There was a couples training workshop, so wives could bring their husbands or partners to the training.” The project staff decided to engage in wider community activities that brought members together, and through activities such as sports games, engaged participants in discussions about SGBV.

Another campaign integrated in the activities of this project promoted leadership and ally-ship among men in the communities to work with other men to promote gender equality and discuss issues of SGBV and masculinity. One respondent noted that this was a smart practice for the project, since at the beginning of the project, they had only 5 or 10 constant male participants, and by the end of the project there was 50 participants.

One respondent noted a challenge to working with communities was the issue of access, particularly during the third and fourth year when the conflict surged in Tumaco and the risk of armed forces and violence prevented organization staff from accessing different municipalities outside of urban areas.

Institutional Reform

Another major component of the project was working with municipal and national governments to build capacity and promote equitable public policies among state agencies involved in child protection and rights. For a list of activities, see Appendix 3.

One interview participant noted that in Cartegena, project staff worked with municipal authorities to strengthen their ability to “better support and improve the provision of protection services locally to victims.” An awareness raising campaign was set up in airports to notify travelers that CSEC is a prosecutable crime.

A challenge working with local government agencies on child welfare was “training them to understand what types of services needed to be provided, how they needed to provide those services [and] trying to combat with stereotypes,” which was pervasive among government officials. Strategies and tools to prevent the re-victimization of people coming forward with their cases also had to be set up in the system, because sometimes “a victim of CSEC would have to recount their stories five, six or seven times just because [the system] was very discombobulated.”

On the other hand, another respondent noted that a smart practice was citizen training “on public policy and how to change public policy and what were the rights of citizens.” This resulted in the creation of community policy groups that actively engaged with the Mayor to advocate and institute three public policies, “one for gender equality, one for children and youth, and one specifically for children.” The policies were approved and implemented by the mayor using his own budget. The respondent said that this was “such a big thing for the town [because] they started believing again in institutions.”

Economic Recovery

While reintegration activities did not take up a big part of the project, one of the activities was to form a partnership with a micro-finance institution to provide credits to community populations in extreme poverty. Children and youth received skills training, in technical assistance and financial administration, so that they could develop their own initiatives. One respondent noted that a group of youth formed a theatre group that performed locally in their municipalities and worked with local schools and government agencies. The youth theatre group “was hired by the mayor’s office and different organizations locally.” The group was able to engage in public dialogue about difficult topics such as CSEC and sexual abuse with their local communities through creative initiatives such as theatre.

5.5 Colombia/Guatemala/Peru

5.5.1 COUNTRY CONFLICT CONTEXT

Peru

Between 1980 and 2000, Peru was engaged in an internal armed conflict between the government and armed guerilla group, the Shining Path, a Maoist community party. The conflict was driven by drug trafficking, as Peru was one of the largest producers of cocaine at the time. A rival guerilla group, the Movimiento Revolucionario Túpac Amaru (MRTA) was also involved in the conflict (Insight Crime, n.d). Nearly 70,000 died or disappeared during the conflict and government forces were blamed for around 23,000 deaths as well as widespread human rights abuses. A little under half of the deaths were attributed to the Shining Path (Insight Crime, n.d.).

Peru's centralized police force, the Peruvian National Police (PNP) have a reputation for corruption and the armed forces have been involved in incidents of human rights abuses (Insight Crime, n.d.).

Guatemala

In 1954, the democratically elected government of Guatemala was overthrown in a military coup, prompting an internal conflict between military governments and insurgent groups in Guatemala. Guatemala endured more than 36 years of internal conflict until 1996 when the peace accords were signed (Peace Direct, 2014).

Despite the signing of the peace accords, corruption and weakness of state continued to present challenges to state stability and accountability to its citizens. The long-running conflict had normalized violence and resulted in uncontrolled weapons, unemployment, racial tensions and inequality (Peace Direct, 2014).

The partner organization published a report noting that over 200,000 people were killed, 1.5 million were internally displaced and over 200,000 went into exile in Mexico. Thousands of refugees crossed the border into neighbouring countries for shelter.

Colombia

(see section 5.4.1)

Challenges to Addressing SGBV

Peru

Impunity for SGBV crimes in the context of war was rampant. At the time of the project, the project report documented that there existed little legal analysis or legal mechanisms to address the issue of impunity. In the Truth and Reconciliation Commission's 2003 report, it was written that the use of rape as a weapon of war by the military and the police in Peru was systematic and generalized, and therefore constituted a crime against humanity.

In communities, there was stigma against women who were sexually assaulted. Moreover, women were more likely to remain silent for fear of community retribution not only against themselves, but against their children as well.

In Peru and Guatemala, the majority of women affected by SGBV during conflict are indigenous. The crimes committed during the internal armed conflict was linked to a long history of violence against indigenous people in the Americas.

Guatemala

Guatemala's justice system lacked independence and was easily susceptible to corruption and impunity. Therefore, access to justice was difficult to achieve for women who have been affected by SGBV during conflict.

According to project reports, there have been targeted assassinations of women, called "femicide," in Guatemala City. According to data from the Centre for Legal Action in Human Rights (CALDH), between 2000 and 2007 there have been 3,235 cases of violent deaths of women in Guatemala.

Although Congress passed a law on sexual violence, exploitation and human trafficking in 2009, the government lacked the capacity and political will to train civil servants to implement the new law.

Colombia

Access to justice was difficult to achieve for survivors of SGBV in Colombia. Sexual violence in conflict was not openly discussed, and within communities, a lot of SGBV occurred within the household and were not talked about in public. In 2004, Auto 092 was implemented through the Court, which provided a comprehensive set of measures to protect the rights of displaced women. The project report noted that Auto 092 identified a number of gendered risks that women face in the context of armed conflict, and ordered the creation of programs to support displaced women, and requested that the Attorney General investigate 183 cases of sexual violence.

5.5.2 CANADA'S GOVERNANCE STRUCTURE FOR COLOMBIA/GUATEMALA/PERU PROJECT

This project was funded through the Peacebuilding Unit initiated in 1998 until 2009. It was operated and managed through the Humanitarian Aid branch and provided aid in the transition between humanitarian aid programming and development programming. The first phase of the project was funded under the Peacebuilding Unit; however, shortly after the second phase was approved, the Peacebuilding Unit ended and was replaced by the Early Disaster and Risk Reduction Group. The case study participant noted that in terms of the relationship between the NGO partners and the Government of Canada, a level of trust, flexibility and commitment to long term, responsive programming was needed to ensure effective governance and implementation of programming.

The respondent reported that the Peacebuilding Unit had a mandate that required "much less in terms of reporting requirements [from partners] because they made sure to really know the kinds of organizations that they used and they understood that [partners] were going to be working in areas that were either humanitarian assistance, disaster, or something that was pretty close to that in peacebuilding areas where [...]you had to be quite agile to be able to move around and make decisions." The respondent commented that when the Peacebuilding unit ended and was replaced

with the Early Disaster and Risk Reduction Group, the kind of flexibility that was offered through the Peacebuilding unit was also lost to NGO partners, as the Early Disaster and Risk Reduction Group focused more on working with U.N multilateral organizations.

One of the smart practices that the respondent identified with the Peacebuilding unit was that they incorporated long-term responsive programming that “responded to innovative ideas.” A challenge following the dissolution of the Peacebuilding unit was that “within the part of Global Affairs Canada that any NGO can access, there [was] very little long term programming [...] and there is very little responsive programming.” The interview participant emphasized that trust and flexibility were important features in partnerships between government agencies and NGOs. Moreover, having reliable, flexible and long-term funding meant that NGO partners were able to “work with people in other countries with the notion that they didn’t have to re-write everything for a new focus every year [...]. [T]hey would not have to reinvent their institution with every new project.”

Project reports noted that political support acted as an advantage for the effectiveness of high-level advocacy. The partner organization found that the Canadian Embassy’s support and accompaniment of partner staff to high level meetings with the Guatemalan government and international community was instrumental for pushing for state cooperation to promote the rights of SGBV survivors.

Collaboration with Colombian Government

In the project report, it was noted that working with state agencies supported project sustainability. The partner organization engaged high level civil servants in the activities of the project, therefore strengthening the institutional capacity of government agencies and “reduc[ing] the risk that that these issues will fall off the organizational agenda when committed people leave.” In Peru, partner organizations were able to work with state agencies to promote the rights of women victims of SGBV, resulting in the addition of a chapter on political violence against women during armed conflict in a National Plan on Violence Against Women 2010 to 2015.

5.5.3 PARTNER ORGANIZATION’S GOVERNANCE STRUCTURE

The partner NGO (P-NGO) in Canada worked with a regional NGO (R-NGO) in Latin America that coordinated with local organizations in Peru, Guatemala and Colombia. The partner organization supported the R-NGO with developing the programs in Peru and Colombia, and tying them together so that country project teams could learn from each other. The respondent commented that having a regional approach to programming allowed project officers in each country to learn “by looking at things from another country’s point of view.”

The NGOs were both able to bring in their experience and expertise into the partnership, which supported the governance and operationalization of the program. The respondent said that as the point person in the P-NGO, they and their colleagues were able to assist with technical assistance, strategizing and “acting as a sounding board for if obstacles came up.” The P-NGO could offer their presence in high-level meetings with the government, or contact the Canadian embassy to seek their involvement. The P-NGO also provided support with seeking out additional funds or networks of organizations that were doing similar work or could offer expertise in program areas such as psychological support for SGBV survivors.

The R-NGO was well positioned to coordinate among local country project teams. As highlighted in the project report, the R-NGO “convened bi-monthly meetings during which counterparts updated one another on program activities, exchanged perspectives on the issues at hand and collectively reflected on methodological issues and program strategies.” The R-NGO coordinated between the three country organizations to implement a regional strategy for approaching the Inter-American Commission on Human Rights (IACHR) regarding hearings on SGBV cases.

Lack of resources was a reoccurring challenge for NGOs. On top of that, the respondent emphasized that a lot of resources were needed to coordinate regionally, build long-term relationships, and perform the “day-to-day, labour-intensive stuff of working with people.” Working across regions allowed the program to make connections with a number of organizations in Peru, Guatemala, Colombia and internationally, including European NGOs “to help fund and coordinate the program.” Another smart practice was that the time and resources that the R-NGO dedicated to creating regional coordination spaces for program counterparts allowed a reflective element in program design and implementation, where counterparts could meet for exchanges and discussion, share lessons learned and the challenges they experienced.

5.5.4 PROJECT APPROACH

The project had two phases, running a total of 4 years. This project emerged from an earlier project that was only concentrated in the highlands of Peru in 1993 after the end of the war. Originally, the focus was not on SGBV, but centered on “bring[ing] back the idea of democratic process at the local level.” As the respondent commented, it was only after talking with local women’s groups and over the course of three years that program participants began talking about the sexual and political violence that happened at the community level.

This project developed around the idea that people, and especially women who had been displaced from their homes and were returning, could learn through exchanges across regions. The exchanges between women in Guatemala, Peru and Colombia enabled “people to create centres of mutual reinforcement.”

The project report highlighted that “healing and reparations were the program’s focus, with the premise that control over the pace and progress was up to women survivors themselves rather than outside actors.” As the respondent noted, the project participants were mostly indigenous women or internally displaced women; therefore, indigenous worldviews were incorporated into the project strategy. For example, working with indigenous women in Peru, the P-NGO and country counterparts were able to determine that many indigenous communities in the Andean region did not have a concept of mental health, but understood their well-being as a balance between physical and social health. Therefore, SGBV survivors identified one of the consequences of violence as their incapacity to “balance” themselves, and sought support from the community to achieve equilibrium between their thoughts, emotions, work, nature and divinity. Moreover, the perspective informing the project strategy was premised around the idea that SGBV during conflict derived from violence experienced in women’s everyday life in conflict and in peace, and therefore, project activities including training rarely focused solely on sexual violence. Instead, activities worked to develop capacities to prevent all forms of gender-based violence: political, cultural, and sexual.

The elements that inform the project model also pose its own challenges. As the respondent commented, the reason why this project model based around regional exchanges was successful was because smaller projects before it were able to test out different methods for program effectiveness. Despite having the opportunity and experience to test out optimal and cost-effective methods, having the resources for coordinating regional exchanges among country program participants and program staff continued to be a challenge. Another challenge identified by the respondent was incorporating indigenous world visions within mainstream legal systems.

5.5.5 PROJECT IMPLEMENTATION

Health and Service Delivery

Psychosocial support and accompaniment were provided in both phases of the project to women survivors of SGBV and their families. For a list of activities, see Appendix 3.

In Peru, psychosocial support was “designed around training on organic gardening, rearing of guinea pigs and traditional weaving. In order to jointly meet the mental health and livelihood needs of women survivors living in impoverished rural areas.” The project report also highlighted that workshops, individual interviews, home visits and community meetings were part of the psychosocial support provided to women survivors in Guatemala and Peru. In terms of psychosocial accompaniment, the counterpart organizations in Peru would accompany women in their efforts to register with the Regional Victim’s Registry, and advocated against barriers that prevented women from registering, including the public and non-confidential nature of the registry.

A cultural perspective that respected the indigenous worldviews of project participants informed psychosocial support. Therefore, one of the challenges the respondent identified was incorporating this into a predominantly mainstream, Spanish-speaking culture, where the psychologists the project worked with were all trained at major universities that taught in Spanish and followed Western concepts of mental health. Despite this, the respondent said that “learning from that and understanding how different indigenous groups construct their social identity” was beneficial for providing psychosocial support that reflected the needs of the women, and gave autonomy for “the women themselves to drive the case.”

Another challenge identified by the respondent was the lack of resources for indigenous women who were psychologists to improve their techniques and train other people to provide culturally sensitive health programs to difficult to reach rural areas.

Transitional Justice Systems

Sensitization of officials in justice institutes and advocacy for reparations for women survivors of SGBV were implemented in Peru, Guatemala and Colombia. For a list of activities, see Appendix 3.

The respondent commented that the creation of a human rights ombudsmen acted as an important mechanism for project counterparts in Guatemala to get to know people working in government who were interested in advocating against SGBV and was willing to “link up with others in the justice department who would like to do something.” Sensitizing judges and lawyers was also important and as the respondent said, rarely done. The success of one of the court cases was an emblematic moment that precipitated a legal precedent that other countries in Latin American countries could use for their own cases.

The respondent identified a couple challenges in their work to improve conditions for women survivors of SGBV seeking reparations and justice for the crimes committed against them. The respondent commented that, in most circumstances, the women “were working from having no experience,” and were trying to gather evidence for cases that would be 20 years old. In addition, the respondent said that a challenge was reconciling the different mentalities between the women survivors and the lawyers working with the program, who wanted “to do everything to get the women to testify and testify in a way that [they] wanted her to testify.” The respondent highlighted that in these circumstance, “[they] had to assist [the women] with standing up to the lawyers and to make sure the lawyers didn’t inadvertently start directing the process.”

Community Mobilization

For a list of activities implemented for community mobilization in Peru, Guatemala and Colombia relevant to addressing SGBV, see Appendix 3.

The respondent noted a couple of challenges that project counterparts had to navigate, including the risks to participant safety during public events. Particularly around campaigns against impunity, the respondent said that “there were very credible death threats and a couple of people who were working on this were attacked.” In situations like this, safety was the first concern for project staff, and other avenues were found to launch public campaigns, launches and press conferences. The respondent also noted that in some circumstances, men in communities were suspicious of women-only meetings that were happening following the conflicts, and the men would show up. The respondent noted that in these situations, it “meant working with [the men], while working with the women,” since excluding the men would create a rift in the community that would endanger the women. On the other hand, the respondent highlighted the importance of creating safe, women’s spaces, as well as community spaces. Community spaces provided the opportunity for women to “test out whether they can have the nerve to speak in public and in their community,” however, women-only spaces offered women the peer-to-peer confidence to start talking about stigmatized issues in a safe space.

Institutional Reform

For a list of activities, see Appendix 3.

5.6 Summary

The findings offered an understanding into the smart practices and challenges that NGO and government practitioners encountered in their work with SGBV programming in conflict contexts. A conflict context offered background information into the project’s approach, and the organizational governance and partnership structures provided a framework for how the project would be implemented and the priorities guiding the implementation. The interviews focused on the governance and project approaches of each case study since there was a gap in the literature discussing how organizational governance informed project effectiveness for addressing SGBV in conflict contexts.

Case studies shared a similar understanding that addressing SGBV required a holistic lens that recognized gender-based violence as a multi-faceted issue that had roots in economic, political, social and cultural inequity. Another pattern that emerged was an emphasis on organizational trust between implementing and funding partners, particularly for programming that would be operating in an unstable and violent context with a sensitive and traumatized participant group. Areas that were not addressed in the interview findings and review of project reports were the impact of environmental destruction and resource extraction (connected with conflict) on SGBV, men as victims of SGBV during conflict and women as perpetrators or participants in violence, and violence against LGBTQ groups in conflict.

6.0 Discussion and Analysis

From the literature review, it was identified that there was limited literature on programming in conflict contexts from a development perspective, as well as a gap in understanding organizational cohesion and partnerships in shaping effectiveness of SGBV programming. Therefore, the case study interviews attempted to focus on these two areas, as well as drawing out the smart practices and challenges of project implementation to address issues of SGBV and gender equality outlined in the research question.

Findings were organized based on the following themes: organizational governance, partnerships, human security approach, health and psychosocial service programming, access to justice programming, and community mobilization programming. Themes emerged from patterns identified in the four case study interviews and from the literature review of smart practices and challenges the participants encountered throughout the project cycle. The themes also reflect the conceptual framework, which connects theoretical frameworks and approaches in conflict and development programming to implementing priorities in programming activities.

6.1 Organizational Governance

The literature review highlighted challenges in the governance structures that implemented and monitored programming on SGBV and gender equality in conflict contexts. Challenges included a lack of political will, sustained funding, and disaggregated data and evidence (PeaceWomen, 2015). In terms of organizational governance and its influence on SGBV programming in conflict contexts, there was a gap in the literature. From the interviews, participants also identified sustained long-term funding and disaggregated data reporting as challenges in project implementation. Interview participants who were government-affiliated funding actors were more likely to address issues with sex- disaggregated data reporting as a challenge, while participants who were NGO-affiliated implementing actors were more likely to address the issue of long-term and sustained funding. Participants also highlighted flexibility, trust, and long-term, responsive programming as important elements in organizational governance.

6.1.1 FLEXIBILITY

General findings identified flexibility in project planning as a crucial element for effective implementation of SGBV programming in conflict contexts.

Flexibility in the project design was important for programming in conflict contexts, since it allowed space for integrating risk into the project. Particularly for interviewees who worked with implementing NGOs, having flexibility built into the project design meant staff could adapt the project to unexpected circumstances and violence brought on by conflict, prioritization of participants' safety and comfort during violent situations, and the specific needs and concerns of a conflict-affected population at different points of time. The governance structures framing each of the case studies affected how much flexibility can be afforded. For Burma and

Colombia/Guatemala/Peru case studies, participants noted greater flexibility in their capability to adapt the project to the conflict context. This is because the Burma project operated under a newly developed bilateral country desk that had not set its thematic priorities yet at that time, and the Colombia/Guatemala/Peru project was managed under the former Peacebuilding Unit, which had a mandate that understood volatility in conflict situations affected project implementation. For the DRC and Colombia case studies, which were managed under bilateral country desks with thematic priorities for programming, the concept of flexibility did not factor into the discussion. The different mandates governing each of the government sectors that work on programming in conflict situations affected the level of flexibility and project adaptability.

Project flexibility was also associated with implementing and funding actors' comfort with incorporating risk into the project design in order to be able to handle unexpected circumstances. Findings from the DRC and Colombia case studies demonstrated that in face of conflict surges, flexibility in the project (including a long-term sustained funding) meant that project activities did not have to follow a strict timeline, and could be delayed for the safety and wellbeing of participants. This went hand in hand with sustained funding, since lenient, long term funding over a multi-year time period facilitated greater flexibility.

Incorporation of risk was also highlighted in the Colombia/Guatemala/Peru case study. The interviewee noted that the participatory approach of the project emerged from smaller projects funded by the Peacebuilding unit that helped perfect the best method for implementing this form of project approach. Without the opportunity for testing new methods and a leniency towards risk, innovation for programming in a conflict context would not have been possible.

6.1.2 TRUST

Participants also highlighted the need for trust between implementing actors and the communities within which they worked for effective SGBV programming, especially since project staff would be working with SGBV survivors who were facing stigma, trauma, and lack of access to necessary services. In the Colombia/Guatemala/Peru case study, the interview participant tied flexibility of project design to trust. The relationship of trust that was built between government officials in the Peacebuilding unit and NGO staff meant that NGO staff had more autonomy to make decisions that reflected the needs and concerns of communities on the ground without going through a reporting process with funders. The Early Disaster and Risk Management group, which replaced the Peacebuilding unit, was more financially driven with higher reporting demands. The Early Disaster and Risk Management group worked primarily with U.N organizations since they had a less rigorous reporting standard with the government, and access to this type of conflict programming was closed off to NGOs. Similarly, the Colombia case study interviewees recognized that the project's success and sustainability in Tumaco, where active conflict drove out a majority of international NGOs, was the trust they were able to build with the community. In both cases, trust was built through long-term, committed engagement of programming actors with their partners and community participants.

6.1.3 LONG-TERM AND RESPONSIVE PROGRAMMING

In sum, elements of trust, flexibility and risk were identified as smart practices for the governance of SGBV projects in conflict contexts. Findings from the interviews demonstrated that to establish trust with the communities and respond to the diverse needs and concerns of SGBV survivors, long-term and responsive programming was needed. According to project implementing interviewees, this could be a challenge within rigid governance structures of funding agencies outside of a partnership agreement. Working towards a mutually beneficial agreement for long-term and responsive programming required trust among implementing and funding partners, flexibility and leniency towards risk.

6.2 Partnerships

6.2.1 INTRA-ORGANIZATIONAL COLLABORATION

Three of the four case studies incorporated multi-organizational collaboration and coordination. Findings from the case studies highlighted how collaborative work with different partner NGOs provided the multi-sectoral and diverse expertise needed to holistically address SGBV in conflict contexts, from institutional capacity-building, accountability in justice systems, health service provision, and community engagement and leadership-building for women.

The interviewees emphasized various advantages of intra-organizational collaboration. Interviewees noted that intra-organizational collaboration among partner NGOs offered a reflexive component to programming to share knowledge, lessons learned and smart practices. It also meant that as knowledge was transferred organically through organizational exchanges to partners in other countries or regions, implementing agencies did not have to “reinvent the wheel” with each new country project through assessments, research, consultations, training and project planning. A participant highlighted that intra-organizational partnerships incorporated a mentorship component. A peer network that developed between NGOs provided technical assistance to develop thematic strategies such as for gender equality, and even worked together to form a separate organization dedicated to providing self care advice to partner staff experiencing burn out. This was particularly salient for NGOs working with marginalized and stigmatized populations such as SGBV survivors, where staff were supporting project participants with health and counseling needs, working with institutions to improve capacity, and documenting and researching data for reports to change international and national policies for greater gender equality, accountability for SGBV cases, and addressing impunity in courts.

Findings suggested the biggest challenge that case study interviewees had with intra-organizational collaboration was the lack of resources dedicated to organizing exchanges and developing long-lasting partnerships. An interviewee also emphasized the need to support women’s rights organizations specifically, since they are typically underfunded.

6.2.2 COORDINATION BETWEEN NGO, CIVIL SOCIETY AND GOVERNMENT

Interviews generally found that case study participants identified coordination and cohesion between NGOs, civil society and government agencies as effective means towards project sustainability. All case studies worked closely with and integrated municipal or national government involvement in project implementation. The Colombia/Guatemala/Peru case study interviewee noted that activities that worked with government officials offered partners and civil society advocates access into high-level institutions and facilitated change-making from within the system. An interviewee participant from the DRC case study recognized that a challenge to working with government agencies was that in some conflict situations, this also meant working with agencies that were complacent to impunity for SGBV charges against security forces. In addition to working with government, sustainability of the project also depended on the building of trust between implementing NGO staff and the local community.

6.3 Human Security Approach

All case study projects embodied a human security perspective in their project approach, including the incorporation of diverse representation in the project approach and gender mainstreaming. A human security approach looked at social, political, economic, environmental and cultural dimensions of conflict, while working at grassroots and institutional levels towards a greater commitment for peace.

Another aspect of the human security perspective to conflict programming was the capacity to acknowledge that violence occurs across borders, and therefore, recognized the advantage of a regional approach to addressing SGBV, peace and security (The Civil Society Network for Human Security, 2013). Findings from the interviews suggested that integrating a regional perspective to programming has benefitted planning and knowledge sharing in the case studies. The Colombia/Guatemala/Peru case study implemented a regional perspective through knowledge exchanges between country counterparts and the formation of a regional legal strategy to appeal the Inter-American Human Rights Commission on accountability for SGBV crimes. The interviewees for the DRC case study recognized that an approach that looked at the Great Lakes region would address the movement of military across borders, and the violence that occurs in intra-border movements. While not within the purview of the case study project, other projects managed through the DRC country program and connected to this case study worked across the Great Lakes region.

A challenge that the literature review mentioned was that while the human security perspective integrated security with issues of structural inequality, the institutional separation of development from security compromised the full application of a human security approach to international programming in conflict-affected countries (Krause and Jutersonk, 2005, p.455). This point was reinforced in the findings of the interviews, where an interviewee noted that planning and consultation for projects needed to take into account natural resource extraction,

because violence against women occurred in the involvement of military and rebel forces in natural resource extraction. The alignment of development and security initiatives in Canada's policy and programming in bilateral relations could be a topic for future research. Since this research only focused on development projects, it was not able to delve further into this issue.

6.3.1 DIVERSE REPRESENTATION

Findings demonstrated that diverse representation was considered, and in a couple case studies, even the driving force of project approaches. This was important since the literature noted that international programming on SGBV in conflict situations often classified women as a homogenous group, with little consideration for the diverse interests among women, divided across class, geography, ethnicity, religion, etc. (Domingo et. al., 2013, p.4; Heathcote, 2015, p.55).

The Colombia/Guatemala/Peru case study was informed by a participatory approach that prioritized indigenous worldviews. The project facilitated exchanges between women from the different countries to share strategies and challenges, smart practices, and lessons learned. The project found that indigenous women in Guatemala, Colombia and Peru were able to learn and empathize with indigenous struggles for recognition and representation in mainstream health and justice systems across borders. Exchanges helped develop centres of reinforcement for indigenous women populations who shared a lack of access to voice, rights and autonomy. Moreover, Burma case study worked with a network of women's rights organizations that had representation from most of the diverse ethnic groups that make up Burma's population.

Findings show that the case studies generally addressed intimate partner violence and SGBV committed by military forces during conflict, which accurately coincided with the literature review that demonstrated intimate partner violence as the most commonly perpetrated form of SGBV in conflict (Wirtz et. al., 2013, p. 1; Stark and Ager, 2011, p. 130; Human Security Research Group, 2012, p. 33; Buscher, 2006, p. 10). Overwhelmingly, case studies worked with women who were SGBV survivors. None of the case studies worked with men who were survivors of SGBV. Interview participants noted that there was still a stigma around men and boys coming forward as victims of SGBV, and the Colombia case study interviewee mentioned that it was harder to target boys who were victims of commercial sexual exploitation than girls because of the extra stigma.

Sexual diversity outside of heterosexual relationships and lesbian, gay, bisexual, transgender, and queer (LGBTQ) issues were not addressed or advocated in the case study projects. The literature review also highlighted that analysis of SGBV in conflict continues to centre on men and women in heterosexual relationships (Engle, 2015; Heathcote, 2015; PeaceWomen, 2015; Shephard, 2010). There was a lack of literature specifically on LGBTQ issues and inequities in conflict situations, and programming targeting this population.

6.3.2 GENDER MAINSTREAMING

Gender mainstreaming emerged from the Gender and Development (GAD) approach as a way to institutionalize the model following the Beijing Declaration and Platform for Action in 1995, a process that was embraced by the Government of Canada. The approach attempted to integrate gender into broader processes, political, technical and organizational (Domingo et. al., 2013). However, a challenge for institutionalizing gender mainstreaming was a lack of standard ‘blueprint’ for implementation and a lack of dedicated resources (Moser, 2014).

Findings suggested that case study projects that had incorporated gender mainstreaming into the project, including the development of gender equality strategies into partner organization’s framework, sensitization workshops on gender for partner organizational staff and participants, and mentorship programs for women within partner organizations resulted in more women taking on leadership positions within organizational structures of the project and greater prioritization of gender equality in project activities and results.

A challenge that case study interviewees noted was a lack of resources towards gender mainstreaming, particularly in sensitization training for service providers and organizational staff and collaboration across NGO, civil society and government sectors.

6.4 Multi-sectoral Programming

All case studies used a multi-sectoral approach to addressing SGBV. The projects worked with different sectors, including health, justice, civil service and education, at grassroots and institutional levels to ensure that community practice reflected equitable policy reforms. Main programming areas in the case studies were in health and psychosocial service provision, access to justice, and community mobilization. The other general areas of programming that addressed SGBV in conflict, internally displaced persons and refugee camps, economic reintegration and peacekeeping initiatives, were not significant in the activities of the selected case study projects. This could be attributed to the fact that the case study projects were mainly from development angle, whereas displacement and refugee camps tended to be in humanitarian assistance sector, and reintegration and peacekeeping were in the security sector.

6.4.1 HEALTH AND SERVICE DELIVERY

Healing Process

Findings from two case studies suggested that a smart practice for working with SGBV survivors was incorporating a “process of healing,” which placed the care and wellbeing of the participant first with a ‘do no harm’ principle informing project activities. The Colombia/Guatemala/Peru and the DRC case studies followed the trajectory of providing SGBV survivors with continuous care through health services, psychosocial care, legal support and accompaniment throughout the process. The Colombia/Guatemala/Peru project staff supported SGBV survivors with not only

counseling, but also with communicating with lawyers, registering in the National Victim's Registry, gathering testimonies, witnesses and sensitizing judges. Similarly, the DRC project staff provided a "one stop shop" for women to receive a comprehensive set of services that ranged from psychological services, reintegration into society and community support.

Lack of resources for training on psychosocial services

A challenge that both the DRC and Colombia/Guatemala/Peru case studies found in their "healing process" approach was the lack of resources available for providing training and capacity building for psychosocial service providers. Specifically, in the C/G/P case study, the participant noted that a lot of training was necessary to incorporate understandings of indigenous visions of health, community and well-being into health and psychosocial care, since the psychologists were trained in Western concepts of psychosocial and health support. Where the interviews with NGO practitioners found that resources were lacking for psychosocial training, Wirtz et. al.'s research found that psychological care for women and girls who have experienced SGBV was lacking in conflict programming, with many women reporting only being treated for the physical outcome of the violence, but not receiving further care or follow-up to deal with the trauma (2013, p.12).

Working with Local Women's Organizations

Community stigma prevented victims from reporting SGBV, seeking health services and psychosocial counseling, and reaching out in situations of intimate partner or intra-familial abuse (Wirtz et. al., 2014, p.2; Buscher, 2006, p.10). Particularly during the transition between conflict to peace in communities, when social networks were ruptured and formal institutions were weakened, reliable support for SGBV survivors could be difficult to find. Therefore, Onubogu and Etchart's research found that support to women's rights collectives and organizations were crucial during conflict, as they could communicate between local needs and concerns and political processes, advocate for rights-based issues, and provide individual care and support to women going through trauma or navigating the justice system (2005, p.43). Findings from the case study interviews demonstrated that a crucial component to the success of many community led health, psychosocial and legal initiatives was the time, compassion, patience and support offered by local women's collectives. Local women's collectives accompanied SGBV survivors with registering for the National Victim's Registry, collecting testimonies for trial, and training lawyers and psychologists in indigenous worldviews guiding local understandings of health, wellbeing and community.

6.4.2 ACCESS TO JUSTICE

Impunity

General findings from the case study interviews suggested that interview participants viewed impunity as a major issue to tackle when addressing SGBV in conflict. Therefore, for the DRC

and Colombia/Guatemala/Peru case studies, which explicitly focused on addressing, preventing and eliminating cases of SGBV as an ultimate project objective, tackling impunity was seen as a crucial element to rectifying rates of SGBV and gender inequity in targeted conflict areas. For the projects featured in the case study, activities that fell under the category of ‘access to justice’ focused on reducing impunity in justice systems.

Research demonstrated that continued impunity for SGBV had a negative impact on peace by impeding reintegration and reconciliation, allowing SGBV to perpetuate unpunished, and normalizing the crime as an inevitable byproduct of war (Pruitt, 2012, p. 303).

Institutional Capacity-Building/ Sensitization

To address impunity, project activities centred on building capacity and accountability mechanisms of institutions. The Colombia/Guatemala/Peru case study recognized sensitization training for judicial administrators and opportunities for knowledge sharing through regional seminars attended by NGO staff, civil society, civil servants, judges and lawyers as smart practice. The DRC case study promoted proper protocols for justice institutions to follow when investigating SGBV and established a legal clinic with a strategy to support investigation and court proceedings on SGBV. The Burma case study also documented and researched cases of impunity for high-level reports to increase international awareness on the issue.

The literature review highlighted that in addition to a commitment to addressing impunity, programming also needed to ensure adequate monitoring and evaluation provisions of governmental public policy and formal institutions (Aguirre and Pietropaoli, 2008, p .368; and Pruitt, 2012, p. 300). Case study findings showed that project activities for monitoring included training of universities to act as independent accountability beacons to monitor the conduct of justice officials and the development of a national SGBV database to document SGBV cases during and post-conflict.

6.4.3 COMMUNITY MOBILIZATION

Community mobilization was prioritized in the programming activities of all four case studies. Three main themes emerged from case study interviews on smart practices and challenges for activities on community mobilization: building women’s leadership, engaging men and boys, and fostering creative initiatives to discuss SGBV.

The literature review also identified media strategization, support to women’s rights organizations and civil society organizations, and engagement of men and boys as effective programming interventions at the community level to address SGBV (Rolls, 2015; PeaceWomen, 2015).

Women’s Leadership in the Community

Interview findings suggested that building women's leadership in community activities were crucial to opening public space to include women, and therefore eliminating community stigma against women and girls who experienced SGBV and reducing gender inequality. The DRC, Burma and Colombia/Guatemala/Peru case studies built women's leadership through promotion of women in community decision-making committees, formation of women's safe spaces to discuss stigmatized issues including SGBV and build self-esteem and confidence of women to speak publicly about these issues, and sensitivity training for community leaders, media partners and teachers to realize the potential of women in communities.

The literature review noted that women's exclusion from positions of leadership and participation in decision-making have an impact on their sustained inequality and insecurity during and after conflict situations. The exclusion of women from public spaces and decision-making bodies meant that the concerns and perspectives of women and girls, including their experiences with SGBV, were not addressed in the reconstruction and long-term recovery of societies (Gleeson et al., 2015; PeaceWomen, 2015; Buscher, 2006, p. 11; Abdela, 2003, p. 210; Human Rights Watch, 2002, p. 20; Baksh and Etchart, 2005, p. 24).

Engagement of Men and Boys

Engaging men and boys in conversations on gender equality and advocacy against SGBV was a challenge, as highlighted in the interview findings. A smart practice in the Colombia case study was a peer-to-peer project component that encouraged men to teach their male peers about the importance of gender equality and to discuss harmful depictions of masculinity in their communities. In case studies, most of the findings on activities that included men were focused on men as partners or allies in the community to support women who have experienced SGBV. Except for the Colombia case study, which provided support to boys who experienced commercial sexual exploitation, case studies mainly focused on providing services and support to women and girls.

While the literature highlighted the importance of engaging men and boys in communities to challenge unequal power relationships, it also acknowledged that there was a gap in programming and in international dialogue around men who were survivors of SGBV, and women who were perpetrators or active participants in enacting violence against other women (Onubogu and Etchart, 2005, p.54; Baksh and Etchart, 2005, p. 19; and Human Security Research Group, 2012, p.32).

Artistic and Creative Endeavors for Transforming Stigma Around SGBV

Findings from the two case studies that used creative initiatives to engage community youth demonstrated that these endeavors resulted in unexpected good outcomes that increased the autonomy and confidence of participants. In Colombia, the project staff used theatre of the oppressed workshops to engage youth on topics of gender, sexual violence and exploitation,

which led to peer-to-peer education in communities and the creation of a professional youth theatre group. In the DRC, project staff supported girls who were SGBV survivors in forming a soccer team that ended up winning local championships, which boosted their morale and changed their depiction of themselves as more than their experience of SGBV.

6.4.4 INSTITUTIONAL REFORMS

Findings from all the case studies recognized that institutional reforms were important for the sustainability of project results. Case study projects supported institutional development and capacity building for formal, national institutions, such as the justice system and health systems, as well as for their partner organizations by instituting gender equality strategies into their organizational frameworks.

6.5 Summary

While the literature review was able to extensively cover the international perspectives and models informing SGBV programming in conflict situations, and the types of programming that address SGBV, the case study interviews focused on governance structures and project vision and mandate, and how these influenced the effectiveness of project implementation. The governance, partnership structures and project approaches formed a framework or vision that guided project implementation of activities. Therefore, the findings and literature review demonstrated the importance of mapping out the perspectives and visions that reveal the foundation behind different international practices in SGBV programming.

In terms of governance, shared observations of the need for flexibility, trust and long-term and responsive programming showed that government and NGO practitioners had a mutual understanding of the instability of a conflict and the societal, economic, cultural and political factors that cause and exacerbate SGBV prevalence. The findings also showed that partnerships between organizations, civil society and government agencies were important for the sustainability of programming. The case studies incorporated a human security approach that embraced diverse representation and elements of gender mainstreaming in their project mandates. Therefore, project activities, which centred on health and psychosocial service delivery, access to justice and community mobilization, shared common tenets of supporting local women's rights organizations, promoting women's leadership and sensitizing formal institutional actors and bodies to issues of gender equality and SGBV. Key challenges that case study interviews and the literature review noted were lack of resources for structural issues such as capacity-building and intra-organizational communication and lack of advocacy for subversive topics of non-heterosexual relationships, LGBTQ issues in conflict and men as SGBV survivors.

7.0 Options to Consider and Recommendations

7.1 Introduction

This section presents three options for consideration based on the findings from the interviews and literature review. The three options are:

1. **Develop a transformational change approach:** This option would recognize the value of gender mainstreaming, or institutionalizing gender equality into the organizational structure and processes of government and NGO stakeholders, therefore improving their capacity to address SGBV in conflict communities. It would address gaps in organizational governance, including funding mechanisms, partnerships, collaboration and knowledge-sharing opportunities and training.
2. **Improve Current Accountability Mechanisms:** This option would work within the current government framework to improve established mechanisms for reporting and monitoring of projects. Recommendations for this option would strengthen mechanisms to build a solid foundation and database for future programming improvements.
3. **Maintain status quo:** This would be an option for policy-making that would obligate no action from the government.

Based on the advantages and disadvantages of each option, the report recommends option two to improve current accountability mechanisms as the best choice for the Gender Equality Specialist team to integrate the smart practices and lessons learned from case study projects into current programming planning, implementation, and monitoring.

7.2 Options to Consider

7.2.1 OPTION 1. DEVELOP A TRANSFORMATIONAL CHANGE APPROACH

This option would require a transformational re-evaluation of the current governance structure and implementing institutional mechanisms to ensure sustainable solutions to current challenges to SGBV programming. As discussed in the interview findings and literature review, these challenges included:

- Lack of resources and sustained funding to the daily operation and advocacy of women's rights organizations locally and internationally;
- Lack of coordination inter-departmentally between the development, security, humanitarian assistance and trade streams of government; and
- Sidelining of gender equality issues in programming targeting different stages of conflict.

The option for institutional change would include several components:

- Reinststate or develop funding mechanisms that prioritize women’s rights and gender equality such as Gender Funds;
- Address research gaps in current programming direction regarding SGBV in conflict, specifically on male survivors of SGBV, non-heterosexual relationships and lesbian, gay, bisexual, transgender and queer (LGBTQ) issues, and the role of women as perpetrators or instigators of violence;
- Build more long-term and responsive funding options for NGOs that facilitate a risk-friendly environment; and
- Develop a whole-of-government strategy for approaching SGBV in policy and programming initiatives.

An advantage of this option would be that it focused on transformational change that targeted root causes of challenges experienced by government and NGO practitioners, which inevitably would impact their ability to carry out responsive programming. Another advantage would be that it prioritized program sustainability and autonomy of all the key stakeholders involved in SGBV programming interventions, from NGO and government practitioners to program participants and civil society. Institutional change would provide the space, mechanisms and tools to build capacity of all stakeholders and participants and implement programming that was responsive and sustainable. Disadvantages of this option would be that it is a costly option that would involve a long-term commitment and the necessary resources and personnel to support, evaluate and design the proposed institutional mechanisms. This option would also involve seeking and building partnerships within Canada and internationally with research think tanks, women’s rights organizations, human rights organizations, and partner government agencies, which would involve additional time, resources and funding from the government.

7.2.2 OPTION 2. IMPROVE CURRENT ACCOUNTABILITY MECHANISMS

The second option would focus on Global Affairs Canada’s current accountability mechanisms for assessing, managing and reporting on SGBV programming in conflict countries. These mechanisms would include Canada’s National Action Plan (C-NAP) progress reports, gender equality guidance notes for programming practitioners, knowledge sharing and consultation spaces and working groups between government and civil society organizations, and Global Affairs Canada’s gender equality coding mechanism. This option would address a common finding from the interviews and literature review that the opportunity to highlight patterns of smart practice and lessons learned in everyday operationalization of NGO and government practitioners would improve future project planning and implementation on SGBV in conflict countries.

The option for improvements to accountability mechanisms would include the following components:

- Improve reporting on the C-NAP to include budget allocations of project funding to women, peace and security initiatives and funding to local women’s rights organizations, consistent gender analysis for programming across departmental sectors, and improved analysis into strategies for addressing SGBV;
- Develop a standalone guidance note on monitoring and programming standards and considerations of addressing SGBV, or update existing guidance notes such as the *Gender Equality and Peacebuilding Operational Framework* and the *Gender Equality and Humanitarian Assistance Guidance Note* to reflect new departmental structure and mandates;
- Implement internal and external knowledge-sharing opportunities, including seminars, workshops and working groups, mandating the participation of inter-departmental practitioners across different economic, security and development sectors and NGO practitioners to share lessons learned and smart practices.

Advantages of this option would be that it involves less long-term commitment than transformational change and it would improve horizontal capacity building and training of new project officers and specialists so that knowledge did not exit when experienced practitioners left their positions. Disadvantages of this option would be that it would still require committed resources, funding and time to develop accountability mechanisms. It would also require all involved stakeholders to collectively share the vision and will to dedicate time to engaging in productive dialogue and collaborative problem-solving.

7.2.3 OPTION 3. MAINTAIN STATUS QUO

The third option would be non-action, in which the status quo of current practices was maintained. Global Affairs Canada currently has an esteemed institutional framework for planning, implementing and monitoring gender equality objectives in its policy and programming initiatives, that includes mechanisms such as full-time gender equality expertise, a gender equality coding mechanism for projects, the Gender Equality policy, gender equality training and partnerships with women’s rights organizations (Global Affairs Canada, 2016). See Appendix 1, a framework of gender equality results drawn from the Gender Equality policy. Through these mechanisms, Global Affairs Canada would be able to implement effective projects that addressed gender equality and SGBV in conflict countries. On the other hand, challenges with implementing SGBV programming that also facilitated the achievement of women’s and girls’ rights, well-being and equitable participation in decisions affecting their lives would persevere without committed action. Currently, implementation and reporting on SGBV programming has been disjointed and inconsistent. In the long term, non-action could be unsustainable and costly.

7.3 A Comparative Analysis of Options to Consider

In comparing the three options presented, the following table maps out the advantages and disadvantages of transformational change, improvements to current accountability mechanisms, and non-action (see below). Based on the advantages and disadvantages of each option, this report recommends the second option: improvements to current accountability mechanisms. While option one would address the root issues that are detrimental to the effectiveness of current SGBV programming in conflict areas, option two is more practical in terms of government capacity and short-term effectiveness. Improving current accountability mechanisms would work towards strengthening knowledge retention and guidance for improved programming, and create a strengthened database to inform future changes when there is more capacity for change.

It should be noted that the options are not mutually exclusive. Recommendations from option one can be pursued to implement long-term and sustainable improvement in programming and funding mechanisms for SGBV in conflict countries and gender equality. Current international priorities that recognize the importance of achieving gender equality for societies to reach food security, economic growth, and poverty reduction may allow governments to be more receptive to transformational change and gender mainstreaming.

TABLE 1: ADVANTAGES AND DISADVANTAGES OF PROPOSED OPTIONS TO CONSIDER

	Advantages	Disadvantages
Transformational Change	<ul style="list-style-type: none"> • Targets root causes of SGBV by building institutional capacity to address gender equality • Increases sustainability of interventions by supporting local capacity building of community-based organizations • Facilitates better partnership relations between government and NGO funding and implementing agencies • Improves up-to-date knowledge on SGBV so that programs can better address gaps and implement targeted programming 	<ul style="list-style-type: none"> • Costly process that requires committed funding and resources • Time-consuming as transformational change is slow • Requires buy-in and commitment to gender equality across many departmental sectors to work together and advocate for this issue
Improvements to Current Mechanisms	<ul style="list-style-type: none"> • Improved data and reporting to inform Canada’s progress in meeting international 	<ul style="list-style-type: none"> • Committed time and resources to implement changes to current mechanisms,

	<p>commitments for gender equality and addressing SGBV in conflict</p> <ul style="list-style-type: none"> • Government organizational retention of knowledge through development of guidance material for new staff • Improved communication and sharing of lessons learned between programming actors within government and externally 	<p>including hiring of consultants</p> <ul style="list-style-type: none"> • Lack of attention to root causes and challenges to implementing gender equality
Non-Action	<ul style="list-style-type: none"> • No funding commitments from government, especially if there are no resources available 	<ul style="list-style-type: none"> • Current challenges will continue, including a lack of responsive and long-term projects for gender equality and SGBV and lack of funding dedicated to capacity building for project implementation • Poor reporting on Canada's progress in terms of addressing SGBV in conflict • Lack of funding options for NGOs to conduct programming that meets the needs of their stakeholder communities • Stifles innovation and improvement in current practices • Disjointed departmental operationalization in terms of policy and programming on gender equality objectives, including SGBV in conflict countries

7.4 Recommendation and Strategies

The report recommends the following strategies in order to implement option two: improvement of current accountability mechanisms:

Strategy 1: Improve reporting on the C-NAP to include budget allocations of project funding to women, peace and security initiatives and funding to local women's rights organizations, consistent gender analysis for programming across departmental sectors, and improved analysis into strategies for addressing SGBV.

Strategy 1.1: Improve budget reporting on funding women's rights organizations and addressing SGBV and other gender equality objectives in conflict and development programming.

Strategy 2: Develop a standalone guidance note on monitoring and programming standards and considerations of addressing SGBV, or update existing guidance notes such as the *Gender Equality and Peacebuilding Operational Framework* and the *Gender Equality and Humanitarian Assistance Guidance Note* to reflect new departmental structure and mandates.

Strategy 2.1: Include qualitative indicators in monitoring and reporting of SGBV interventions.

Strategy 2.2: Integrate a multi-sectoral approach to SGBV programming that works with different institutions for the protection and advocacy of the rights and safety of SGBV survivors.

Strategy 2.3: Encourage room for creative endeavors in programming for addressing issues of SGBV in communities.

Strategy 2.4: Monitor for gender equality expertise and advisors in projects that guide project implementation and support capacity building and gender equality training of organizational staff.

Strategy 2.5: Prioritize a healing process for program participants that ensures a no-harm policy by implementing a consistent gender analysis during project planning and design stage.

Strategy 3: Implement internal and external knowledge-sharing opportunities, including seminars, workshops and working groups, mandating the participation of inter-departmental practitioners across different economic, security and development sectors and NGO practitioners to share lessons learned and smart practices.

Strategy 3.1: Build opportunities for multi-donor collaboration and knowledge sharing across departmental agencies internally and with NGO partners externally on SGBV and gender equality in conflict programming.

8.0 Conclusion

The purpose of this report was to determine the smart practices and challenges from Canada's programming on sexual and gender-based violence in conflict countries. The research investigated various programming components that can impact the effectiveness of a project, from governance structures, such as funding mechanisms and partnerships, project approaches and visions guiding project objectives and project activities. In order to respond to the research question on smart practices and challenges in Canada's SGBV programming in conflict countries and their alignment with Global Affairs Canada's gender equality objectives, the project conducted a literature review and one-on-one interviews with project officers and gender equality specialists involved in specific SGBV project case studies.

Both the interviews and literature review explored the research question by first outlining broad theoretical frameworks, governance structures and then the specific project approaches interventions, applied to unique country contexts and environmental factors. Interviews and literature review generally had the same findings in terms of smart practices and challenges in SGBV programming. A common challenge was a lack of resources in projects for capacity-building and collaboration opportunities for organizational staff and program participants. Common smart practices identified in the case studies and literature review were support to local women's rights organizations to build project sustainability and reach out to marginalized and hidden populations, data collection of SGBV cases to support improved, targeted programming, and attention to normalized and less noticeable SGBV in communities such as domestic violence. While the literature review focused more on the smart practices and challenges of project interventions, the case study interviews delved deeper into the governance structures and mechanisms that ensure sustainability and effectiveness of project implementation.

The resulting recommendation for this report was for an improvement of Global Affairs Canada's current accountability mechanisms. A possible longer-term focus on transformational change is also recommended, but this must be supported with available resources, funding, stakeholder collaboration and gender equality expertise. The approach on improvement of current mechanisms focuses on the planning and assessment phase of projects. The recommendations of this approach seek improved data monitoring and budget tracking of whole-of-government programming on gender equality and SGBV in conflict countries. Hence, this option builds a solid foundation of data on Canada's progress, challenges and smart practices over time to inform future improvements.

Various gaps were identified in the literature review and findings. Global Affairs Canada could benefit from further research into these areas to better inform implementation of SGBV programming in conflict countries. Areas for further examination include:

1. A holistic analysis into SGBV programming across departmental sectors of Global Affairs Canada and evaluation into the consistent application of gender-based analysis in projects.

Research into Canada's effective implementation of SGBV in conflict countries and consistent application of gender equality objectives in programming requires a whole-of-government framework to understand how different departmental sectors include gender equality into their mandate, project planning, and coordination. SGBV issues in conflict countries are addressed in development, security and humanitarian assistance programming, but donor security and development institutions rarely practice consistent external and internal collaboration or consultation (Krause and Jutersonk, 2005, p.455). There is also a need to further research into the intersection of SGBV and mineral and resource extraction in conflict countries to understand how trade and development can work more effectively together to mitigate high rates of human rights abuses (Buss, 2015, p.40; Papstavrou, 2014, p.31, Tomlin, 2014, p.35).

2. Mechanisms to facilitate meaningful partnerships, consultation and collaboration with NGOs and civil society. Case study interviews with NGO officers and government practitioners demonstrated that there were certain factors among both groups that need to be considered in order to foster an effective partnership and a strong foundation for implementing SGBV programming in unstable and risky situations. Civil society evaluations of the C-NAP progress reports also highlighted that civil society did not feel adequately consulted on Canada's progress on Women, Peace and Security issues, including SGBV (Tiessen and Tuckey, 2014, p.16). While the case study interviews touched on NGO and government partnerships, this is an area that could benefit from further research.

3. Increased research into less acknowledged forms of SGBV that occur during conflict, such as violence against LGBTQ groups, men who are SGBV survivors or women as perpetrators of violence to inform programming in these areas. Although most perpetrators of SGBV are men, research shows that men and boys who do experience SGBV usually endure greater stigmatization and lower access to health and legal services (Human Security Research Group, 2012, p.7). Programming in conflict countries also portray women as victims, which can be limiting to understanding the diverse roles women play in conflict and in peacetime. By closing these knowledge gaps, international programming can be more inclusive and address human rights inequities affecting marginalized communities in conflict countries.

In conclusion, multilateral organizations, government agencies, NGO and civil society are recognizing that efforts to address SGBV in conflict requires an analysis into the structural inequalities and gender norms that perpetuate violence. Unfortunately, not all programming on SGBV in conflict reflect a gender equality perspective. Moreover, challenges with organizational coordination, funding and resources among NGO and government agencies show that strategies to improve programming need to consider the necessary mechanisms and tools for optimizing a mutually supportive environment for executing effective international programming. By exploring some of the smart practices and challenges experienced by NGO and government practitioners working on SGBV programming in conflict countries, this report collects and analyses lessons learned to inform and guide future programming.

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Appendices

Appendix 1: Overview of Global Affairs Canada’s Corporate Development Results from the Gender Equality Policy³

Gender Equality results	
Corporate Development Result (from Global Affairs Canada’s Policy on Gender Equality)	Elements of this result. The major types of outcomes for each gender equality result are outlined below.
	<p>1.1 Capacity for public participation. Increased capacity of women and women's organizations for advocacy and for participation in public life and decision making.</p>
	<p>1.2 Representation among decision makers. Increased representation of women in democratic processes and in decision making positions in the partner institution, target sector, partner community.</p>
	<p>1.3 Household and individual decision making. More equal power relations between women and men at the household level, increased decision making capacity of individual women.</p>

³ Chart is adapted from Table 1: Schematic overview of approach for directive and responsive programming in Global Affairs Canada’s *Framework for Assessing Gender Equality Results*. Original table was retrieved from: <http://www.international.gc.ca/development-developpement/priorities-priorites/ge-es/framework-cadre.aspx?lang=eng>.

<p>2. Rights - Women and girls more able to realize their full human rights.</p>	<p>2.1 Legal system. Strengthened promotion and protection of the human rights of women and girls in law and the action of police, prosecutors, judges, and courts.</p>
	<p>2.2 Public awareness. Increased knowledge and recognition by the general public (women and men) and decision makers of the human rights of women and girls.</p>
	<p>2.3 Response to gender-specific rights violations. Improved services and mechanisms responding to gender-specific constraints on rights or rights violations (e.g., violence against women/girls, trafficking, sexual violence in conflict zones).</p>
	<p>3.1 Livelihoods and productive assets. Increased control by women over productive assets (land, capital/credit, technology, skills) and increased access to decent work.</p>
	<p>3.2 Institutional capacity. Increased capacity of partner institutions, governments and civil society organizations to design and implement policies, programs and projects that reflect the priorities and interests of both women and men.</p>
	<p>3.3 Policy change. Adoption of policies supporting gender equality by</p>

institutions that manage development resources and benefits (i.e., policies responding to the different priorities and interests of women/men, girls/boys).

3.4 Well-being and basic needs. Access by women to basic and appropriate services that support well-being and quality of life.

Appendix 2: Impacts and Sample Outcomes of Tracking SCR 1325 (2000) Implementation (UNWomen, n.d., p. 19)

Impact	Outcomes
<p>PREVENTION Prevention of relapse into conflict and all forms of structural and physical violence against women and girls, including sexual & gender-based violence.</p>	<ol style="list-style-type: none"> 1. Operational gender-responsive systems in place to monitor and report on violations of women and girls’ rights during conflict, ceasefires, peace negotiations and post-conflict. 2. International, national and non-state security actors are responsive to and held to account for any violations of the rights of women and girls in line with international standards. 3. Provisions addressing the specific needs and issues of women and girls are included in early-warning systems and conflict prevention mechanisms and their implementation is monitored.
<p>PARTICIPATION Inclusion of women and women’s interests in decision-making processes related to the prevention, management and resolution of conflicts.</p>	<ol style="list-style-type: none"> 1. Increased representation and meaningful participation of women in UN and other international missions related to peace and security. 2. Increased representation and meaningful participation of women in formal and informal peace negotiations and peacebuilding processes. 3. Increased representation and meaningful participation of women in national and local governance, as citizens, elected officials and decision-makers. 4. Increased participation of women and women’s organizations in activities to prevent, manage, resolve and respond to conflict and violations of women’s and girls’ human rights.
<p>PROTECTION Women and girls’ safety, physical and mental health and economic security are ensured and their</p>	<ol style="list-style-type: none"> 1. Women’s and girls’ political, economic, social and cultural rights are protected and enforced by national laws in line with international standards. 2. Operational mechanisms and structures are in place for strengthening physical security and safety for women and girls.

<p>human rights respected.</p>	<p>3. Women and girls at risk and SGBV victims have access to appropriate health, psychosocial and livelihood support services.</p> <p>4. Increased access to justice for women and girls whose rights are violated.</p>
<p>RELIEF AND RECOVERY Women and girls' specific needs are met in conflict and postconflict situations.</p>	<p>1. The needs of women and girls, especially vulnerable groups (e.g. IDPs, SGBV victims, female ex-combatants, refugees and returnees) are addressed in relief, early recovery, and economic recovery programmes.</p> <p>2. Post-conflict institutions and processes of national dialogue, transitional justice, reconciliation and post-conflict governance reforms are gender-responsive.</p> <p>3. DDR and SSR programmes address the specific security and other needs of female security actors, ex-combatants, and women and girls associated with armed groups.</p>

Appendix 3: Case Study Projects and Activities

		Case Study Projects			
		The Democratic Republic of the Congo	Burma	Colombia	Colombia/ Guatemala/ Peru
Project Activities	Refugee and IDP Camps	n/a	<ul style="list-style-type: none"> • Establishment of safe houses for women • Community programs to end gender discrimination • Collection of SGBV data 	n/a	n/a
	Health Service Delivery	<ul style="list-style-type: none"> • Health care and psychosocial support training • Victim counseling centres • Psychological counseling and medical care, including fistula repair surgery • Establishment of psychosocial care protocols among service providers • Data collection of 	n/a	<ul style="list-style-type: none"> • Establishment of a rehabilitation centre offering psychosocial support, health services, meals and day programs 	<ul style="list-style-type: none"> • Ongoing psychosocial support and accompaniment • Development of legal and mental health strategies • Organization of an international mental health seminar

		SGBV to contribute to the national database on SGBV			
	Access to Justice	<ul style="list-style-type: none"> • Establishment of legal clinics for legal assistance for victims and monitoring of court decisions • Support to the development of a national legal aid strategy and the establishment of units against SGBV in courts • Support to investigations and court proceedings of SGBV cases • Capacity-building for universities in judicial monitoring of SGBV cases 	n/a		<ul style="list-style-type: none"> • Information sessions for judicial officials in the justice system that incorporated issues such as burden of proof for cases that address crimes that are 20 years old, and ways to treat victims' testimonies • Inclusion of SGBV against women in the National Reparations Program in Guatemala • Public testimonials of indigenous women in Guatemala before the National Reparations Program and at public events • Training workshops to judicial administrators and civil servants on gender perspectives in the implementation of penal law and

					<p>inequities that women and SGBV survivors face in the criminal justice system</p> <ul style="list-style-type: none"> • Support to women survivors of SGBV in Peru with navigating the legal process of going to trial, including collecting testimonies and ensuring prosecutors adhered to rights-based protocol when taking victims' statements • Investigation of 13 SGBV cases involving displaced populations, with many of the cases involving women between the ages of 6 and 13 years old in Colombia • Development of a guide identifying international and national legal norms on sexual violence against women in
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					armed conflict
	Community Mobilization	<ul style="list-style-type: none"> • Development of a participatory methodology of communication for changing attitudes and behaviours around SGBV • Ethical training against gender stereotypes for community leaders, media professions and teachers • Distribution of information and training tools on women's rights • Development of population surveys for collecting data on SGBV, researching and producing national reports, and training university staff on collecting field research data and performing socio-legal analysis • Support to community radios in disseminating 	<ul style="list-style-type: none"> • Community forums and public events advocating for women's rights and leadership • Radio and television programs challenging gender stereotypes • Community mediation practices to de-escalate household disputes and prevent domestic violence • Sensitization activities for local partner organizations • Women's leadership workshops in the community 	<ul style="list-style-type: none"> • Training for families, caregivers, children, and youth organizations to prevent sexual exploitation and violence, promote reproductive and sexual rights, and advocate for a culture of peace • Two public awareness campaigns at the national level and municipal level on child rights and the issue of sexual exploitation and abuse • Theatre of the oppressed workshops to create dialogue about gender equality and other social justice issues with youth • Ally-ship program for men and boys committed to gender equality 	<ul style="list-style-type: none"> • Training workshops in Peru for women leaders who have experienced SGBV in conflict to develop their capacities and skills in political participation and learn how to put SGBV in armed conflict onto the agenda of local governments • A media and communications strategy for developing brochures, radio spots, radio programs and press releases around breaking taboos and generating support around access to justice and reparations for SGBV cases in Peru • Workshops and national assemblies on women's rights in

		<p>information on women's rights and protection against SGBV</p> <ul style="list-style-type: none"> • Support to women's leadership and participation in communities. 			<p>Guatemala</p> <ul style="list-style-type: none"> • A media and communications strategy to generate public understanding and advocacy around SGBV in armed conflict in Guatemala • Tour of a Peruvian theatre troupe that taught creative techniques for addressing social issues, such as SGBV, using theatre. • A dual training strategy for mixed groups (men and women) and women only groups in Colombia to talk about SGBV and the consequences of armed conflict and forced displacement on their lives • Community workshops for youth, women and their partners on
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					<p>addressing and preventing sexual violence and the role of the community in supporting victims of SGBV in Colombia</p> <ul style="list-style-type: none"> • Training of professionals (judges, lawyers, psychologists, and NGO workers) to serve victims of SGBV and universities to integrate SGBV into the curriculum of law and psychology programs in Colombia • A week long event for country counterparts to meet and reflect on what they have learned, the best practices and challenges that they experienced over the course of the program
Institutional Reform	<ul style="list-style-type: none"> • Financial and logistical resources, tools and training to provincial 	n/a	<ul style="list-style-type: none"> • Technical support to the municipality and local government institutions 	<ul style="list-style-type: none"> • Establishment of a chapter on political and sexual violence 	

		<p>ministries to address cases of SGBV</p> <ul style="list-style-type: none"> • Establishment of national SGBV database 		<p>in developing municipal development plans and indicators</p> <ul style="list-style-type: none"> • Inter-institutional working groups on SGBV with representatives from government, NGO, civil society, indigenous communities and internally displaced communities • Development of public policies with local government offices to provide an environment where children and youth can realize their rights • Formation of an alliance with specialized institutions to design and implement projects to protect children from sexual abuse and exploitation. 	<p>during armed conflict in the national plan of the Ministry of Women and Social Development</p> <ul style="list-style-type: none"> • Training on SGBV among state agencies • Creation of a coalition to monitor the National Institute of Forensic Sciences in Guatemala to identify shortcomings in how cases of SGBV were investigated • An international seminar on public policies for state representatives from Peru, Guatemala and Colombia to engage with civil society on the kinds of public policies that were needed to address SGBV following conflict situations • Support for the development of gender
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					strategies in the mandates of partner organizations
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Appendix 4: Interview Guide⁴

Background	<ul style="list-style-type: none"> • Could you tell me a little bit about your position in your organization? • What is your role in supporting this project?
Project Approach/ Strategy	<ul style="list-style-type: none"> • What was the project’s approach to addressing SGBV? • How were gender equality considerations factored into the project design and intervention strategy? • Why was this strategy chosen for this project (smart practices and challenges)? • How were men and boys included in the project strategy?
Project Management	<ul style="list-style-type: none"> • What were some of the challenges with project planning in terms of coordinating with partners and allocating funding? • What were some of the smart practices with project planning in terms of coordinating with partners and allocating funding? • What was the funding mechanism through which Canada supported this project? What were some of the advantages and challenges of this approach?
Project Implementation	<ul style="list-style-type: none"> • What were some of the smart practices and challenges with different areas of project implementation: <ul style="list-style-type: none"> ○ Delivering health care/ psycho-social services ○ Combatting impunity/ access to justice for SGBV survivors ○ Mobilizing community awareness and education ○ Working with partner government agencies/ institutions ○ Capacity-building and training ○ Collecting data and statistics/ monitoring • How has the project changed in its development through the years of implementation? Did the project shift priorities or include other intervention tactics as the project progressed to respond to context- and time-specific issues?
Conclusion	<ul style="list-style-type: none"> • In your opinion, do you think there were any gaps in how Canada has addressed SGBV in its international programming? • Do you have anything else you would like to add?

⁴ The interviews were semi-structured; therefore, the interview questions served as a starting guide and do not reflect the discussions that took place in each individual case study.

Appendix 5: Consent Form



University
of Victoria

PARTICIPANT CONSENT FORM

Sexual and Gender Based Violence in Conflict-Affected Societies: A case study analysis of smart practices and challenges to advancing gender equality in development programming

You are invited to participate in a study entitled *Sexual and Gender Based Violence in Conflict-Affected Societies: a case study analysis of smart practices and current approaches to advancing gender equality*.

My name is Natalia and I am a Master of Dispute Resolution student in the faculty of Human and Social Development at the University of Victoria.. I am also working as a student analyst for the Gender Equality Specialist Team and the Gender Equality Policy and Programming Team.

As a graduate student, I am required to conduct research as part of the requirements for a Master's degree in Dispute Resolution. It is being conducted under the supervision of Dr. Kim Speers and with Global Affairs Canada's Gender Equality Specialist Team in the Gender Equality, Child Protection and Education Division as a client. You may contact my supervisor at 250-721-8057 or kspeers@uvic.ca and the client at duyai.kien@international.gc.ca. My e-mail is nchfenyang@gmail.com if you have further questions

Purpose and Objectives

The purpose of this research project is to provide a case study analysis on current models, achievements and challenges in addressing sexual and gender based violence in conflict-affected countries. It is based on a review of smart practices, comparative donor approaches and key informant interviews. The purpose of the research is to draw out important challenges to gender equality that emerge from situations of conflict and peace, and highlight current programming models and guidelines for addressing rights, safety, empowerment and participation of vulnerable populations in conflict-affected state situations, particularly for women and girls.

Research objectives include:

- 1) Identify the gender inequities and challenges women and girls face in conflict situations;
- 2) Review lessons learned from program evaluations and smart practices from government agencies and NGOs that address sexual and gender based violence in conflict-affected societies;

- 3) Review programming models and action plans from like-minded donors on securing the rights, protection and empowerment of women and girls in conflict-affected countries;
- 4) Conduct key informant interviews from practitioners and experts on persistent challenges to achieving gender equality goals in development programming that address sexual and gender based violence in conflict-affected societies, areas for increased attention and intervention, and programming alternatives for sustainable development and women's empowerment; and
- 5) Consolidate data gathered from various sources into a comprehensive toolkit, which will contribute towards future strategization on mainstreaming gender equality into programming on sexual and gender based violence in conflict and post-conflict societies.

Importance of this Research

The promotion and protection of women and girls' rights, including freedom from sexual and gender-based violence, is enshrined in Global Affairs Canada-development's gender equality policy. While interventions to address issues of SGBV is prevalent in Canada's programming in conflict-affected countries, currently, GAC does not have a corporate strategy for identifying proper mechanisms in programming to address and prevent SGBV. In a new political climate, and with the renewal of the Sustainable Development Goals that emphasize standalone goals on peaceful, inclusive societies and gender equality, it is the opportune time for an in-depth review of past programming, to highlight smart practices and lessons learned. This project will provide a case study analysis into the inequalities faced by women and girls in conflict, models and guidelines developed via NGO and government agencies for addressing these issues, and case studies into what Canada has done to advance gender equality and address SGBV in conflict-affected countries. It will support future strategization into the role of development assistance in supporting women and girls in conflict-affected countries.

Participants Selection

You are being asked to participate in this study because, as an expert in the field of gender equality and development programming in conflict contexts, you can contribute knowledge regarding the current challenges for integrating gender equality into development programming in conflict and post-conflict contexts and current approaches that are working or not working.

What is Involved

If you consent to voluntarily participate in this research, your participation will include a one-hour interview about your knowledge and academic or programming experience in the context of gender equality, sexual and gender based violence and conflict-affected societies. This interview may require some preparation time, as the interview guide will be provided ahead of time to familiarize yourself with the questions. The interview will take place at a location of convenience for you. If an in-person interview is not feasible, the interview may also be held over the phone or Skype. Where possible, audio-tapes of interviews will be taken and a transcript

will be made. Participants will be asked to review and approve the interview transcript before it is used in the study.

Inconvenience

Participation in this study may cause some inconvenience to you, including an hour of your time, which may be during working hours, to participate in an interview, as well as time required for preparation for the interview and to coordinate a meeting time.

Risks

There are no known or anticipated risks to you by participating in this research.

Benefits

The potential benefits of your participation in this research include the contribution of your experience and knowledge within this field of international development applied to future development policy and programming. Additional benefits include the collection and evaluation of previous programs, smart practices and lessons learned to develop effective approaches that empower and protect the rights of women in conflict and post-conflict situations.

Voluntary Participation

Your participation in this research is completely voluntary. In the cases of GAC being your employer or a major funder of your organization, please be aware that this research will have no effect on your relationship with the client, nor any implications for future funding. GAC employees who choose to participate are reminded of their duty to abide by the *Values and Ethics Code for the Public Sector*. If you do decide to participate, you may withdraw at any time without any consequences or any explanation. Once you withdraw, data that you have provided will not be used in the research, and will be permanently deleted.

On-going Consent

To make sure that you continue to consent to participate in this research, you will be asked to review and approve your interview transcript before it is used in the research. I will contact you again in a month's time with the transcript for your review.

Anonymity

Your responses will be anonymous. Any identifying information, such as name, position, or organization, will be removed from electronic and paper files of the data. Colleagues may be able to identify you based on whether you were directed to the research from another contact (i.e. snowball sampling).

Confidentiality

Your confidentiality and the confidentiality of the data will be protected with storage of data on two password protected computers: the researcher's personal laptop and the researcher's office computer.

Please be aware that full confidentiality may not be within the limits of my control due to the nature of the participant sample pool, including the small sample size of participants to draw from within the professional network working in international development, the visibility of one's position within an organization, and the limited geographic region of Ottawa.

Confidentiality is also limited due to the recruitment method for some of the participants who were recruited to the study from a contact outside of the research team (i.e snowball sampling).

Dissemination of Results

It is anticipated that the results of this study will be written as a final project towards the completion of a Master in Dispute Resolution degree and defended orally. The complete final report will also be shared with the client at GAC. Raw data such as interview transcripts will not be shared.

Disposal of Data

Data from this study will be disposed of after a year. All transcript files will be deleted from both computers. Paper copies will be shredded.

Contacts

Individuals that may be contacted regarding this study include Natalia Yang (250-889-8584) and Dr. Kim Speers (250-721-8057).

In addition, you may verify the ethical approval of this study, or raise any concerns you might have, by contacting the Human Research Ethics Office at the University of Victoria (250-472-4545 or ethics@uvic.ca).

Your signature below indicates that you understand the above conditions of participation in this study, that you have had the opportunity to have your questions answered by the researchers, and that you consent to participate in this research project.

Name of Participant

Signature

Date

A copy of this consent will be left with you, and a copy will be taken by the researcher.