Introduction

In 2015, the ADF integrated United Nations Security Council Resolution 1325 on Women, Peace and Security (WPS) into Exercise Talisman Sabre 15. This is the first time that WPS was fully integrated into an Australian or United States large-scale military exercise. This document aims to provide high-level guidance for exercise planners on how to integrate WPS, or new concepts more broadly, into the exercise.

Recommendations

Accountability Measures:

The Defence Implementation Plan (DIP) assigned responsibility to Joint Operations Command for ensuring WPS was integrated into exercises and in doing so, established an accountability framework. This framework provided clear mandate to integrate WPS into the exercise. Assigning responsibility to a senior representative also ensured that due attention was given and that reporting would be completed.

Training and Awareness:

In order for exercise planners to support the integration of WPS into exercises, there needs to a baseline understanding of what WPS is and why it is important. WPS presentation should be delivered at Planning Conferences to increase understanding and build awareness. Key staff should also consider supplementary courses or online training. The same approach should be applied to the training audience.

Training Objectives:

Exercise scenarios, storylines and injects are designed around the identified training objectives. In order to ensure that WPS is considered within scenario and the development of injects, it is crucial to build WPS specific training objectives. These objectives should focus on the four Ps (Perspective, Prevention, Protection and Participation) and should require the development of specific products.

Scenario Development:

In order for the training audience to engage with WPS, there needs to be references and data and in the supporting scenario material. Scenario information needs to include information on the status and treatment of different genders, the issues that affect different genders as well as sex-disaggregated data. This information needs to be mainstreamed across all relevant documentation.

Senior Engagement:

Top-down approaches to planning work well within a military environment. The Exercise Core Steering Group must support the integration of WPS by providing overarching support and encouragement to planners. Within Exercise, Commanders need to instruct their staff to consider WPS in planning and request the development of specific products.

Personnel:

A military lead should be appointed within EXCON across the exercise life cycle to oversee the development of WPS focused storylines and injects, develop WPS focused products, ensure coordination with other components and staff the response cell during execution. Military Gender Advisors should also be appointed within the training audience to provide relevant advice and ensure that WPS is being considered across components.

WOG Coordination: Military planners should work closely with WOG partners to ensure that civilian perspectives on WPS are considered and that military and political objectives are consistent.

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INTEGRATION OF WOMEN, PEACE AND SECURITY INTO MILITARY STRATEGIC GUIDNACE AND PLANNING: A CASE STUDY - EXERCISE TALISMAN SABRE 2015

INTRODUCTION

*We need to not only integrate gender issues into our planning and our operations, but
we must work proactively to develop our capabilities in this field.*

- Anders Fogh Rasmussen, Former NATO Secretary General

On 12 August 2014, the Australian Minister for Foreign Affairs Julie Bishop, the
Australian Minister for Defence Senator David Johnston, the United States (US)
Secretary of State John Kerry and US Secretary of Defense Chuck Hagel met in
Sydney for the 29th annual Australia (AS)-US Ministerial consultations (AUSMIN).
The talks highlighted the Alliance's important contribution to the peace, security, and
prosperity of the Asia Pacific and Indian Ocean regions as well as its enduring value
in addressing contemporary and evolving security challenges.

At these talks, AS and the US reaffirmed their intentions to continue strategic
planning collaboration between their respective Defence departments, to develop
common approaches to regional security challenges, and to harness opportunities for
greater defence cooperation across the Asia Pacific and Indian Ocean regions. They
highlighted the importance of the bilateral Exercise Talisman Sabre[1] (TS) to continue
to enhance AS-US interoperability, practise joint collective capabilities, and
demonstrate mutual resolve in maintaining joint defence readiness under the Alliance.
They emphasised the importance of civilian agency participation in the Exercise and
the desire to strengthen the Alliance's capacity to deliver humanitarian assistance and
disaster relief, and incorporate United Nations Security Council Resolution (UNSCR)
1325 (2000) and related Women, Peace and Security (WPS) objectives into combined
planning.[2]

While AUSMIN 2014 cemented the integration of WPS into a major biennial exercise
in 2015, the foundations for the initiative were laid in 2013, due in large part to the
significant efforts of AS Defence[3] personnel and a strong collaboration between
relevant AS and US Defence personnel to achieve a common objective. This paper
presents a case study of how WPS objectives can be incorporated into a major joint
and combined training exercise. The inclusion of WPS objectives into the strategic
guidance and planning of TS 2015 (TS15) resulted in an enhanced understanding of
the importance of WPS to operational effectiveness, improved interoperability and
mission outcomes, as a means for increasing the ability of the Alliance to meet global
security requirements.

BACKGROUND

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[1] Also spelled Saber (alternating between US and Australia)
[2] AUSMIN Joint Communiqué 2014
[3] Includes Australian Defence Force personnel and Australian Department of Defence public servants

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Exercise Talisman Sabre

TS is a biennial joint and combined AS and US training activity, designed to train our
respective military forces in planning and conducting combined task force (CTF)
operations to improve the combat readiness and interoperability between our forces.
The exercise focuses on crisis-action planning and contingency response, enhancing
both nations' military capabilities to deal with regional contingencies and the War on
Terrorism. This exercise is a major undertaking that reflects the closeness of the
Alliance and the strength of the ongoing military-to-military relationship.

To reflect its bilateral nature, leadership of the exercise switches between AS and the
US every two years which is reflected in the varied spelling of Sabre or Saber. 2015
marked the sixth time TS had been conducted since first held in 2005.

In 2015, TS focused on the planning and conduct of mid-intensity 'high end'
warfighting, and involved up to 30,000 AS and US defence personnel, 200 aircraft
and 50 ships. TS15 personnel were also assembled in Hawaii, San Diego,
Bungendore (near Canberra), Brisbane, and on USS Blue Ridge which operated
between Sydney and Brisbane. TS15 incorporated force preparation activities,
Special Forces activities, amphibious landings, parachuting, land force manoeuvre,
urban operations, air operations, maritime operations and the coordinated firing of
live ammunition and explosive ordnance from small arms, artillery, naval vessels and
aircraft.

TS15 was conducted in early to mid-July 2015 and took place over approximately
twenty days. It was held across six locations in northern and central AS, the Coral
Sea, and in Honolulu, Denver, and Suffolk Virginia, though the bulk of the exercise
was concentrated at the Shoalwater Bay Military Training Area and other locations in
northern and central AS and Australia's territorial sea and exclusive economic zone [1]
Force preparation and demobilisation activities were carried out in the weeks leading
up to and following the main exercise period.

Of note, TS15 was the certification exercise for the US Navy (USN) 7th Fleet in their
role as a CTF Command and Control capability, and over future iterations, it will be
increasingly important to the certification of the growing amphibious capability of the
Australian Defence Force (ADF). The exercise consisted of two CTF groups working
together to restore representative governments to two fictional countries - CTF660
commanded by Commander USN 7th Fleet and CTF661 commanded by the ADF's
Chief of Joint Operations (CJOPS). The exercise was a complex series of live, virtual
and constructed events and, for the first time, there was a significant focus on
integrating UNSCR 1325.

Australian National Action Plan on Women Peace and Security 2012-2018

Due to the nature of this exercise and the Alliance, Defence saw this as an opportunity
to implement specific actions outlined in the *Australian National Action Plan on
Women, Peace and Security 2012-2018* (NAP). In this regard, Strategy 2 of the NAP
requires Defence to 'embed the WPS agenda in the AS Government's approach to

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human resource management of Defence... and deployed personnel'.[4] Action 2.1 of
the NAP requires Defence (and other Government agencies) to 'assess and build on
training programs for Australian Defence....personnel to enhance staff competence
and understanding of WPS'.[5]

As a result, the AS Defence Implementation Plan (DIP)[6], created in late 2013 to
facilitate implementation of the NAP, assigned responsibility to CJOPS for ensuring
that WPS and gender perspective were incorporated into the strategic planning and
execution of joint exercises as a mechanism for providing the necessary training on
WPS. The premise underpinning this task was that major exercises like TS15 provide
the opportunity to war-game an array of real-world issues in conflict, other than
traditional warfare, including conflict-related sexual violence, human trafficking, and
women's inclusion in stabilization, security, and peace building.

In doing so, this created an accountability framework and provided the clear mandate
to incorporate WPS into TS15. To further strengthen this requirement and ensure
senior leadership and accountability, this task was included in the 2014/15 Defence
Annual Plan (DAP). [7] As the Accountable Officer for this major output of the DAP,
the Chief of the Defence Force (CDF) in Australia is required to provide input to the
AS Government NAP accountability and reporting framework by reporting on
achievement of NAP actions.

In her recent *Small Wars Journal* article, Brenda Opperman[8] noted that, 'training
exercises – or war games – are critical to ensuring military readiness; they represent a
principal way to integrate and, eventually operationalize new ideas. It's important to
socialize new concepts through education, but when they become part and parcel of
how military operations are conducted, then ideas become real. Talisman Sabre 2015
made WPS real'.[9]

Opperman noted that the inclusion of WPS into TS15 was due to the ADF DIP NAP,
which expressively required using military exercises as a means to constructively
implement UNSCR 1325. This was compared to the US NAP only calling for
incorporating 'NAP objectives into appropriate DoD [Department of Defense]
strategic guidance and planning documents' rather than explicitly requiring [its
inclusion] into military exercises.[10] Thus AS took the lead in ensuring its inclusion,
but the subsequent cooperation and collaboration between Australian and US force-
assigned personnel resulted in a streamlined, consistent and agreed approach to
implementation.

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[4] Australian National Action Plan for Women, Peace and Security 2012-2018, page 21
[5] ibid
[6] Department of Defence, *Defence Implementation Plan for the Actions, Monitoring and Evaluation
Requirements under the Australian National Action Plan for Women, Peace and Security 2012-2018*
(Unclassified)
[7] The Defence Annual Plan focuses enterprise effort on the achievement of priorities set by the
Secretary of Defence and Chief of Defence Force.
[8] Brenda Oppermann, MA, JD, a stability operations advisor, gender expert, and human rights lawyer
has extensive experience working with Department of Defense. She also served as a Gender / WPS
Subject Matter Expert for TS15.
[9] Small Wars Journal, *DoD Finally Gets the Point of Women, Peace and Security* (13 November 2015)
[10] ibid

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Timeline to Inclusion of WPS into TS15

With this strategic accountability framework in place, lobbying and advocacy by AS
and US staff to TS15 senior leadership in early 2014 enabled the mainstreaming of
UNSCR 1325 from initial conception development, through out-of-exercise activities,
staff exercises (STAFFEX), and key planning conferences and seminars, to execution
in June 2015. This included the exercise's key concept development and the initial,
mid and final planning conferences.

At the Concept Development Conference held in February 2014, Ms Amy Sheridan,
AS interagency representative, Australian Civil Military Centre, was successful in
influencing the inclusion of WPS as one of the overarching themes of TS15. A WPS-
focused training objective, requiring Commander CTF (CCTF) 660 to incorporate
gender considerations into planning, advice and decision-making, was included in the
strategic exercise framework.

The TS15 Initial Planning Conference in June 2014 resulted in the development of an
education and awareness-raising campaign to increase baseline understanding of WPS
within the senior leadership of TS15 to be implemented across the following 12
months. In early July 2014, (AS) Lieutenant Commander Matthew Dunn, RAN, N77
Desk Officer, 7th Fleet, raised an information paper for 7th Fleet staff highlighting the
US Government directions regarding UNSCR 1325[11] and potential for inclusion of
WPS in TS15, and recommended that 7th Fleet staff maximize training
opportunities.[12] In August 2014, the strategic STAFFEX ensured that reference to
WPS was included in all relevant strategic documentation including the CDF
Directive and Targeting Directive.

A WPS presentation was included in the Mid Planning Conference plenary in October
2014, and CTF660 planners met with US Pacific Command (PACOM) staff to
provide an update on integration of WPS into TS15. Importantly, at the Blue
STAFFEX in January 2015, Ms Beth Lape (US Joint Staff) and LTCOL Louise
Martin (ADF) delivered a joint presentation which outlined the importance of gender
perspective and highlighted tactical-level examples.

CCTF660 announced that WPS was one of his top three priorities for TS15 and
directed it's inclusion into all planning. His (AS) Chief of Staff, Air Commodore
(AIRCDRE) Chris Westwood, established a tiger team to develop an operational plan
proving preliminary ideas on how to operationalise WPS. The US Joint Deployable
Training Team sent an adviser to observe how WPS was being integrated into the
exercise.

In March 2015, at the BLUEFOR (Blue Force) Planning Conference[13] held at the
Pacific War Fighting Center in Hawaii, LTCOL Martin and ███████ (AS

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[11] *US National Action Plan on Women, Peace and Security* (NAP) and President's Executive Order
13595 directing implementation of the NAP

[12] Information Paper (Unclassified) dated 24 July 2014 (updated 5 November 2014)

[13] BLUEFOR Planning is where each of the components (Land, Air, Maritime and Special Forces)
come together to synchronise and finalise their operational plans for the exercise.

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civilian WPS Adviser) delivered a WPS presentation during introductory sessions,
WPS was considered across all component planning, and the civil agencies and
military staff developed a Gender Perspectives Checklist. At the Final Planning
Conference in April 2015, the White Cell WPS Working Group was established,
military-focused WPS injects and products were developed, and components
appointed Gender Advisers (GENADs).

Overall, the inclusion of WPS into the planning of TS15 was facilitated in a logical
and practicable manner. It emphasized the importance of education and awareness,
senior leadership commitment and direction, development of specific scenarios to be
tested throughout the exercise, and the development of tools to assist in assessment
and evaluation and human terrain analysis to inform operational activities. While
WPS was a new concept to many staff involved in TS15, it was seamlessly introduced
as an essential planning consideration supported by the strategic framework.

CRITICAL SUCCESS FACTORS

Senior Leadership Commitment

The initial steps towards integration occurred during an exercise planning activity
conducted in February 2015 with the submission by ADF staff of a short brief to
CCTF660 outlining specific WPS objectives and initiatives to be incorporated within
TS15.[14] In an essay authored by AIRCDRE Westwood following the conclusion of
TS15, he noted that the brief directed a number of requirements from CCTF660, to
component commanders, setting in motion a series of outputs to move WPS beyond
'education' and into the realm of execution. The aim was to integrate WPS and
gender perspective into CTF660 operations, and make a stepped and lasting difference
to the way in which war-fighting Commanders plan and execute WPS objectives.
Effectively, the brief forecast the intent to 'operationalise' WPS. This brief was
signed by CCTF660 and Deputy CCTF660 on 6 February 2015.[15]

Building on this and the CCTF660 directives at the Blue STAFFEX, the Senior
Leadership Seminar in March 2015 established the strategic blueprint for the delivery
of WPS in TS15. A presentation was provided in the introductory session by LTCOL
Martin and LCDR Dunn, and WPS was listed as one of the major 'Strategic
Discussions' for Commanders. CCTF660 instructed components to appoint
GENADs, provide WPS activities to be conducted during execution, and to conduct
online WPS training prior to execution. Martin and Dunn also recommended the
appointment of a WPS exercise cell to manage the WPS scenario injects during
execution, and consider how to capture WPS lessons learned.

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[14] The WPS initiatives and activities for TS15 were developed during a planning activity conducted on
board USS Blue Ridge in February 2015 by a WPS Working Group comprising: LTCOL Louise
Martin (ARA), S33(a)(iii) LCDR Matt Dunn (RAN) S33(a)(iii)
S33(a)(iii)

[15] AIRCDRE Chris Westwood, *The Integration of United Nations Security Council Resolution 1325 on
Women, Peace and Security into Exercise Talisman Sabre 2015* November 2015, p.2

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The formation of a WPS Working Group, which later morphed into the GENAD
Steering Working Group, met daily as part of the formal HQCTF660 battle rhythm
and included all GENAD plus senior representatives from all functional areas across
the components. It provided a forum for discussion, questions, thoughts and actions
regarding the integration of WPS into all aspects of the exercise. This forum
informed the advice provided by the GENAD to the Commander's briefing each
morning. The level of discussion and continual reference to WPS outcomes at the
very senior levels was extremely positive and the final delivery of specific WPS
objectives in TS15, outlined below, would not have been possible without this
commitment.

Strategic Framework – TS15 Operational Plan

Consistent with this approach and commitment by the senior leadership was the
inclusion of Annex M – *Integration of UNSCR 1325 into Operations* - in the
Coalition Land Forces Component Command (CFLCC)[16] operational plan
(OPLAN)[17]. Developed by S33(a)(iii), G9 Military GENAD, Annex M
highlighted the Australian Government's collaborative work with all non-government
organizations (NGO) through the Crisis Response Coordination Group (CRCG),
CTF660's inclusion of UNSCR 1325 into key strategic documents (including
Commander's Intent, Strategic Communications, Rules of Engagement, Targeting
Directives and Human Terrain Analysis), and the conduct of humanitarian assistance,
stabilization operations and gender equality programs by international organizations
(IO), government agencies and NGO. More importantly, Annex M directed CFLCC
force elements to 'cooperate closely with these organizations to enhance the effects of
the overall gender mainstreaming effort and to achieve desired effects'.[18]

Annex M provided an analysis of the issues impacting the local community and
identified its mission as 'supporting CCTF660's gender integration strategy.....apply
gender mainstreaming as a routine with full regard to operational requirements, and
increase engagement with....men, women, boys and girls in order to increase
situational awareness during all operational phases and enhance non-lethal mission
success[19] and the End State being the full integration of gender perspectives into
planning, non-lethal and lethal operations through the adoption and implementation of
UNSCR 1325 and related resolutions...'[20]

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[16] CFLCC is a generic US and allied military term. In US military terminology, Unified Combatant
Commands or Joint Task Forces can comprise elements from all services and components.

[17] An operation plan (OPLAN) is plan for the conduct of military operations prepared in response to
actual and potential contingencies. An OPLAN may address an extended period connecting a series of
objectives and operations, or it may be developed for a single part or phase of a long-term operation.
An OPLAN becomes an operation order when the commander sets an execution time or designates an
event that triggers the operation. (US Army ATTP 5-0.1, September 2011, para 12.14, Unclassified)

[18] TS15 CFLCC OPLAN, Annex M - Integration of UNSCR 1325 into Operations, p.2

[19] ibid, page 3

[20] ibid

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The Concept of Operations (CONOPS)[21] outlined in Annex M also highlighted the
five key pillars identified by the United Nations for conceptualizing and organizing
activities in the implementation of WPS – Protection, Prevention, Participation, Relief
and Recovery, and Normative. These five areas reflect the content of UNSCR 1325
and related resolutions. Consistent with the US and the AS NAP, the pillars of
Protection, Prevention, Participation, and Relief and Recovery, were the focus of the
WPS activities across all operational phases. CFLCC's role was to support the
shaping of TS15 by implementing UNSCR 1325 and mainstreaming gender
perspectives through all phases of the operation.

TS15 Specific WPS Objectives

There were three main objectives, amplified through the strategic framework outlined
above, that were central to the integration of WPS into TS15. They included:

a.   **Education and training**. CCTF660 forces received focused education and
        training, incremental and targeted at TS15 activities, to ensure wide awareness
        and understanding on the key messages and themes of WPS. This including
        briefings at BLUEFOR planning and the Senior Leadership Seminar, pre-
        deployment[22] and Reception, Staging, Onward Movement and Integration
        (RSOI) training, provision of reference material and planning supplements on
        the planning portal, and appointment of GENAD to assist CCTF and
        Component Commanders and staff on the implementation of WPS during
        planning and execution. During the conduct of the exercise, a number of
        components also conducted training sessions for subordinate units that saw an
        increased appreciation of the relevance of WPS in military operations.

b.   **WPS in execution**. Westwood noted that this objective, which focused on
        practically integrating a gender perspective and WPS considerations into
        operations, was 'undeniably seen as the biggest challenge prior to exercise
        commencement'[23] and included:

        (1)   the integration of GENAD to inform the command decision-making
                process and all supporting functions

        (2)   explicit recognition of WPS in all operational documentation and

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[21] A concept of operations (CONOPS) is a document describing the characteristics of a proposed
system from the viewpoint of an individual who will use that system. It is used to communicate the
quantitative and qualitative system characteristics to all stakeholders. CONOPS are widely used in the
military, governmental services and other fields. A CONOPS generally evolves from a concept and is
a description of how a set of capabilities may be employed to achieve desired objectives or end state. In
the field of joint military operations, a CONOPS in Defence terminology is a verbal or graphic
statement that clearly and concisely expresses what the joint force commander intends to accomplish
and how it will be done using available resources.
[22] US DoD Joint Knowledge Online course J3TA-MN1292 *Improving Operational Effectiveness by
Integrating Gender Perspective*
[23] Westwood, opcit, page 2

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       (3)   provision of scenario injects to assess CTF660 Component Commands' responses to WPS issues.

      The CCTF660 had access to two military GENAD, one AS and one US, who between them attended 12-16 working groups and steering groups on a daily basis. This provided maximum exposure to the HQ staff and allowed the GENAD to establish good working relationships across all components and special appointments thus ensuring wide exposure to and understanding of WPS.

c.   **Reporting**. This required exercise participates to include specific reference to the integration of gender perspective into STAFFEX After Action Review (AAR) as well as AAR conducted throughout TS15, inclusion of WPS into Lessons Learned reporting, and supporting and informing broader annual reporting requirements on WPS within PACOM and the ADF, such as respective NAP reporting. In addition, in relation to exercise objectives, Annex M to OPLAN required units to have strong and effective monitoring and reporting mechanisms in place, focused on four primary areas:

       (1)   **Displacement** – sex-disaggregated data to facilitate, in collaboration with CGRG, the provision of appropriate humanitarian assistance to women and girls;

       (2)   **Gender Based Violence (GBV)** – using Judge Advocate General-developed procedures on the type of information required to enhance potential for future prosecution of war criminals;

       (3)   **Disarmament, Demobilization and Reintegration (DDR)** – programs to meet the needs of both female and male combatants and potential impact on communities; and

       (4)   **Key leaders and other influential personnel** – to enhance ongoing implementation of UNSCR 1325 in later stages of the operation.

In addition, a number of initiatives were identified to enhance the full implementation of scenarios and operational responses:

a.   the establishment of Female Engagement Teams (FET) within both land and special operations components to access and establish dialogue with the female civilian population during the conduct of land operations

b.   the establishment of female population protection units as a necessary component of the transition phase of the exercise, and patrol plans, to tailor the provision of security to the unique needs of women and girls (i.e. collecting water, travelling to markets)

c.   the direction to CTF660 and Component Commands to compile and submit gender intelligence reports to improve situational awareness of gender issues in the human terrain

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d.   the direction to CFLCC plan to conduct population protection to prevent
        sexual and gender-based violence in the fictional exercise geographical
        locations

e.   the development of a key leader engagement (KLE) plan (and KLE
        coordinator) to identify and build relationships with the key female
        community and political leaders women who may be included in future peace
        processes.[24]

The aims of the WPS activities for TS15 were simple; to make a stepped change in
the WPS conversation from theory to practicality, to operationalize WPS, an to leave
documented 'doctrine' as the starting point for future WPS planning and execution un
future military activities.[25] Westwood noted that the TS15 senior leadership team was
of the view that these aims were achieved and that the program of activities led to a
significantly greater understanding of potential outcomes for WPS.

Use of Gender Advisors

An important element of the successful integration of WPS was the appointment of
nine GENAD to the operational command headquarters (HQ) and component
commanders. This was expanded upon during the conduct of the exercise with some
components implementing a subordinate chain of WPS focal points and planners with
HQ and other units. The aim was to establish WPS as business-as-usual within HQ
work units and to ensure there was collaboration between the GENADs, the civilian
CRCG and all the other "shops" (Intelligence, operations, public affairs, planning etc.).

During the exercise, the WPS Working group, under the direction of Deputy
CCTF660, morphed into a well-attended GENAD Steering Working Group that met
daily as part of the formal battle rhythm and included all GENADs plus senior
representatives from all functional areas across the services and interested parties. It
provided a forum for discussion, questions, thoughts and actions regarding the
integration of WPS into all aspects of the operation. By the end of the exercise, it was
a well-established, informative and valuable tool.

This worked well despite the lack of formal training and expertise through operational
experience) held by the appointed GENAD, who individually prior to the exercise,
and collectively during the exercise, increased their level of knowledge and awareness
of the priority gender issues and mechanisms for implementation of gender
perspective.

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[24] Commander CTF660 brief: *Women, Peace and Security: Integrating a Gender Perspective into
CTF660 Operations* (FOUO) dated 6 February 2015
[25] Westwood, opcit, page 3

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Figure 1. S33(a)(iii) *and WGCDR Lou Des Jardins prepare for the
GENAD Steering Group on-board USS Blue Ridge, TS15.*

The lessons learned from this experience, and based on models already used by other
international organisations, such as the North Atlantic Treaty Organisation (NATO),
can inform guidance on the use of GENAD in future military operations and major
exercises in either joint task forces (JTF) or CTF. This can include ensuring that
GENADs:

a.   serve in the HQ at the strategic, operational and tactical level

b.   are a full-time position requiring adequate training, education, and experience

c.   should have a solid understanding of operational planning and staff processes,
        and should be of rank commensurate to other operational lead planners in the
        HQ and

d.   be integrated into key planning boards and have direct access to the
        Commander and Command Group in order to be able to communicate timely
        and direct information to support decision processes.

The GENAD within the senior HQ should be responsible for coordinating efforts
across subordinate HQ as depicted in Figure 2.

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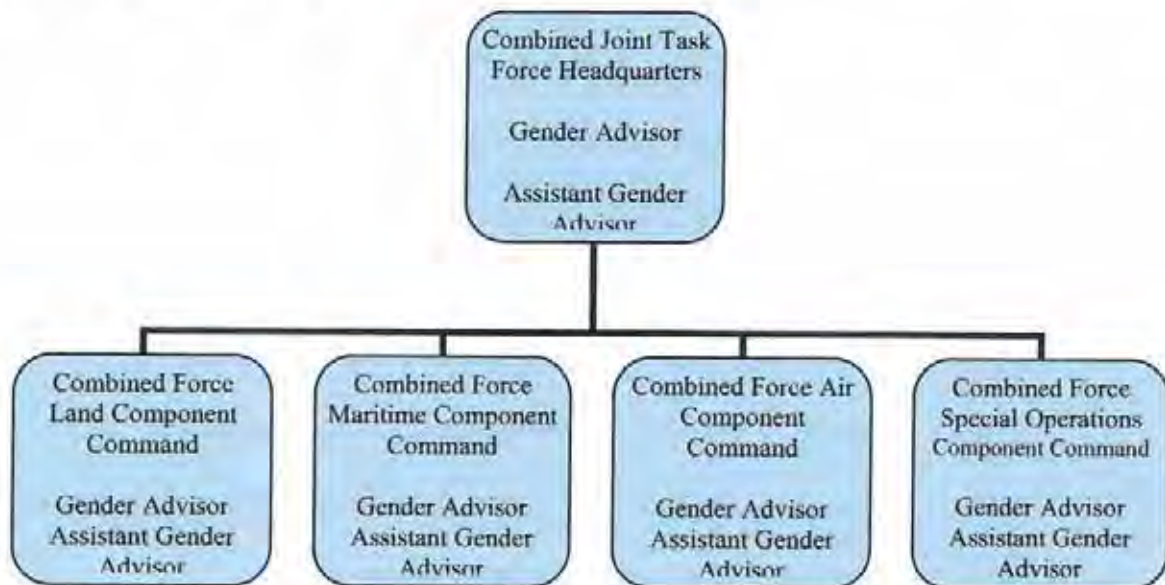(ADF) CAPT Jennifer Wittwer, CSM, RAN

Figure 2. GENAD structure across C/JTF

The role of GENADs would also be enhanced through the appointment of 'WPS
Planners' (or Gender Focal Points[26]) to provide a gender perspective across the range
of staff and component functions within each HQ. In this instance their role as a WPS
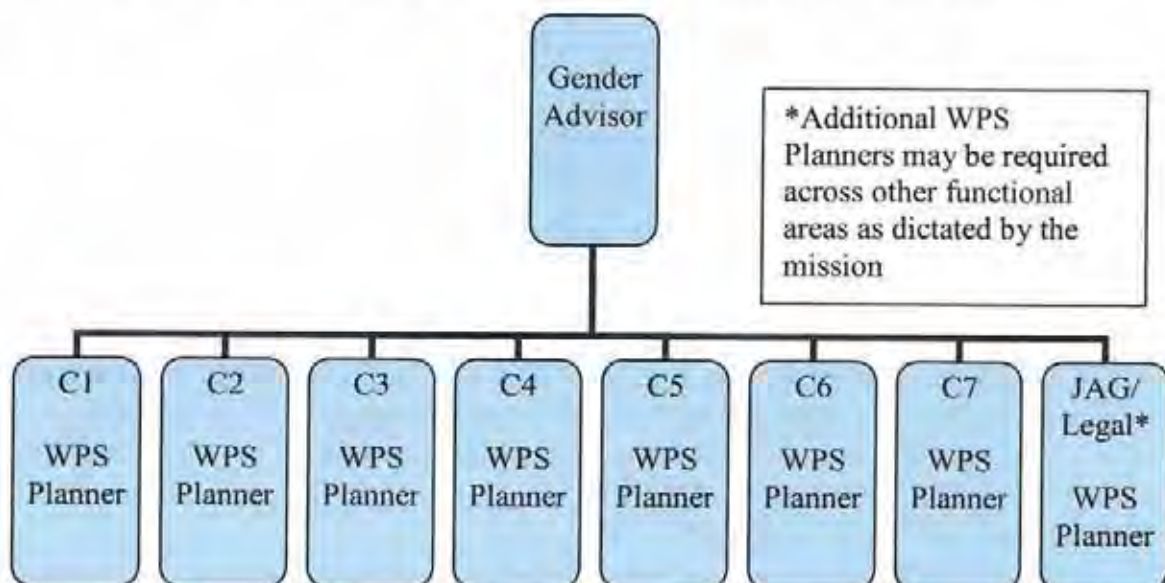Planner would be secondary to their primary role within each functional area.

Figure 3. Gender Advisor structure within each Headquarters

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[26] Recognised NATO term

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Lines of Effort (LOE), Operational Phases, and Functional Areas

The inclusion of GENAD and WPS Planners within each operational component
enhanced a streamlined approach to the implementation of WPS across all the
exercise operational lines of effort (LOE) and phases, and addressed all four pillars of
UNSCR 1325 plus relief and recovery. The following phase definitions[27] were
utilised during TS15:

a. Phase 0 – Shape – influence the theatre to favour CTF operations

b. Phase 1 – Prepare – set conditions to commence combat operations

c. Phase 2 – Seize the initiative – destroy opposition forces while gaining air and
maritime superiority

d. Phase 3 – Dominate – maintain air and maritime superiority

e. Phase 4 – Stabilise – expand air and maritime superiority, open access to
global commons humanitarian aid, restoration of essential services, and
facilitate handover of governance and

f. Phase 5 – Enable Transition to civil authority – transfer of governance to
civil/military authorities, redeploy forces and disestablish CTF.

Annex M to CFLCC OPLAN outlined the following WPS objectives for each
operational phase:

Phase	Objective	Desired Effect
0	Provide training and materials on the protection, rights and needs of women and importance of women in peace-building / keeping.	To increase awareness and integration of UNSCR 1325 and related resolutions and have trained personnel who can respond to gender concerns and other WPS issues.
1	Increase knowledge base of UNSCR 1325 and expand the number and role of women in operations, such as interpreters, military observers, security forces and humanitarian personnel.	To have knowledgeable staff that can full integrate UNSCR 1325 into planning and execution of operations.
2	Increase number and participation of women in decision-making roles involved in preventing and resolving conflict and long term governance. Special measures to protect women and girls from GBV.	To full integrate UNSCR 1325's four pillars to address human rights violations, GBV, and human trafficking. Strengthen women's rights and ensuring women's participation in preventing conflict and stabilising community.

[27] Standard operational phases outlined in the operational plan as per US Army Joint Publication 5.0
Joint Operation Planning, pages III 42-44

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3-4	As for Phase 2. Support local women's peace initiatives and indigenous processes for conflict resolution.	Full integration of UNSCR 1325 into relief and recovery processes, including identification of key female leaders for possible political positions. Also included recruitment of women into local security forces.
5	Transfer of operations to local government.	No gaps in security or information.

Figure 4. Objectives and Desired Effects for each phase of operations

Figure 5 below depicts more detailed WPS-based LOE and milestones across both the
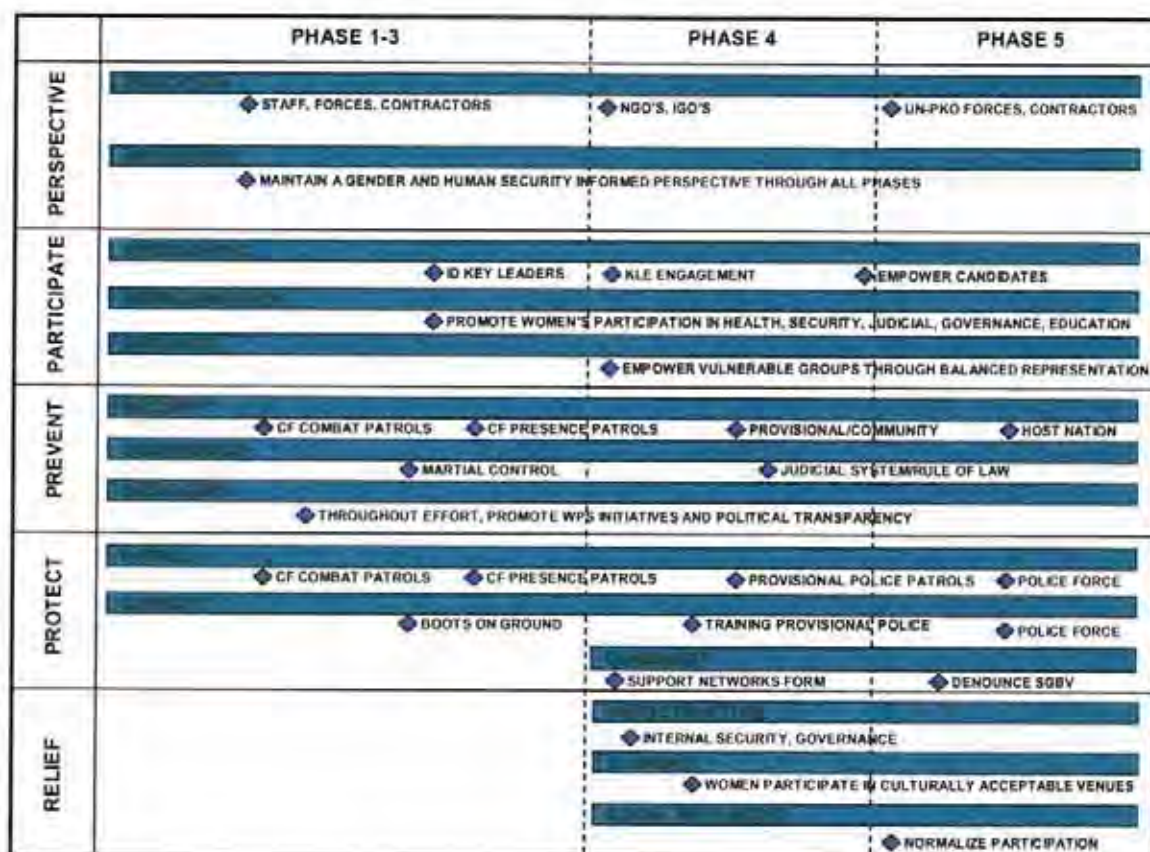phases of an operation and the key thematic areas of UNSCR 1325 and the UN pillars.

Figure 5. WPS Lines of Effort.

An important observation throughout the execution of TS15 was the relevance of
WPS within and across operational components and HQ functional areas. Appendix
1 provides specific examples of initiatives, identified as a result of TS15, designed to
enhance the overall operational effectiveness of the inclusion of WPS, and how the
WPS agenda can be fully integrated within functional areas.

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OUTCOMES

Tangible outcomes arising from the inclusion of WPS considerations in TS15 has
included a Commander's *Guide to Implementing UNSCR 1325 in Military Planning
and the Conduct of Operations and Major Exercises – An Artifact Arising from
Exercise Talisman Sabre 2015*, a *Gender Perspectives Checklist* developed by the
Crisis Response Coordination Group, and a *Soldier's Smartcard* to document and
report conflict-related sexual violence.

Commander's Guide

An enduring outcome of TS15 was the development and publication of a
*Commander's Guide to Implementing UNSCR 1325 in Military Planning and the
Conduct of Operations and Major Exercises – An Artefact from Exercise Talisman
Sabre 2015* in November 2015. The aim of the Guide was to provide an overview of
UNSCR 1325 and related resolutions on WPS, and set out the means and tasks by
which an operational command can implement UNSCR 1325 considerations through
planning and execution to help develop a more robust gender perspective throughout
command.[28]

The Guide emphasizes that the framework for the implementation of WPS at the
operational level, lies in the achievement of three overarching critical objectives –
Education, Integration and Execution – applied across the UNSCR 1325 pillars
(thematic areas of Perspective, Participation, Protection, Prevention, and Relief and
Recovery) . The Guide also highlights the importance to operational commands and
component forces of focused education and training on WPS to operational
commands and component forces, with specific attention to establishing and
integrating a gender perspective into operational planning and execution functions,
and the use of trained GENAD and planners integrated into functional areas.

Finally, the Guide reflects the lessons learned from TS15, and while not a formal
ADF doctrine, it will inform the development of ADF practices, policy and further
guidance on the integration of gender perspective across all operational elements, and
further efforts to fully implement UNSCR 1325 into contemporary conflict
environments. The Guide was ratified by the (American) CCTF660, Vice Admiral
RL Thomas, USN, and the (Australian) Deputy CCTF660, Major General SL Smith
and is publicly available.

Gender Perspective Checklist

A Gender Perspective checklist was originally developed as part of the operational
plan, but later included in the Commander's Guide as a useful tool for future
operations. It provided guidance on the type of assessments required to inform human
terrain analysis and subsequent tactical activities, and for which operational phase
they were applicable. The checklist includes:

a.   **J1 manning** – FET, GENAD, responding to conflict-related sexual violence;

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[28] Commander's Guide, opcit, Preface

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b.   **personal security** – FET, addressing and responding to conflict-related sexual violence, security impacts on local population;

c.   **force protection** – mixed gender teams to meet cultural needs and sensitivities, combatant status, identifying key information, detention facilities to meets needs of combatants, civil-military activity;

d.   **situational awareness** – FET, sex-disaggregated data of local population, gender and community roles, cultural and tribal traditions impacting women and girls, access tor resources and power, education levels;

e.   **human terrain** – consultation with key women, gender intelligence reports, mixed patrols, female interpreters to strengthen communication, assessment son security threats, sex-disaggregated date in all reporting;

f.   **health** – responding to needs of local population, access to medical infrastructure;

g.   **displaced persons** – protection from violence, identifying practical needs, engagement of both men and women in organization and management, security and cultural priorities, access to recourses; and

h.   **transition** – female leadership engagement plan, DDR programs to include women and girls.[29]

Soldier's Smart Card

An additional tool developed by the exercise GENAD through the application of WPS is the Soldier's Smartcard – a succinct, handy reference on how to document and report conflict-related sexual and gender-based violence. The Smartcard, at Appendix 2, outlines the Commander's Intent, the requirement to record and report, and techniques to obtain the relevant information and provide assistance where possible. There is little detail regarding the development and application of the Smartcard in the WPS training scenarios, and its impact on or contribution to scenario assessments.

That said, more academic rigor and consultation with international WPS experts and organizations, and specific training on conflict-related sexual violence by practitioners in the future, will likely improve the Smartcard's value to mission objectives and outcomes.

LESSONS LEARNED

Overall, the inclusion of WPS into TS15 identified seven major recommendations useful to inform future operational or exercise activities both in AS and the US:

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[29] Commander's Guide to Implementing UNSCR 1325 in Military Planning and the Conduct of Operations and Major Exercises – An Artefact from Exercise Talisman Sabre 2015, November 2015, page 19

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a. **Accountability Measures.** The Australian DIP assigned responsibility to
   JOC for ensuring WPS was integrated into exercises and in doing so,
   established an accountability framework. Assigning responsibility to a senior
   representative also ensured that due attention was given and that reporting
   would be completed. This framework, along with high-level political
   intervention and commitment, provided a clear mandate to integrate WPS into
   the exercise.

b. **Training and Awareness.** In order for exercise planners to support the
   integration of WPS into exercises, there needs to a baseline understanding of
   what WPS is and why it is important. WPS presentations should be delivered
   at Planning Conferences and STAFFEX to increase understanding and build
   awareness. Key staff should also consider supplementary courses or online
   training such as that provided by the US Department of Defense Joint
   Knowledge Online or NATO xxxx. The same approach should be applied to
   the training audience.

c. **Training Objectives.** Exercise scenarios, storylines and injects are designed
   around the identified training objectives. In order to ensure that WPS is
   considered within scenario and the development of injects, it is crucial to build
   WPS specific training objectives. These objectives should focus on the four
   pillars of UNSCR 1325 (Perspective, Prevention, Protection and Participation)
   and should require the development of specific products.

d. **Scenario Development.** In order for the training audience to engage with
   WPS, there needs to be references and data in the supporting scenario material.
   Scenario information should include information on the status and treatment of
   different genders, the issues that affect different genders, as well as sex-
   disaggregated data. This information needs to be mainstreamed across all
   relevant documentation.

e. **Senior Engagement.** A top-down approaches to planning work well within a
   military environment. The Exercise Core Steering Group must support the
   integration of WPS by providing overarching support and encouragement to
   planners. Within Exercise, Commanders need to instruct their staff, and
   provide directives, to consider WPS in planning and request the development
   of specific products.

f. **Personnel.** A military lead should be appointed across the exercise life cycle
   to oversee the development of WPS focused storylines and injects, develop
   WPS focused products, ensure coordination with other components and staff
   the response cell during execution. Military GENADs or subject matter
   experts should also be appointed within the training audience to provide
   relevant advice and ensure that WPS is being considered across components.

g. **Whole of Government (WoG) Coordination.** Military planners should work
   closely with WOG partners to ensure that civilian perspectives on WPS are
   considered and that military and political objectives are consistent.

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CONCLUSION

TS15 provided a challenging background to introducing UNSCR1325's agenda on
Women, Peace and Security to military operations. Military personnel not only
showed an active interest in discussing these concepts but actually adapted their lines
of responsibility to include consideration and implementation of WPS. This could be
seen in a practical sense in targeting decisions, human terrain analysis, transition plans,
CONOPS, rules of engagement and other decisions during the exercise. It can be seen
in the decision to produce an enduring artefact in the form of a Commander's Guide
on WPS. Opperman noted that TS15 played a pivotal role in educating military
leaders and subordinates about the importance of implementing UNSCR 1325, and
that senior US Generals and Flag Officers have acknowledged this and are open to
integrating WPS considerations into future plans, exercises and operations. She
commended the ADF for including WPS 'as a top-three training objective' in TS15.[30]

Westwood noted that 'C7F and the TS15 leadership team are all of the view that these
aims were achieved during TS15 and that this program of activities has led to a
significantly greater understanding of the art of the possible regarding WPS. Through
the approach of the GENAD with the full support of their Command Teams, WPS
was integrated into all aspects of TS15 in a manner which has begun the journey to
normalising it within military planning and operations. There is, of course, a long
road ahead until WPS is fully integrated across the wider Australian Defence Force
and United States Forces' activities, but the achievements during TS15 prove that the
inclusion of UNSCR 1325 within military operations is not a hindrance but can be
beneficial to the achievement of military aims'. [31]

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[30] Opperman, opcit, page 2
[31] Westwood, opcit, page 2

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Appendix 1

EXAMPLES OF INITIATIVES ACROSS FUNCTIONAL AREAS

C/J 1. The conduct and theatre specific information delivered on RSOI training
can be refined and tailored to provide packages specific to WPS information and
details. A more in-depth cultural and gender perspective incorporated in the
normal in-country briefing will broaden and heighten the commander and
command's cultural understanding, and ensure the issues, concerns, initiatives,
and goals of women, communities, and vulnerable populations are fully integrated
in planning, day-to-day projects, and other activities.

C/J2. Recognise that failing to incorporate gender considerations into
assessments presents a risk to the mission by neglecting to provide the commander
with insight into a key driver of conflict. Understand that gender context, as much
as religion, ethnicity, or economics, is a critical element in accurately
characterizing a society's human terrain as part of the process of Joint Intelligence
Preparation of the Operational Environment (JIPOE). JIPOE should leverage
available Open Source Intelligence concerning gender issues within the human
terrain; historical materials regarding societal practices and accepted norms; and
target nation experts to enhance staff and commanders' understanding of relevant
WPS issues. Additionally, outputs of JIPOE concerning intelligence collection
should provide specific WPS related collection requirements for fielded forces
action. Such collection requirements will enable identification of specific gender
stakeholders and leaders; ground-truthing of perceived issues in planning; and
confirmation or otherwise of assumptions. Consider gender perspectives and
sensitivities which may impact information collection (i.e. human intelligence,
risk assessments), knowledge development, analysis, and production.

C/J3. Conduct assessments regarding women's security situations and gender
analysis, supporting the planning and execution of operations. Ensure a gender
balanced approach to efforts during KLE. Incorporate WPS subject matter experts
(SME) in the planning process to ensure that subordinates and staff maximize the
operational effects. Commanders should remember, however, that WPS is one of
many considerations. Military operations can rarely be centred on WPS issues
and military commanders are always responsible for delivering the best military
advice.

C/J3 Information Operations (IO) / Psychological Operations (PSYOPS).
Provide gender appropriate content and gender specific messages as required.
Consider gender based issues and vulnerable populations in the development of
the IO and PSYOPS plan, audiences, and themes to stress/avoid. Plan to highlight
gender issues and the treatment of vulnerable populations throughout all phases of
the operation. With such a large portion of the population concerned with gender
based issues and the treatment of vulnerable populations, messages concerning
these topics are likely to resonate with the intended audience.

C/J4. Support medical matters from a gender perspectives including maintaining
supplies, equipment, and capabilities to treat and support victims of gender-based

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violence. Ensure that adequate supplies of Class I, II, VI, and X pharmaceuticals
are available to support the needs of women and children. Ensure civil
engineering plans for bases and camps incorporate WPS considerations.

C/J5. Support the operational design and long-term planning with the integration
of gender perspective, from the development of tasks in the initial CONOP to
execution. These tasks will be assigned throughout the headquarters staff and all
subordinate commanders and are essential for directing the incorporation of
gender perspectives and WPS related initiatives. Incorporate gender perspectives
through course of action development. Assign a WPS Planner to maintain the
focus on vulnerable populations throughout the duration of operational planning.

C/J5 OPT. Operational Planning Team includes relevant WPS issues and gender-
conscious tasks and objectives throughout all phases of the concept of operations
that will govern the stabilization of the region in question and the enabling of civil
authorities in post-combat areas.

C/J7 Civil Military Operations. Focus on the operational and tactical civil-
military operations plans, providing guidance for engagements and liaison with
vulnerable populations (women, children, and elderly). Attention needs to be
given to emerging women leaders and women's organizations to promote and
incorporate women and their understanding of community/vulnerable population
perspectives into governmental, military, and positions of influence commensurate
to opportunities provided within the culture in question. Plans must include a
gender perspective and incorporation of Prevention, Protection, and Participation
through all phases of operations. Issues and concerns with respect to women,
communities, and vulnerable populations must be coordinated through the
interagency, governmental, and humanitarian community to ensure a more holistic
approach to reconciling WPS issues.

C/J8. Ensure that contracting clauses for small business and small women-owned
business incentive programs and combating trafficking in persons are included in
contracting at all levels (prime contract and all sub-contracts). Ensure the
Operational Contract Support Integration Cell is involved in all WPS battle
rhythm events. Support "clause deviations" to focus contract sourcing toward
woman-owned businesses and employees and ensure no child labour is used in
contract execution.

Public Affairs Operations. Coordinate with IO/PSYOPS to ensure that gender
appropriate content is included in strategic themes and messages at all levels to
improve integration of gender perspective in all appropriate public messages
disseminated by the command. Highlight WPS themes and objectives in media
opportunities where possible.

Legal. Provide advice to planners to consider gender dimensions in the post-
conflict judicial system, according to relevant UNSCRs and customary
international law, including Right to Protect. In planning for the conduct of
hostilities, provide advice on the application of the laws governing armed conflict
and report violations of such laws. Rules of engagement should be drafted to

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reflect the Commander's Intent to mitigate impacts to vulnerable populations.
Provide relevant information where women, girls', boys', and other vulnerable
populations' legal rights are neglected and/or violated.

Medical. Ensure medical plans specifically incorporate the requirements of
women and children based on local needs. Medical teams, both military and NGO,
should receive specific training on gender based issues and at risk populations.
Ideally, all healthcare engagements will be conducted with a gender balanced
approach that includes mixed gender medical teams.

Mortuary Affairs. Consider specific cultural needs of women and children in
mortuary affairs.

Chaplain. Support and provide guidance regarding engagement and liaison with
women who are seen as leaders in local faith-based organizations and religious
communities. Provide advisement on appropriate religious key leader talking
points for engaging with women from the various faith traditions that forces may
encounter. Help identify how women active in various religious communities
network within and beyond their localized area.[32]

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[32] Commander's Guide , opcit, page 13-15

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Appendix 1

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The Integration of United Nations Security Council Resolution 1325 Women Peace and Security into Exercise Talisman Sabre 2015

Introduction

Exercise Talisman Sabre is a bilateral Australian and Unites States military training activity, designed to train our respective military forces in planning and conducting Combined Task Force operations to improve the combat readiness and interoperability between the two Nations. It was first conducted in 2005, and has taken place every second year in and around the East Australian Range Complex , comprised of Shoalwater Bay Training Area (SWBTA), Townsville and Cowley Beach as well as within the Coral Sea in Northern Australia. Exercise Talisman Sabre 15 (TS15) was the largest combined military exercise undertaken by the Australian Defence Force with over 30 000 Australian and US troops, 200 aircraft and 50 ships operating within the North Australian Range Complex (comprised of Bradshaw and Mount Bundy Training Areas and Delamere Range Facility) in the Northern Territory in addition to the traditional East Australian Range Complex in Queensland. Apart from those assets deployed in the aforementioned areas of operations, TS15 forces were also assembled in Hawaii, San Diego, Bungendore near Canberra, HQ 1 Division in Brisbane, and on USS Blue Ridge which operated between Sydney and Brisbane. Of note, TS15 was the certification exercise for the USN 7th Fleet in their role as a Combined Task Force Command and Control capability, and over future iterations, it will be increasingly important to the certification of the Australian Defence Force's growing amphibious capability. The exercise consisted of two Combined Task groups (CTF 660 commanded by Commander USN 7th Fleet – C7F and CTF 661 Commanded by Chief of Joint Operations Australia - CJOPS) working together to restore representative governments to two fictional countries. The exercise, conducted in July, was a complex series of live, virtual and constructed events and, for the first time, there was a significant focus on integrating United Nations Security Council Resolution 1325 (UNSCR 1325) Women Peace and Security.

The United Nations Security Council adopted UNSCR 1325 in 2000. UNSCR 1325 recognises the different effect that warfare has on women and children and also recognises that women are rarely participants in the peace process. A further six resolutions have been adopted since then, and form the Women, Peace, and Security (WPS) agenda. UNSCR 1325 called for member states to produce National Action Plans which outline what Governments will do to integrate a gender perspective into conflict resolution, peace, and security efforts, both domestically and overseas. The Australian National Action Plan was published in 2012, five months after the United States National Action Plan, and incorporated a Defence Implementation Plan. The selection of TS15 as the backdrop to the integration of Women, Peace and Security into military planning and operations was an outcome of bi-lateral talks between Australian and United States Government Officials in 2014. Based on this guidance Commander CTF 660, VADM Robert Thomas (C7F), directed his staff to integrate Women, Peace and Security into the conduct of TS15.

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The initial steps towards integration occurred during an exercise planning activity conducted in February of this year with the drafting of a two page brief outlining specific WPS objectives and initiatives to be incorporated within TS15[1]. That brief directed a number of requirements from Commander CTF 660, to component commanders, setting in motion a series of outputs designed to move WPS beyond 'education' and into the realm of execution. The aim was to integrate WPS and gender perspective into CTF 660 operations, and make a stepped and lasting difference to the way in which war fighting Commanders plan and execute WPS objectives. Effectively, the brief forecast the intent to 'operationalise' WPS.

Talisman Sabre 15 Specific WPS Objectives

There were three main objectives, in addition to the incorporation of WPS considerations into Commander's Intent, Strategic Communications, Rules of Engagement, Targeting Directives and Human Terrain Analysis, that were key to the integration of WPS within TS15.

Firstly, CTF 660 forces would receive focussed education and training, which was conducted in an incremental and targeted manner to ensure wide awareness and understanding on the key messages and themes of WPS. This included provision of briefings during the Senior Leadership Seminar, pre-deployment and Reception, Staging, Onward Movement and Integration (RSOI) training. The focus during the RSOI brief, which all members of CTF 660 attended, was on providing participants with an understanding of the significance of the inclusion of WPS within the military operational context whilst consolidating base level knowledge on UNSCR 1325. This was assisted through the appointment and selection of Gender Advisors who ensured that Commanders, both at CTF and Component level, had access to members dedicated to driving both the Commander's Intent as well as being experts on UNSCR 1325.

The second objective, and undeniably seen as the biggest challenge prior to exercise commencement, was the integration of WPS considerations into planning and execution phases. This was successfully achieved through a process of education, the presence and participation of the Gender Advisors and a strong and committed Command Team who reinforced the importance and necessity of WPS at key times throughout the Exercise. CCTF 660 had access to two military Gender Advisors, one Australian and one American, who between them attended 12 – 16 working groups, steering groups or boards on a daily basis. This provided maximum exposure to the Headquarters staff and allowed the Gender Advisors to establish good working relationships across the Shops and Special appointments thus ensuring wide exposure to and understanding of WPS. A Gender Advisor Steering Group met daily and linked the CTF 660 Gender Advisors with those appointed across the Components

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[1] The WPS initiatives and activities for EX TS15 were developed during a planning activity conducted on board USS Blue Ridge in Feb 2015 by a WPS working group comprising: LTCOL Louise Martin (ARA), S33(a)(iii) LCDR Matt Dunn (RAN), S33(a)(iii) The author acknowledges this teams work as forming the basis for this paper and is indebted to their outstanding support.

providing a network of experience and knowledge which was shared and leveraged as the scenarios dictated.

The final objective was to ensure that the lessons learnt during TS15 were not isolated but rather shared across the military forces in a manner which provides a sound basis for future activities.

Talisman Sabre 15 Specific WPS Initiatives

A number of specific initiatives were also included within the Directive released by Commander CTF 660 to assist in determining what works and what doesn't, in order to focus WPS investment in future military operations. Based on the design of the scenario for TS15 the majority of work in achieving these initiatives was through the Operational Planning Teams output in preparation for transition to Phase Four and Five. Amongst the successful initiatives was the establishment of female population protection units and patrol plans, compilation and distribution of gender intelligence reports and the identification and engagement with key female leaders within local communities. One initiative that was seen as key prior to exercise start evolved during the conduct of the exercise from female engagement teams to mixed engagement teams. This is an important move as it recognises that each community is unique and not all communities allow only female to female engagement. Providing a mixed engagement team allows the tactical level commander the flexibility to communicate and establish relationships across local communities.

Conclusion

The aims of the WPS activities for TS 15 were simple:

   a. To make a stepped change in the WPS conversation from theory to practicality
   b. To operationalise WPS; and
   c. To leave documented 'doctrine' as the start point for future WPS planning and execution in future military activities.

C7F and the TS15 leadership team are all of the view that these aims were achieved during TS15 and that this program of activities has led to a significantly greater understanding of the art of the possible regarding WPS. Through the approach of the Gender Advisors, with the full support of their Command Teams, WPS was integrated into all aspects of TS15 in a manner which has begun the journey to normalising it within military planning and operations. There is, of course, a long road ahead until WPS is fully integrated across the wider Australian Defence Force and United States Forces' activities, but the achievements during TS15 prove that the inclusion of UNSCR 1325 within military operations is not a hindrance but can be beneficial to the achievement of military aims.

An enduring outcome of TS15 has been the production of a *Commander's Guide to Implementing UNSCR 1325 in Military Operations and Planning* which provides military commanders with a greater understanding of UNSCR 1325 and how to incorporate the intent of the Resolution into military planning and execution.

TS15 AAR COMMENTS

+ Growth, attendance, and evolution of GASG over time, good use of time to educate on WPS scenarios, train staff, synchronize with components -> how structure in the future? Daily group good for getting intel requirements, which issues were of intel value for collections?

+ BR events attended – TGT WG, TGT BD, intel collection board, asymmetric warfare group, OPT, CMOWG, Assessments

+ CTF660 GA's briefed at CUB; CFLCC didn't generate CUB or Big 10 products but sat at the table; CFMCC sat in with small group, similar roles

+ CFLCC goal – have everyone else brief WPS issues and not brief themselves

- How far DOWN did we brief? Did troops on the ground know what was being briefed/assessed? Briefing up was more efficient than briefing down. Lower levels might not have understood what elements in the exercise were WPS related or even what WPS was. (CPX vs. FTX)

+ 34ID (NG) asked for a GA to go train them prior to exercise, all soldiers were trained and far more engaged than other units, had GA's, reporting was GREAT according to CFLCC

+ VADM (R) Gallagher taking products and ideas back to Joint Staff and senior training

+ Command emphasis is necessary for success; Australians have this handled and we are coming late to the game – for AUS, incorporated into PME, military academies, new soldier training, IO training; USA has nothing in formal channels

+ Don't keep WPS separate – put the message out with other messages, incorporate the perspective

- Need more than just induction briefs; WPS needs to be interwoven with all efforts, how incorporate into the mind of a soldier trying to stay alive and kill the enemy? How do we ID necessary points for a combat soldier – POWs, indicators of trafficking, gaining trust in an IDP camp or community?

- Incorporate into IPB – what do you want to know in what phase of the operation? Early warning indicators, collect by talking to people and gaining trust; the human factor piece of this is huge and the country brief becomes more in depth, human terrain modeling; do you know who all the combatants are? Men discount women so they typically go unnoticed, the enemy can use that as an advantage; JIPOE must include gender as much as religion, ethnicity, and then must understand the power dynamics of a community

+ Concept of Human Security was very valuable when it came to explaining to commanders

- We should actually exercise a Phase 4 scenario to see more of this in play; recommend start Legais in Phase 4 next iteration of TS; work transition point between military led vs. military supported

- Training – need to teach resilience, need to teach stressed and traumatized soldiers how to deal with people who have suffered from atrocities; we fight the war but don't tell them what they'll face; UN

training on SGBV is intense, need to incorporate intensity or else will have trouble with traumatized soldiers facing traumatized people

- Repurpose GA for Human Terrain advisor? The label needs work, it can be divisive or allow the planner to be marginalized

- CFMCC and CFACC had challenges with scenarios; WPS is a people issue and when they did not interact with the population, they had little opportunity to train

- CFSOCC should have the most experienced and senior advisors working with their teams to roll up additional considerations, complexities, short deployments

- What has Coast Guard done with Maritime considerations? CG-HI? JIATF-W?

- KLE coordinator was an established position but was not used for WPS; WPS does not need to be run up a separate channel; engage with women leaders as is culturally appropriate

- FETs are an artifact of Iraq and Afghanistan operations and do not need to be employed in areas where there is not a prohibition against women talking to men; consider gender integrated teams instead, or trained human terrain teams

- Require WPS training on SRP checklist prior to deployment

- What does actual compliance with UNSCR 1325 and the NAP look like? The DoD implementation guidance at least has outcomes, but how do we make sure these get integrated as training priorities?

+ What kind of training/skills do you need to have to be a Gender Advisor? Should be rank commensurate with primary staffers, must be operational/have operational planning experience, be able to speak the operational language and not just gender issues; combination of two operational GA's, one with planning and assessment experience, at CTF660 was right

- Increase white force so exercise issues at tactical and operational level, keep white force engaged; white force was disconnected from actual exercise operations; sequencing WPS injects was problematic, too much IDP stuff and hand-waved away idea of female enemy combatants; everybody was a victim in the scenarios given – get at the larger picture, where are the other impacts?

- Metric: how long would these issues take to make front page news? Day one. Level of influence.

- Dealing with child soldiers being used by allies – can't just stop talking to them or refused to be involved, maintain involvement and tell them to cut it out

- Stop thinking that a Gender Advisor has to be female – you need female representation on a staff but want to get away from the idea that here is the woman at the table to talk about woman stuff

Timeline – Integration of Women, Peace and Security into Talisman Sabre 15

Time	Event	Action
2012	Out-of-exercise	- National Action Plan released
2013	Out-of-exercise	- The Defence Implementation Plan assigns CJOPS responsibility for ensuring that WPS is integrated into exercises including Talisman Sabre.
Feb 14	Concept Development Conference	- WPS included as one of the overarching themes of the Talisman Sabre 15. - A WPS focused training objective was included within JTIMS Database requiring CTF660 to incorporate gender considerations into planning, advice and decision-making.
March 14	Out-of-exercise	- DFAT agree to include WPS as key outcome for agency involvement in the exercise.
May 14	Out-of-exercise	- Preliminary meeting with CAPT Wittwer, J73 and ACMC to discuss potential WPS storylines for TS15.
June 14	Initial Planning Conference	- ACMC draft WPS One-Pager and distribute at IPC - ACMC conduct engagement with the TS15 Core Steering Group during IPC. - IAWG consider WPS injects and develop Level 2 Charts. - IAWG include a WPS Advisor within the CRCG Organisational Chart. - ACMC and CTF660 Planners design an Education and Awareness Raising Campaign to increase baseline understanding of WPS within the senior leadership of TS15 (to be implemented across the next 12 months). - Over the next 6 months, WPS POCs collect and share information, conduct briefings and talk to senior Commanders about the importance of WPS.
July 14	Out-of-exercise	- DFAT, ACMC and J73 integrate WPS data into scenario material including country handbooks.
Aug 14	Out-of-exercise	- AUSMIN Communique references the importance and integrating WPS into TS15.
Aug 14	Strategic Staffex	- WPS references are included in all relevant strategic documentation including the CDF Directive and Targeting Directive.
Sept 14	Out-of-exercise	- Key planning staff from J73 attend ACMC WPS Training.
Oct 14	Mid Planning Conference	- WPS presentation delivered to MPC plenary. - ACMC and CTF660 Planners conduct meeting with PACOM to provide update on integration of WPS into TS15. - IAWG continue to build WPS Injects.
Nov 14	Out-of- Exercise	- Further meetings between ACMC and J73 to discuss military focused WPS storylines.
Jan 15	Blue Staffex	- WPS Presentation delivered during academics session. - Commander CTF660 states that WPS is one of his top three priorities for Talisman Sabre 15 and instructs all staff to consider WPS in planning. - Chief of Staff establishes a WPS Tiger Team to develop an Operational Plan for WPS. This document provides preliminary ideas for how to operationalise UNSCR1325. - US Joint Staff Deployable Training Team sends an advisor to observe how WPS is being integrated into the Exercise.
March 15	Blue Force Planning	- WPS presentation is delivered during introductory sessions. - WPS is considered across all component planning. - Civil and military staffs develop a Gender Perspectives Checklist.
March 15	Senior Leadership Seminar	- WPS presentation is delivered during introductory sessions. - WPS is listed as one of the 'Strategic Discussions' for Commanders. - CTF660 instructs all components to appoint a Gender Advisor. - CTF660 instructs all components to provide WPS activities that will be conducted during execution. - CTF660 instructs components to conduct online WPS training prior to execution. - JOC agrees to appoint a military WPS lead to develop military specific WPS injects and staff a WPS Cell within Exercise Control.
March 15	Out-of-exercise	- Further meetings between ACMC and J73 to discuss military focused WPS storylines.
April 15	Final Planning Conference	- White Cell WPS Working Group established. - Military focused WPS injects and products are developed. - Components appoint Gender Advisors.
May 15	CFLCC Ramp-Up	- WPS presentation delivered during academics session. - WPS Cell established within the G9. - I Corps contracts a US WPS advisor to lead the WPS Cell.
June 2015	Out-of-exercise	- ACMC host Gender Advisors Teleconference to introduce Gender Advisors and discuss ideas for how to coordinate activities during execution. - AIRCDRE Chris Westwood hosts RAAF WPS Workshop to identify how WPS can be addressed within Air Force. - JOC develop a WPS Evaluation Framework to identify lessons for TS15 (with ACMC support). - ACMC deliver presentation to ASEAN representatives at DFAT outlining how WPS was integrated into TS15.
July 2015	Execution	- Gender Advisors Steering Group included on the Daily Battle Rhythm. - WPS slide included in every Commanders Update Brief. - Gender Advisors develop several new products including Commanders Guidance for Operationalising UNSCR 1325, WPS Tracker and WPS Soldiers Card. - Gender Advisors conduct WPS After Action Review on-board USS Blue Ridge.

Commander's Guide to Implementing UNSCR 1325 in Military Planning and Operations

United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace, and Security (WPS) recognizes that conflict disproportionately affects women and children, and that women are largely excluded from peace processes. It calls on Member States to protect women and girls' human rights and promote their participation in conflict prevention, management, and resolution. It also challenges Member States to integrate gender perspectives into their peace and security efforts.

Based on guidance from the United States and Australian Governments, CDR CTF660 directed the staff to develop a commander's guide for implementing UNSCR 1325 in military planning and operations based on experiences during Exercise TALISMAN SABRE 15.

The aim of this guide is to provide an overview of UNSCR 1325 on WPS to provide context for the operational commander, set out means and tasks by which an operational command can implement UNSCR 1325 considerations through planning and execution, and provide training scenarios to help develop a more robust gender perspective throughout the command.

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INTRODUCTION

In 2000, the United Nations Security Council adopted Resolution 1325 on Women, Peace, and Security (UNSCR 1325). UNSCR 1325 recognizes the different effect that warfare has on women and children and recognizes that women are rarely participants in the peace process. A further six resolutions have been adopted since 2000, and form the Women, Peace, and Security (WPS) agenda. By better understanding the different ways women and children are impacted during a conflict, the military will be able to plan and implement effective strategies to protect and empower them.

The goal of the Commander's Guide to Implementing UNSCR 1325 in Military Planning and Operations is to ensure the integration of a gender perspective into the planning and conduct of conflict operations, regional stabilization, and peace processes. To be able to integrate a gender perspective a commander must first understand gender. Gender is *'the state of being male or female as defined by social or cultural differences[1]'*. To integrate a gender perspective therefore it is necessary, firstly, to appreciate the cultural framework that defines the roles of both males and females within that society, and secondly, to mainstream that perspective. Mainstreaming a gender perspective is *'the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.[2]'*

Through coordination, strategy development, enhanced professional training and education, and evaluation, commands must institutionalize a gender-perspective approach to diplomatic, development, and security-related work in conflict-affected environments. Operational commands will improve the prospects for inclusive, just, and sustainable peace by promoting and strengthening women's rights and effective leadership and substantive participation in peace processes, conflict prevention, peace-building, transitional processes, and decision-making institutions in conflict-affected environments.

By better understanding the different ways women and children are impacted during a conflict, an operational command can better plan and implement effective strategies to protect and empower them.

THE CASE FOR WOMEN IN PEACE AND SECURITY

UNSCR 1325 recognizes that women and girls are disproportionately impacted by disaster, transnational crime (especially trafficking) and war. Sexual and Gender based violence (SGBV) on a mass scale occurs all too frequently and is now recognized as a war crime although the perpetrators are rarely held to account post conflict.

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[1] As defined by Oxford Dictionary
[2] As defined by the UN Economic and Social Council

The perspectives of women are rarely included in Disarmament, Demobilization and Rehabilitation (DDR) efforts that are established post conflict. Inclusion of women in these processes not only recognizes that women may be combatants, but those left at home have unique pressures placed on them during conflict, and that they, too, may have a requirement for rehabilitation post conflict. Additionally, the traditional exclusion of women from the peace processes can result in further instability followed by an almost inevitable return to hostilities. Inclusion of women in the peace process ensures that the needs of the whole community are addressed and incorporated into future planning which has been shown to result in increased social and economic stability.

NATIONAL ACTION PLANS

Throughout all nations, even the most socially developed, women and men have different access to resources, education, formal political parties, and the media. The media in particular often perpetuates negative stereotypes and traditional views regarding women's capabilities, highlighting their victimization rather than their capacity to contribute to bring about positive change. Cultural norms may dictate men's control over women's mobility, decisions, and actions, and promote coercion and intimidation by family members and communities. Therefore, influence from the command and government, and the inclusion of women as agents for social change is necessary to influence women's participation in the peace and security process.

UNSCR 1325 called for member states to produce National Action Plans which outline what Governments will do to integrate a gender perspective into conflict resolution, peace, and security efforts, both domestically and overseas. Forty-three countries, the United States (2011) and Australia (2012) included, have formalized National Action Plans with the United States and Australia also developing Defence Implementation Plans. Figure 1 highlights the key thematic areas within the National Action Plans published by the United States and Australia.

These National Action Plans recognize that promoting women's participation in conflict prevention, management and resolution, as well as in post-conflict relief and recovery, advances peace, national security, economic and social development, and international cooperation. This is done through mainstreaming gender **perspective**, integrating women's **participation**, **protecting** vulnerable populations, **preventing** gender-based violence, integrating women in relief and recovery, and institutionalizing the commitment to women as agents of positive change at all levels.

Integrating the **perspective** of women into the peace process allows decision-makers and governing bodies to think outside of institutional biases that cause gender-based violence as a cheap and effective weapon of war and targeting of women and children to remain unaddressed. Without that perspective, peace processes do not take into account issues affecting more than 50% of the population and are less likely to be sustainable in the long term.

- Published December 2011
- Includes five "National Objectives"
  – National Integration and Institutionalization
  – Participation in Peace Processes and Decision Making
  – Protection from Violence
  – Conflict Prevention
  – Access to Relief and Recovery
- Interagency Participation

- Published March 2012
- Includes five "Thematic Areas"
  – Prevention
  – Participation
  – Protection
  – Relief and Recovery
  – Normative
- Interagency Participation

Figure 1. National Action Plans

When included as meaningful **participants**, women enlarge the scope of peace agreements to include the broader set of critical societal priorities and needs required for lasting and just peace. If women are not included in peace processes, their voices are not heard and it is likely issues affecting women will not be addressed.

Protecting vulnerable populations from violence is a critical element of creating or returning stability to a region. Protection from sexual violence must occur for stability and peace because it damages communities and nations. Protection can involve either removing individuals or groups from a risk, threat, or situation of violence, or in the combat stage of operation, removing the threat.

Women have a valuable role in conflict **prevention** through adding a gender perspective that may significantly help prevent the emergence of violent conflict, identify non-violent means of resolving tensions, stop ongoing conflicts from spreading, and deter the re-emergence of conflict. By preventing conflict from occurring or spreading, operational commands can prevent the spread of the violence and instability that come with it.

In conflict affected and post-conflict situations, **relief and recovery** are focused on restoring internal security, building administrative and governance capacities, establishing functional financial infrastructure and economic restructuring, repairing physical infrastructure, establishing a credible and functioning judicial system, and ensuring social well-being. These programs must include a gender perspective, or else they might not recognize or give any priority to supporting women's and girls' health needs, domestic responsibilities, or their need for skills training and credit, and relief camps may be set out in ways which make it unsafe for women to access necessary facilities. Figure 2 highlights the key thematic areas of UNSCR 1325 and their relationship to tactical, operational and strategic end goals.
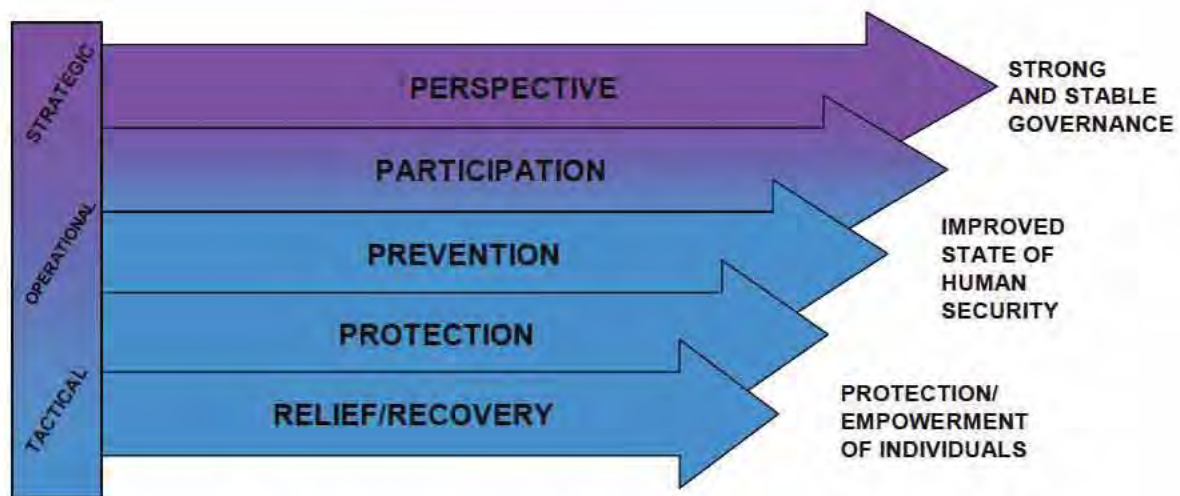
Figure 2. UNSCR 1325 Thematic Areas

The Strategic Importance of Understanding WPS.

"There can be no better demonstration of good international citizenship than a country's willingness to act when it has the capacity to prevent or avert a mass atrocity crime." - Gareth Evans, former AUS foreign minister

From a strategic perspective, strong and stable governance is a key enabler to conflict resolution, peace-building, and reconciliation. For this to happen, the governing body must be able to establish and maintain legitimacy and authority in the region, maintain a safe and secure environment, and enable lifesaving humanitarian aid.

Protecting vulnerable populations from criminal behavior, insurgent groups, and threats of all kind is a critical part of maintaining a safe and secure environment and recent incidents have only strengthened the need to combat sexual and gender based violence. Governments, coalition forces, and other actors must be able to combat those acts in order to sustain legitimate authoritative governance.

Experience shows that countries are more peaceful and prosperous when women are accorded full and equal rights and opportunities. Add to that the responsibility that all nations have to protect their populations from genocide, war crimes, ethnic cleansing, and crimes against humanity, including when implemented through means of sexual violence, peace and security strategies must include a voice that incorporates perspectives from all represented populations.

The Operational Importance of Understanding WPS

An operational commander needs to take into account not only the strategic impacts discussed above, but the operational and tactical benefits of engaging with men and women within the area of operations. When engaging both men and women in local communities and host nations, police and military forces can gain a fuller picture of

the entire community's needs. The often hidden but highly influential role women play in family and community groups should not be discounted as a means to influence the males in supporting Coalition objectives.

An operational commander must understand the value of human security within a community. Human security can be defined in terms of *freedom from violence or freedom from the fear of violence*[3]. Sexual and gender-based violence are highly effective weapons of war that can destroy the morale and familiar ties of an entire society. Addressing the specific security needs of a community can help to break a cycle of violence and help durable peace take root.

In areas of conflict, women will be especially important to the survival of the community and are often forced into roles traditionally held by men. This may lay the groundwork for cultural change if their continued presence within these roles is supported during the Phase Four and Five planning.

IMPLEMENTING WPS AT THE OPERATIONAL LEVEL

The framework for the implementation of WPS at the operational level lies in the achievement of three overarching critical objectives - **Education, Integration,** and **Execution –** which are applied across the thematic areas of – P**erspective, Participation, Prevention and Protection and Relief/Recovery**.

Operational Command and Component forces must receive focused education and training on UNSCR 1325 with specific attention to establishing and integrating a gender perspective into operational planning and execution functions, including conflict resolution, peace-building, and reconciliation processes.

Operational Command and Component forces must have trained Gender Advisors and WPS Planners integrated into functional areas throughout the command.

Operational Command and Component forces must demonstrate their ability to integrate gender perspective and specific UNSCR 1325 initiatives into all stages of operational planning.

Figure 3 depicts WPS based lines of effort (LOE) and milestones across both the phases of an operation and the key thematic areas with further detail on each LOE contained therafter.

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[3] As defined by the Human Security Report Project

	PHASE 1-3	PHASE 4	PHASE 5
PERSPECTIVE	EDUCATION ◆ STAFF, FORCES, CONTRACTORS	◆ NGO'S, IGO'S	◆ UN-PKO FORCES, CONTRACTORS
	AWARENESS ◆ MAINTAIN A GENDER AND HUMAN SECURITY INFORMED PERSPECTIVE THROUGH ALL PHASES		
PARTICIPATE	ENGAGEMENT ◆ ID KEY LEADERS	◆ KLE ENGAGEMENT	◆ EMPOWER CANDIDATES
	REPRESENTATION ◆ PROMOTE WOMEN'S PARTICIPATION IN HEALTH, SECURITY, JUDICIAL, GOVERNANCE, EDUCATION		
	EMPOWER ◆ EMPOWER VULNERABLE GROUPS THROUGH BALANCED REPRESENTATION		
PREVENT	SECURITY ◆ CF COMBAT PATROLS ◆ CF PRESENCE PATROLS	◆ PROVISIONAL/COMMUNITY	◆ HOST NATION
	GOVERNANCE ◆ MARTIAL CONTROL	◆ JUDICIAL SYSTEM/RULE OF LAW	
	MESSAGING ◆ THROUGHOUT EFFORT, PROMOTE WPS INITIATIVES AND POLITICAL TRANSPARENCY		
PROTECT	PATROLS ◆ CF COMBAT PATROLS ◆ CF PRESENCE PATROLS	◆ PROVISIONAL POLICE PATROLS	◆ POLICE FORCE
	CAPACITY ◆ BOOTS ON GROUND	◆ TRAINING PROVISIONAL POLICE	◆ POLICE FORCE
		COMMUNITY ◆ SUPPORT NETWORKS FORM	◆ DENOUNCE SGBV
RELIEF		INFRASTRUCTURE ◆ INTERNAL SECURITY, GOVERNANCE	
		ECONOMY ◆ WOMEN PARTICIPATE IN CULTURALLY ACCEPTABLE VENUES	
		SOCIAL WELL-BEING ◆ NORMALIZE PARTICIPATION	

Figure 3. WPS Lines of Effort

PERSPECTIVE

Education

Education is a fundamental part of integrating gender perspectives throughout a command. After integrating WPS considerations into the Commander's Intent, Objectives, Strategic Communications, Rules of Engagement, and Targeting Directives, the force must receive focused education and training. Commands should also provide easily accessible reference material and planning supplements on shared collaboration websites and integrate WPS Advisors into the staff to supplement the staff's understanding of WPS and inform the command decision-making process.

Education does not stop at military (including national, coalition and UN) forces, any contracted workforce also needs to receive UNSCR 1325 focused training to ensure they are aware of and commit to being compliant with the intent of the Resolution. Additionally, any militia force associated with coalition forces also requires awareness training to begin the process of building knowledge and compliance with UNSCR 1325 into domestic arrangements.

Education may need to be a key focus area of the Information Operations (IO) plan to ensure the local community gains an awareness of, and appreciation for, UNSCR 1325. The IO plan should consider the different groups within a community in order to frame the message to ensure wide reception.

The aim of all education plans should be to ensure that there are no contraventions of UNSCR 1325 by friendly forces, contractors engaged by friendly forces, militia groups associated with friendly forces and to lay the groundwork within the community for the relief and recovery efforts.

Awareness

An integrated awareness of gender perspectives and the needs and issues of vulnerable populations is essential for a commander's full understanding of the operational environment and the problems that must be solved in order to create lasting conflict resolution. This awareness begins in planning and carries through the entirety of the operation.

PARTICIPATION

Engagement

It is important that both influential men and women are identified for Key Leadership Engagement (KLE) opportunities by coalition forces. Dependant upon the balance of power within the community this may involve readily recognizable KL though previous government appointments (national, state, local) or through community groups such as Church/Social/Health environments. Once a potential KL is identified the process of managing and shaping the communication with that individual must be centrally managed to ensure they do not received mixed, contradictory or repetitive messages from multiple coalition sources. The talking points for each KLE will vary and should be assessed against the sphere of influence currently held and predicted future sphere of influence. It is vitally important that KLs are not seen as coalition puppets in order to ensure their continued validity once coalition forces withdraw.

Representation

A critical component of addressing women's participation is ensuring they are represented across the various organizations of influence within that society including health, security, judicial, education and government. Whilst it may be sometime before inequalities in representation in some key areas can be addressed it is important that the coalition force demonstrate the abilities and importance of women in key positions throughout their own operations. This may include female participation in teams that engage directly with local communities and have become known through recent combat experiences as female engagement teams. Consideration does need to be given to whether these teams need to be formed as mixed engagement teams thus ensuring there is adequate representation to engage with both men and women as the situation and local customs and norms dictate.

PREVENTION

Security

Security is the fundamental building block for creating stability in a region. In the process, commanders must consider human security as much as regional security due to its potential to impact legitimacy of mission, host nation support, and community

support and engagement. It is likely that the host nation security force has been significantly impacted by the conflict and in some cases may be contributing to acts of violence against women and children. Establishment of a domestic security force that is recognized as legitimate and trustworthy is not likely to occur until well into Phase Four leaving military forces with the additional requirement of providing an initial level of security for local communities.

This may be established through the conduct of patrols that provide support to essential community activities such as food, water and firewood collection. The extent of the military's ability to 'police' an area will be highly dependant on the circumstances surrounding the Operation. The exact requirements and expectations must be properly understood in order that coalition forces meet expectations without overstepping legal boundaries.

The re-establishment of a local security force must be considered during planning for Phase Four and Five and appropriately integrated into the drawdown plan for military forces. Consideration needs to be given to the inclusion of women in this force whilst ensuring they are not placed at unacceptable levels of risk.

Governance

As mentioned previously, governance is the center of gravity for reconstruction, reconciliation, and peace-building processes. As legitimate governance takes hold during conflict resolution, it should incorporate legal processes, criminal prosecution processes, rights and authorities that take into account the needs of women, children as well as those of men.

Once again, it is likely that host nation government and judicial systems will be in disarray and require time and effort to reestablish. This allows time for inclusion of women and women's rights within those processes to ensure appropriate Rule of Law exists to support UNSCR1325 and other Humanitarian Law requirements.

Messaging

Through all phases of the operation, the prevention of violence and the spread of conflict is reinforced with strategic messaging that highlights the value of engaging with, empowering, and enabling all members of community. This messaging program should be multi-faceted and linked closely to the formal education programs initiated. The messaging program extends across all phases of war and can be particularly effective during Phase Zero in terms of global expectations with respect to Humanitarian Law and integration of UNSCR 1325.

Whilst the messaging during Phase Two and Three will be coalition driven, the effort during Phase Four and importantly Phase Five should be driven by Host Nation requirements. The nature of this later messaging will be a direct reflection on how successful the coalition education and messaging program was.

PROTECTION

Patrols

Protection begins with security patrols in a conflict region. Often, those start with combat patrols that may progress to presence patrols. As conflict resolves, more and more of these security patrols should be transferred to provisional police with coalition or UN-Peace Keeping Operations (UN-PKO) presence, and finally to host nation police forces.

It is important that these patrols provide a level of protection for those most vulnerable to conflict related violence and crime. The provision of patrols for protection is, of course, closely linked to the patrols provided for the purpose of prevention. Commanders need to ensure they understand their legal obligations, and any restrictions, that may require, or conversely prevent them from providing protection to local populations.

Capacity

The capacity of a government to protect begins with coalition forces and develops throughout the community. This includes not only the ability to provide security patrols but the ability to provide legitimate legal support to vulnerable populations, criminal prosecution for those who commit crimes, including gender-based crimes, resources for victims of gender based violence and potential reparations.

It is essential that sufficient coalition forces remain within an area until the host nation is able to provide an acceptable level of protection for its citizens. This may require coalition force support to assist in the establishment and training of police and security forces. Planning for Phase Four and Five commitments should take into account that transition to host nation police force may be an extended process numbering in the years and not months.

Community

In an ideal situation, protection is internalized by a community to the point where that community not only provides support networks to protect vulnerable populations from harm and prevent the spread of violence, but the community denounces sexual and gender-based violence. A community able to protect and support itself within the established legal framework will build gradually from the splintered social structures left by the conflict and should be supported at all stages through effective KLE, messaging and commitment by coalition forces.

RELIEF AND RECOVERY

Infrastructure

In conflict affected and post-conflict situations, relief and recovery involves building capacity and restoring critical infrastructure, not just in terms of adequate facilities built with the needs of the community in mind, but judicial and administrative infrastructure as well. These programs must include a gender perspective to ensure the needs of the wider community are met.

To ensure a reduced timeline for restoration of essential services it is necessary for military planners to consider the second and third order effects of military operations, particularly military targeting process. Infrastructure that is an acceptable military target may have extensive impacts on the civilian population, which is likely to consist primarily of women and children. This may include such targets as roadways, bridges, port facilities, community buildings/meeting places as well as factories that may have been tied over to military production but are essential to the nations economic fortunes post conflict. Non kinetic targeting options should be considered for these targets where possible.

Economy

Economic disadvantage is a tremendous driver of vulnerability in social circumstances. Recovery efforts should endeavor to include a gender perspective and include women in businesses, administration roles, and other economic functions to enable them the resources to support their family and community.

Social Well Being

The promotion of social well-being counters vulnerabilities that arise when people of a certain social position do not have the respect and autonomy that others have. Enabling social well-being for all individuals enables a representative voice in negotiations, peace-building, and solving critical societal issues. In some communities women have stepped into non-traditional roles during recovery periods with outstanding results that have contributed to long term stability within the region. Whilst it is important that traditional cultural limitations be considered they should be done so with respect to the current needs of the community to establish itself in the post conflict environment.

Role of the Gender Advisor

Gender Advisor

The Gender Advisor serves in the headquarters at the strategic, operational and tactical level. This is a full-time position that requires adequate training, education, and experience. This individual should have a solid understanding of operational planning and staff processes, and should be of rank commensurate to other operational lead planners in the headquarters. The Gender Advisor should be integrated into key planning boards and have direct access to the Commander and Command Group in order to be able to communicate timely and direct information to support decision processes.

The Gender Advisor within the senior Headquarters is responsible for coordinating efforts across subordinate Headquarters as depicted in Figure 4. It is recommended that consideration be given to providing two Gender Advisors per Headquarters, where manning permits, to allow for greater depth of discussion and availability particularly in the early stages of integrating UNSCR 1325.
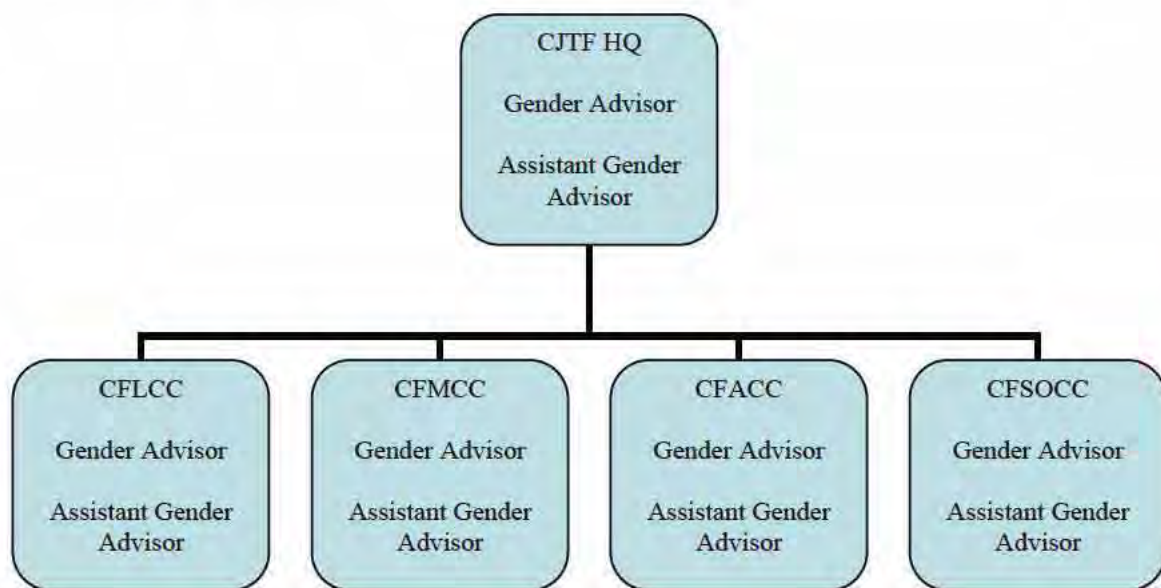
Figure 4. Gender Advisor structure across CJTF

WPS Planner

Each Gender Advisor should be supported by a number of WPS Planners who provide a gender perspective throughout the range of staff and component functions within each Headquarters. The WPS Planners sit within the established construct of the headquarters in order to be readily available to staff and to provide in depth insight into UNSCR 1325. In this instance their role as a WPS Planner is secondary to their primary role within each functional area.

Figure 5. Gender Advisor structure within each Headquarters

WPS Steering Group

The WPS Steering Group's (WSG) primary focus is to synchronize Women, Peace and Security initiatives and related issues, events, responses, and perspectives throughout the operational force. The WSG is chaired by the senior Gender Advisor and, whilst membership and participation may vary depending on 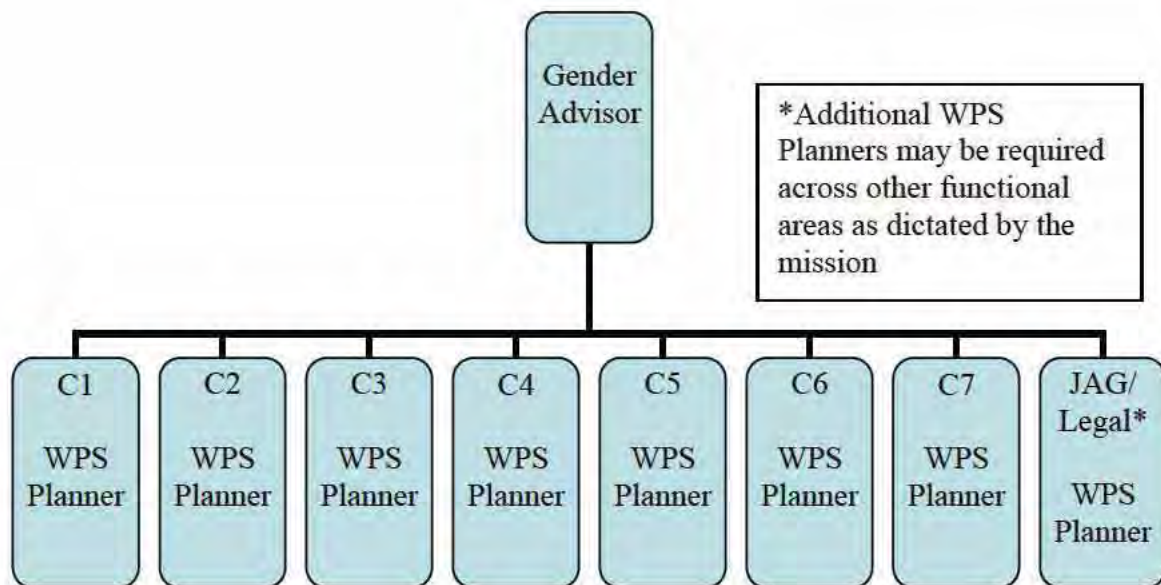the range of issues being discussed and prioritization given by the commander, the WPS Planners form the key body. An example of a Seven Minute Drill for this Group is contained in the Appendices.

Integration vs Isolation

It is essential that in the conduct of their duties that the Gender Advisor does not create a stove-piped response to UNSCR 1325 but rather focuses their effort on ensuring the entire headquarters is working towards integrating all aspects of the Resolution into normal practice. Examples of what needs consideration and how UNSCR 1325 can be fully integrated within functional areas is outlined below.

C1. The conduct and theater specific information delivered on Reception, Staging, Onward Movement and Integration (RSOI) training can be refined and tailored to provide packages specific to WPS information and details. A more in-depth cultural and gender perspective incorporated in the normal "in country" briefing will broaden and heighten the commander and command's cultural understanding, and ensure the issues, concerns, initiatives, and goals of women, communities, and vulnerable populations are fully integrated in planning, day-to-day projects, and other activities.

C2. Recognize that failing to incorporate gender considerations into assessments presents a risk to mission by neglecting to provide the commander with insight into a key driver of conflict. Understand that gender context, as much as religion, ethnicity, or economics, is a critical element in accurately characterizing a society's human terrain as part of the process of Joint Intelligence Preparation of the Operational

Environment (JIPOE). JIPOE should leverage available Open Source Intelligence (OSINT) concerning gender issues within the human terrain; historical materials regarding societal practices and accepted norms; and target nation experts to enhance staff and commanders' understanding of relevant WPS issues. Additionally, outputs of JIPOE concerning intelligence collection should provide specific WPS related collection requirements for fielded forces action. Such collection requirements will enable identification of specific gender stakeholders and leaders; ground-truthing of perceived issues in planning; and confirmation or otherwise of assumptions. Consider gender perspectives and sensitivities which may impact information collection (i.e. HUMINT, risk assessments), knowledge development, analysis, and production.

C3. Conduct assessments regarding women's security situations and gender analysis, supporting the planning and execution of operations. Ensure a gender balanced approach to efforts during KLE. Incorporate WPS SMEs in the planning process to ensure that subordinates and staff maximize the operational effects. Commanders should remember, however, that WPS is one of many considerations. Military operations can rarely be centered on WPS issues and military commanders are always responsible for delivering the best military advice.

C3 Information Operations/Psychological Operations. Provide gender appropriate content and gender specific messages as required. Consider gender based issues and vulnerable populations in the development of the IO and PSYOPS plan, audiences, and themes to stress/avoid. Plan to highlight gender issues and the treatment of vulnerable populations throughout all phases of the operation. With such a large portion of the population concerned with gender based issues and the treatment of vulnerable populations, messages concerning these topics are likely to resonate with the intended audience.

C4. Support medical matters from a gender perspectives including maintaining supplies, equipment, and capabilities to treat and support victims of gender-based violence. Ensure that adequate supplies of Class I, II, VI, and X are available to support the needs of women and children. Ensure Civil Engineering plans for bases and camps incorporate WPS considerations.

C5. Support the operational design and long-term planning with the integration of gender perspective, from the development of tasks in the initial concept of operations (CONOP) to execution. These tasks will be assigned throughout the headquarters staff and all subordinate commanders and are essential for directing the incorporation of gender perspectives and WPS related initiatives. Incorporate gender perspectives through COA development. Assign a WPS Planner to maintain the focus on vulnerable populations throughout the duration of operational planning.

C5 OPT. Operational Planning Team (OPT) includes relevant WPS issues and gender-conscious tasks and objectives throughout all phases of the concept of operations that will govern the stabilization of the region in question and the enabling of civil authorities in post-combat areas.

C7 Civil Military Operations. Focus on the operational and tactical Civil Military Operations plans, providing guidance for engagements and liaison with vulnerable

populations (women, children, and elderly). Attention needs to be given to emerging women leaders and women's organizations to promote and incorporate women and their understanding of community/vulnerable population perspectives into governmental, military, and positions of influence commensurate to opportunities provided within the culture in question. Plans must include a gender perspective and incorporation of Prevention, Protection, and Participation through all phases of operations. Issues and concerns with respect to women, communities, and vulnerable populations must be coordinated through the interagency, governmental, and humanitarian community to ensure a more holistic approach to reconciling WPS issues.

C8. Ensure that Federal Acquisition Regulation contracting clauses for small business and small women-owned business incentive programs and Combating Trafficking in Persons are included in contracting at all levels (Prime Contract and all sub-contracts). Ensure the Operational Contract Support Integration Cell (OSCIC) is involved in all WPS battle rhythm events. Support "clause deviations" to focus contract sourcing toward woman-owned businesses and employees and ensure no child labor is used in contract execution.

Public Affairs Operations. Coordinate with IO/PSYOPS to ensure that gender appropriate content is included in strategic themes and messages at all levels to improve integration of gender perspective in all appropriate public messages disseminated by the command. Highlight WPS themes and objectives in media opportunities where possible.

LEGAL. Provide advice to planners to consider gender dimensions in the post-conflict judicial system, according to relevant UNSCRs and customary international law, including Right to Protect (RTP). In planning for the conduct of hostilities, provide advice on the application of the laws governing armed conflict and report violations of such laws. Rules of engagement should be drafted to reflect the Commander's intent to mitigate impacts to vulnerable populations. Provide relevant information where women, girls', boys', and other vulnerable populations' legal rights are neglected and/or violated.

MEDICAL. Ensure medical plans specifically incorporate the requirements of women and children based on local needs. Medical teams, both military and NGO, should receive specific training on gender based issues and at risk populations. Ideally, all healthcare engagements will be conducted with a gender balanced approach that includes mixed gender medical teams.

MORTUARY AFFAIRS. Consider specific cultural needs of women and children in mortuary affairs.

CHAPLAIN. Support and provide guidance regarding engagement and liaison with women who are seen as leaders in local faith-based organizations and religious communities. Provide advisement on appropriate religious key leader talking points for engaging with women from the various faith traditions that forces may encounter. Help identify how women active in various religious communities network within and beyond their localized area.

Resources

UNSCR1325 is the first of seven Resolutions that form the WPS agenda and should be read in conjunction with the following:

UNSCR1820 (2008) – focus on addressing **systematic sexual violence** in conflict as a matter of security.

UNSCR1888 (2009) – **appointment of a UN Special Representative to the Secretary General** to tackle sexual violence through systematization, data, and statistics.

UNSCR1889 (2009) – reaffirms the importance of 1325 (2000) and 1820 (2008) and adds **monitoring and reporting.**

UNSCR1960 (2010) – on sexual violence and **ending impunity and sexual violence as a war crime.**

UNSCR 2106 (2013) – **commitment to the continuing and full implementation** in a mutually reinforcing manner of previous resolutions.

UNSCR2122 (2013) – reaffirming that women's and girls' empowerment and gender equality are critical to efforts to **maintain international peace and security.**

Training Courses

There is no formal training available to date within the United States or Australian military, however, training is currently available through the Nordic Defence Cooperation Centre for Gender in Military Operations conducted at the Swedish Armed Forces International Centre. Australia has recently been granted permission to use the courseware to conduct this course domestically which should result in increased numbers of trained Gender Advisors. Additionally, all personnel are able to access the following online courses:

NATO ADL Course 169: "Improving Operational Effectiveness by Integrating Gender Perspective."

NATO ADL Course 171: "Gender Focal Point"

Reference Material

Whilst it is assumed that Gender Advisors will have a thorough understanding of the Resolutions, National Action Plan and Defence Implementation Plan there are other resources available that provide excellent background reading. These include:

'Women, Peace and Security: An Introductory Manual'
WPS Intro Manual

"Generic Officer Professional Military Education Reference Curriculum."

http://www.nato.int/nato_static/assets/pdf/pdf_topics/20111202_Generic-Officer-PME-RC.pdf

NATO (2009) BI.SC Directive 40-1.
http://www.nato.int/nato_static/assets/pdf/pdf_2009_09/20090924_Bi-SC_DIRECTIVE_40-1.pdf

Democratic Control of the Armed Forces – Gender Tools and Resources
http://www.dcaf.ch/Series-Collections/Gender-Tools-and-Resources

"Gender Makes Sense – a way to improve your mission" by the CIMIC Centre of Excellence.
http://www.cimic-coe.org

Designing Sample Gender Lessons – Second PFPC Workshop on Teaching Gender to the Military
http://www.dcaf.ch/content/download/114430/1766852/version/1/file/AAR_Designing_sample_gender_lessons_military.pdf

Tools and Guides

Contained within the appendixes to this document are a number of tools and guides that were created during Exercise TALISMAN SABRE 15 that may be of assistance when considering UNSCR 1325 in future military operations and exercises.

Ground Reference Card   *Appendix 1*

Planning Tools   *Appendix 2*

Assessment Framework   *Appendix 3*

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Item 3 Serial 1

Appendix 1
Commanders Guide
to Implementing
Women Peace and
Security

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Soldier's SMARTCARD – UNSCR1325:WPS

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SOLDIER'S CARD
DOCUMENTING AND REPORTING CONFLICT-RELATED SEXUAL VIOLENCE

1. **Commander's Intent:** During conflict, the risk of violence towards the civilian population increases. Women and children are especially vulnerable. Reporting incidents of conflict-related sexual violence is a critical part of our mission. Documenting and reporting this information contributes towards building trust with the civilian population, establishing legitimacy, and furthers our overall mission objectives.

2. **Task:** When interacting with the civilian community, every Soldier has a duty to document and report information related to conflict-related sexual violence.

3. **Conflict-related sexual violence:** Refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced sterilization, or any other form of sexual violence, against women, men, girls or boys, which has a direct or indirect relation to the conflict.

4. **Techniques:**

a. *Ask general questions first, such as has anyone harmed you.* Do not focus your questions on sexual violence. Do not directly ask about sexual violence. Keep in mind that discussing sexual violence is difficult for any victim, female or male. In some cultures victims of sexual violence may be shunned, denied the right to marry or be punished for having sex despite the fact that it was rape.

b. *Actively inquire, but do not aggressively pursue the information.* Do not attempt to force someone to talk if they are uncomfortable or don't want to.

c. *If you suspect someone of being a victim of sexual violence, report your suspicion.* Even if the person doesn't want to talk about it or denies it, the initial report could be useful when connected with other reports in the same area.

d. *When possible, use a person of the same gender as the victim to ask the questions.*

e. *Don't promise or imply that reports will lead to investigation, arrest or prosecution.* Your job is only to document and report incidents.

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SOLDIER'S CARD
DOCUMENTING AND REPORTING CONFLICT-RELATED SEXUAL VIOLENCE

f. *Inform the person that their information will be protected; and then protect it.* The information collected must be kept confidential and released only through the appropriate chain of command reporting. Information released to local authorities or others outside official authorized reporting could result in harm to victims, suspects or others

5. **Information to document and report:** During your interactions with the civilian population, attempt to document and report the following information related to conflict-related sexual violence. Remember, you are not investigating the incident, just document and report for others to follow up.

a. Name or other identifying information of the person providing the report.

b. Name or other identifying information of the victim(s).

c. Status of victim(s) – Adult or child, female or male.

d. Name, group affiliation or other identifying information of the suspected perpetrator(s).

e. Brief description of the alleged incident.

f. Location, date and time of the incident(s).

g. Name or other identifying information of possible witnesses.

6. **Use care with your questioning.** Questions should not directly focus on whether the violent act(s) were sexual in nature. Questions should be focused on violence or harm in general, and you should document responses that reveal sexual violence.

7. **Other serious violence.** If during your questioning there is information of other serious violence (e g. incidents or patterns of murder, mutilation, life endangering beatings or kidnapping), you should also document (IAW paragraph 5) and report these incidents.

8. **Reporting.** All information collected should be put in writing and forwarded through your chain of command to the CFLCC, CJ3 Protection.

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Item 3 Serial 1

Appendix 2
Commanders Guide
to Implementing
Women Peace and
Security

CRISIS RESPONSE
COORDINATION GROUP

GENDER PERSPECTIVES CHECKLIST

Document Version: 3.0

J1 MANNING

	YES	NO	Phase	NOTE
Female Engagement Teams on Patrols			0	
Do Deploying Forces have a Gender Advisor?			0	
Is each unit trained and aware of how to respond to incidents of sexual and gender based violence and the presence of child soldiers?			0	

PERSONAL SECURITY

	YES	NO	Phase	NOTE
Female Engagement Teams on Patrols			End 4	Phases 2-5
SOP on dealing with sexual based violence			0	
Assess the different impacts of the security situation on men, women, boys and girls			0	
Assess groups for evidence of previous sexual and gender based violence			0	
Assess risk for ongoing sexual/gender based violence			1-5	
Provide confidential reporting and support mechanisms for victims of sexual violence			2-5	
Protect both women and men from violence – attend to immediate safety and privacy needs			2-5	

FORCE PROTECTION

	YES	NO	Phase	NOTE
Deploy mixed gender teams adjusted to the socio-cultural context			0	
Screen and assess combatant and weapons status – both male and female			2-4	
Identify key informants (men and women) that can help monitor the situation or intervention and disseminate information to inaccessible groups			0-5	

			Phases	
Ensure detention facilities have holding cells for women, female officers/supervisors for search activities, health and sanitation needs, provision for pregnant and nursing mother detainees			2-4	
Assess CIMIC activity in the area and harmonize activity (where appropriate)				

SITUATIONAL AWARENESS

	YES	NO	Phases	NOTE
Female Engagement Teams on Patrols			1-2	
Record the number of women, men, girls, boys, elderly, pregnant women, disabled individuals			2-5	
Identify family, religious, social (e.g. gender, transgender, gay, lesbian and bisexual) relationships and organizations amongst population or group. Note unaccompanied women and children.			0	
Identify existing social, religious situation and existing gender roles (e.g. who is the head of the household, dictated religious constraints on social interaction)			0	
Identify the kinds of activities, tasks and work forbidden to women by local customs			0	
Identify who has access to resources and the power to decide how they are distributed			0	
Assess education, literacy and numeracy levels			0	

MONITORING AND REPORTING ACTIVITY/Human Terrain

	YES	NO	Phase	NOTE
Consult with women in the community or group as part of intelligence gathering to construct a comprehensive picture of the security situation			2-5	Phases 1--5
Gender intelligence reports			0-5	
Deploy mixed patrols to conduct joint assessments and for monitoring and evaluation			2-4	
Deploy female personnel to support dissemination of non-sensitive information on planned operations and other military activities that target or impact local women			2-4	
Where possible use female interpreters with recruited local interpreters to strengthen communications between military and the local population			2-5	
Include assessments on security threats to women and girls in reporting submissions at the tactical and operational level			0-5	
Use sex disaggregated data in all reporting, including situation reports and assessments			0-5	

HEALTH

	YES	NO	Phase	NOTE
Adapt first aid kits to the context and needs of target population (e.g. birthing and hygiene kits)			0	
Arrange medical infrastructure accessible to entire group or population			4-5	This refers to recovery stage, as opposed to live-saving medical assistance delivered during Phases 2-3
Arrange psychological support activities accessible to the entire group or population			4-5	

DISPLACED PERSONS

	YES	NO	Phase	NOTE
Protect both women and men from violence – attend to immediate safety and privacy needs				
Identify the practical needs (food, health, shelter, water, sanitation, education) and how they differ for men and women and what is required				
Involve both men and women in the organization and management of the assembly area, camp or accommodation				Phases 3-5- Much of this is the responsibility of International Organisations, ie UNHCR, but included for information
Organize according to security and cultural priorities for women and girls (e.g. separate location of latrines, kitchen facilities for men and women, improve perimeter security, areas for socializing, access to facilities)				
Identify who receives the supplies in the distribution process in order to guarantee the access of women and men, girls, boys to basic services				
Identify different coping mechanisms used by men and women – what resources are they using to survive and how long can they be sustained				

TRANSITION

	YES	NO	N/A	NOTE
Develop a Leadership Engagement Plan for female communities and political leaders to identify and support women for future peace processes			0	
Disarmament, Demobilization and Reintegration (DDR) Programs – ensure female combatants and child soldiers are included in DDR Programs (housing, education, work programs)			3-5	

CTF660 WOMEN, PEACE, AND SECURITY ASSESSMENT

OBJECTIVE: Integrate and operationalize UNSCR 1325 WPS initiatives and perspectives across a combined task force headquarters and supporting units.

EFFECTS	MOE'S	MOE-I'S	RATING	COMMENTS
Effect 1: Education across CTF660 Staff and Components.				
	MOE 1.1. CTF660 and Component forces receive focused education and training on UNSCR 1325 WPS	MOE-I 1.1.1. CFLCC forces receive focused education and training on UNSCR 1325 WPS.	0	0
		MOE-I 1.1.2. CFMCC forces receive focused education and training on UNSCR 1325 WPS.	0	0
		MOE-I 1.1.3. CFACC forces receive focused education and training on UNSCR 1325 WPS.	0	0
		MOE-I 1.1.4. CFSOCC forces receive focused education and training on UNSCR 1325 WPS.	0	0
		MOE-I 1.1.5. CTF660 forces receive focused education and training on UNSCR 1325 WPS.		

EFFECTS	MOE'S	MOE-I'S	RATING	COMMENTS
Effect 2: Integration of the Gender Advisor concept across CTF660 Staff and Components.				
	MOE 2.1. Components and CTF660 have designated Gender Advisors trained on WPS initiatives and ready to support planning and execution functions.	MOE-I 2.1.1. CFLCC has designated Gender Advisors ready to support.	0	0
		MOE-I 2.1.2. CFMCC has designated Gender Advisors ready to support.	0	0
		MOE-I 2.1.3. CFACC has designated Gender Advisors ready to support.	0	0
		MOE-I 2.1.4. CFSOCC has designated Gender Advisors ready to support.	0	0
		MOE-I 2.1.5 CTF660 has designated Gender Advisors ready to support.		
	MOE 2.2. Gender Advisors are invited to participate/included in critical planning and execution efforts throughout Components and CTF660.	MOE-I 2.2.1. CFLCC GA's invited to participate/included in planning efforts.	0	0
		MOE-I 2.2.2. CFMCC GA's invited to participate/included in planning efforts.	0	0
		MOE-I 2.2.3. CFACC GA's invited to participate/included in planning efforts.	0	0
		MOE-I 2.2.4. CFSOCC GA's invited to participate/included in planning efforts.	0	0
		MOE-I 2.2.5. CTF660 GA's invited to participate/included in planning efforts.		

EFFECTS	MOE'S	MOE-I'S	RATING	COMMENTS
Effect 3: CTF660 and Component planning and execution efforts demonstrate integration of WPS perspective and initiatives.				
	MOE 3.1. Planning and execution efforts include prevention of gender-based violence.	MOE-I 3.1.1. CFLCC planning and execution efforts include prevention of gender-based violence.	0	0
		MOE-I 3.1.2. CFMCC planning and execution efforts include prevention of gender-based violence.	0	0
		MOE-I 3.1.3. CFACC planning and execution efforts include prevention of gender-based violence.	0	0
		MOE-I 3.1.4. CFSOCC planning and execution efforts include prevention of gender-based violence.	0	0
		MOE-I 3.1.5. CTF660 planning and execution efforts include prevention of gender-based violence.		
	MOE 3.2. Planning and execution efforts include prevention of trafficking.	MOE-I 3.2.1. CFLCC planning and execution efforts include prevention of trafficking.	0	0
		MOE-I 3.2.2. CFMCC planning and execution efforts include prevention of trafficking.	0	0
		MOE-I 3.2.3. CFACC planning and execution efforts include prevention of trafficking.	0	0

MOE	Description		
	MOE-I 3.2.4. CFSOCC planning and execution efforts include prevention of trafficking.	0	0
	MOE-I 3.2.5. CTF660 planning and execution efforts include prevention of trafficking.		
MOE 3.3. Planning and execution efforts include protection of vulnerable populations.			0
	MOE-I 3.3.1. CFLCC planning and execution efforts include protection of vulnerable populations.	0	0
	MOE-I 3.3.2. CFMCC planning and execution efforts include protection of vulnerable populations.	0	0
	MOE-I 3.3.3. CFACC planning and execution efforts include protection of vulnerable populations.	0	0
	MOE-I 3.3.4. CFSOCC planning and execution efforts include protection of vulnerable populations.	0	0
	MOE-I 3.3.5. CTF660 planning and execution efforts include protection of vulnerable populations.		
MOE 3.4. Planning and execution efforts include participation of influential women in governance and the peace process.		0	0
	MOE-I 3.4.1. CFLCC planning and execution efforts include participation of influential women in governance and the peace process.		

	MOE-I 3.4.2. CFMCC planning and execution efforts include participation of influential women in governance and the peace process.	0	0
	MOE-I 3.4.3. CFACC planning and execution efforts include participation of influential women in governance and the peace process.	0	0
	MOE-I 3.4.4. CFSOCC planning and execution efforts include participation of influential women in governance and the peace process.	0	0
	MOE-I 3.4.5. CTF660 planning and execution efforts include participation of influential women in governance and the peace process.		
MOE 3.5. Planning and execution efforts include engagement of key women influencers.	MOE-I 3.5.1. CFLCC planning and execution efforts include engagement of key women influencers.	0	0
	MOE-I 3.5.2. CFMCC planning and execution efforts include engagement of key women influencers.	0	0
	MOE-I 3.5.3. CFACC planning and execution efforts include engagement of key women influencers.	0	0
	MOE-I 3.5.4. CFSOCC planning and execution efforts include engagement of key women influencers.	0	0

MOE-I 3.5.5. CTF660 planning and execution efforts include engagement of key women influencers.			
MOE 3.6. Planning and execution efforts include encountering child soldiers.	MOE-I 3.6.1. CFLCC planning and execution efforts include encountering child soldiers.	0	0
	MOE-I 3.6.2. CFMCC planning and execution efforts include encountering child soldiers.	0	0
	MOE-I 3.6.3. CFACC planning and execution efforts include encountering child soldiers.	0	0
	MOE-I 3.6.4. CFSOCC planning and execution efforts include encountering child soldiers.	0	0
	MOE-I 3.6.5. CTF660 planning and execution efforts include encountering child soldiers.		

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EFFECTS	MOE'S	MOE-I'S	RATING	COMMENTS
Effect 4: Creation of enduring CDR's Guide for operationalizing the implementation fo WPS.				
	MOE 4.1. CTF660 GA's develop and codify procedures and processes to operationalize implementation of Women, Peace, and Security in a CTF headquarters.	MOE-I 4.1.1. Develop SOP for CTF and Component GA's.		
		MOE-I 4.1.2. Collect and publish best practices for GA's at the CTF and Component level.		
		MOE-I 4.1.3. Collect and publish objectives, effects, and assessment strategies.		
		MOE-I 4.1.4. Include examples, scenarios, and education best practices to assist GA's in providing education to their supported commands.		

Women Peace and Security – UNSCR 1325

16 – 20 Mar 2015

Pacific War Fighting Center - Hawaii

This brief is: UNCLASSIFIED

Importance of WPS

"When we undercut the contributions of one gender, we do so at our own peril…denying ourselves half the talent, half the resources, half the potential of the population. And as we approach future challenges we must think rather than fight our way through, we need to be able to leverage all of the best thinking out there."

General Martin E. Dempsey

Chairman, Joint Chiefs of Staff

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Women Peace and Security - UNSCR

- *UNSCR 1325: In 2000 the United Nations Security Council adopted Resolution 1325 on Women, Peace and Security (UNSCR 1325)). UNSCR 1325 recognizes the different effect that warfare has on women and children and recognizes that women are often excluded from the peace process. A further six related resolutions have been adopted since then and form the women, peace and security (WPS) agenda. By better understanding the different ways women and children are impacted during a conflict, the military will be able to plan and implement effective strategies to protect and empower them.*

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UNSCR 1325

- UNSCR 1325 on WPS passed unanimously (2000) and specifically called for:

  - *Increased* representation of women in decision making related to peace/security

  - *Better* protection of women and girls under international human rights law

  - *Special* attention to women in pursuit of post-war justice, and DDRR of refugees

  - *Encouraged* member states to implement national action plans

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Why is this important for TS15

- Considering 1325 and implementing gender considerations results in greater operational effectiveness.

- WPS and Gender should be considered in all military operations and should not be limited to peacekeeping or stabilisation operations.

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National Action Plans

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- Published March 2012
- Includes five "Thematic Areas"
  - Prespective
  - Prevention
  - Participation
  - Protection
  - Relief and Recovery
  - Normative
  - Interagency participation

- Published December 2011
- Includes five "National Objectives"
  - National Integration and Institutionalization
  - Participation in Peace Processes and Decision Making
  - Protection from Violence
  - Conflict Prevention
  - Access to Relief and Recovery
  - Interagency Participation

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Bilateral Goals of WPS

- **National Integration and Institutionalization/Normative:** Institutionalize a gender-sensitive approach to diplomatic, development, and defense related work in conflict affected environments.

- **Participation in Peace Processes and Decision-Making/Participation:** Improve the prospects for inclusive just and sustainable peace by promoting and strengthening women's rights.

- **Protection from Violence/Protection:** Strengthen efforts to prevent and protect women and children from harm, exploitation, discrimination, and abuse and to hold perpetrators accountable in conflict-affected environments.

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Bilateral Goals of WPS (cont.)

- **Conflict Prevention/Prevention:** Improve conflict early-warning and response systems and invest in women's and girl's health, education, and economic opportunity

- **Access to Relief and Recovery/Relief and Recovery: Respond to** the distinct needs of women and children in conflict-affected disasters and crises, to include providing safe, equitable access to humanitarian assistance.

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USAID: Gender Inequality and Conflict

- Gender inequality encompasses disparities in:

  - Lack of personal safety/higher threats of physical harm for women relative to men

  - Subordinate status of women compared to men in the economy/society

  - Lack of parity between genders in positions of authority in political institutions

"Higher levels of gender inequality are associated with greater frequency/severity of armed conflict."

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WPS Inclusion in TS15

- Real World Examples from current Military Operations
- Identify vulnerable populations and potential hazards/develop strategies
- Worst case scenario planning
- Know your adversary
- Potentially increases operational effectiveness
- Force multiplier
- Becomes SOP for "real-world" operations
- Enhances Interoperability
- "Think outside the box..."

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12.

TS15 CTF660 Way ahead

- <u>CTF660 WPS Briefing paper</u>

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Key Messages

- It is crucial for WPS to be considered in the planning and execution of all operations

- National Accountability: NAP and DIP (both US and AS)

- Four P's – **P**erspective, **P**articipation, **P**rotection, **P**revention

- Operational Effectiveness

- What is it that your command is doing NOW!!!

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Prevent CRSV

A Standard Operating Procedure for handling conflict-related sexual violence incidents:

- that addresses how to handle both victims and perpetrators

- includes specific measures to help prevent CRSV in AO, including protecting victims

- long-term and short term guidance on engagement, detention and disarmament of perpetrators

CRISIS
RESPONSE COORDINATION
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New Initiatives

- Deploying Female Engagement Teams to access and establish dialogue with female population.

- Compile gender intelligence reports

- CFLCC conduct population protection to prevent sexual and gender-based violence in Monmir and Legais

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Drilling down into plans

- Advance Planning: Does situational analysis take gender perspective into account or include a summary of gender issues?

- Operational Planning: Do CONOPS address gender concerns raised during situation analysis?

- Specific examples?

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Why is this important?

- The particular situation and needs of women, men, boys and girls in an operating environment crucial to operational effectiveness and broad mission objectives.

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Aim

- Integrate gender perspectives and WPS considerations into operation and conduct of CTF 660

- COS CTF 660 has directed staff to develop and recommend processes to ensure WPS initiatives are integrated into planning

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RESPONSE COORDINATION
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Women Peace and Security – UNSCR 1325

18 Mar 2015

Pacific War Fighting Center - Hawaii

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So what's next?

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Way Ahead

- Continue Education, Training and Implementation

- Component Level Education and Training

- Developing further MOE / MOIs

- Assessments and Refinement

- Cross Functional – Where we interface with the population

CSG Identified Tasks

Task	Tasked To	Way Ahead	Notes
WPS MSEL Development	ADTSC/ PACOM	Continue to design and build MSELs which will drive WPS.	Matching MSELs at CTF, CRCG, Components and others.
WPS White Cell Support	ADSTC/ PACOM	Appoint a WPS lead to manage WPS within CSG.	WPS CSG lead will respond to RFIs, generate WPS products, provide input into lessons process.
WPS Lessons Integration	J8	Ensure WPS Measures Of Effectiveness are included	

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POAM

Task	Tasked To	Way Ahead	Notes
Ongoing Component Education and Training	Component Leads	Components to identify relevant WPS training	
Appoint Component Gender Advisors	Component Leads/ OMD Lead		2x ADF, 2x DoD
WPS Reference Material on CAS	GENADs/ CRCG	Continue to upload relevant WPS reference material.	Greater input required from AUS side.
Develop Reporting procedures / formats	CTF660	OPT with CRCG	Infancy stages

On Track	(green)
Off Track	(yellow)
Needs Attention	(red)

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CTF660 WPS Framework
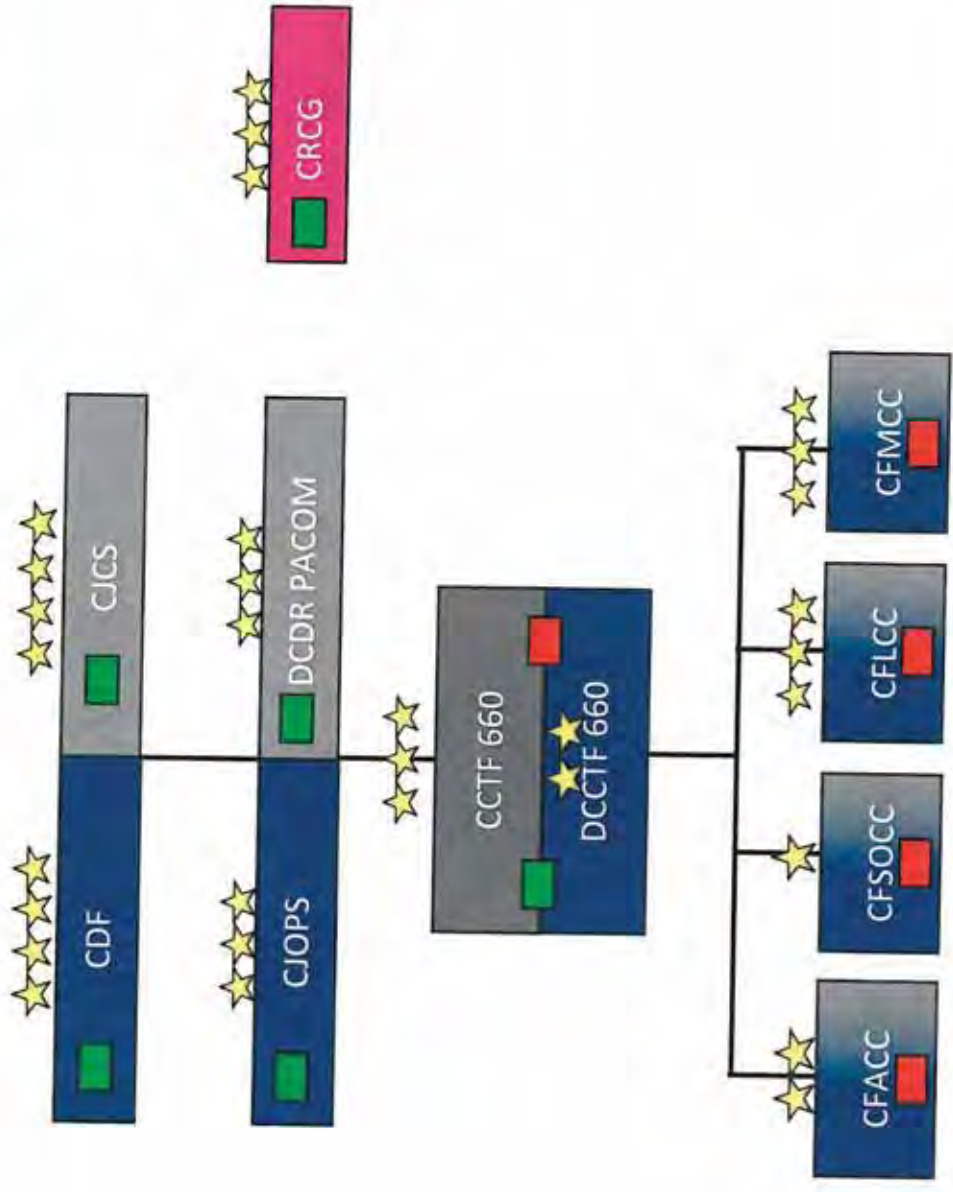
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CTF to Component

- Components do consider gender perspectives as part of the human terrain
  - *Where forces interact with the population*

- So What:
  - How are we measuring the effects of integrating a gender perspective and what are we doing with that information?
  - Where are the gaps? How can we better integrate a gender perspective?
  - Are we revisiting the assessment and adapting / altering the plan, training etc?
  - How are we reporting it, and to who?
  - What additional assets do I need?
  - What additional agencies can I use?
  - How can we better articulate what actions we are already taking?

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Operationalised WPS

Women, Peace and Security

Military Strategic Endstate

Strategic

Targeting, Legal, UNSCR, Government Liaison & Direction, Gender Advice, Policy

Operational

Information Operations, Public Affairs, Rules of Engagement, Plans, Orders, Fused Intelligence, Gender Advice, Targeting, Civil Military Coordination.

Tactical

Information Operations, Public Affairs, Key Leadership Engagement, Gender Engagement Teams, Protection and Patrol plans, Education and Training, Gender Intelligence Reports, Gender Advice, Reception, Staging, Onward movement and Integration.

CTF 660 Actions and Effects

CTF 660 Campaign Plan

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CTF 660 Directive

- 'Gender Lens'
- Three core areas for development
  - Education and Training
  - Women, Peace and Security in Execution
  - Reporting
- Key Initiatives
  - Female engagement teams
  - Protection and patrol plans
  - Population protection actions to prevent sexual and gender violence
  - Gender intelligence reports
  - Leadership engagement plan

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Training and Education

- IPC
- STRATEGIC STAFFEX
- MPC
- STAFFEX
  - CCTF660 Directive
  - Case Study for Real World Ops
  - Staffing Improvements
- Blue Force Planning
  - WPS Presentation / Working Group
  - Increased awareness and understanding
  - Gender perspective Checklist
  - Senior Leadership Seminar
- FPC
- Component Events
  - CTF660 at I CORP Academics and RAMP Up
  - Other Components (TBC)

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STAFFEX 15

- Education and Training
  - Briefing and Syncing ADF / DoD Policy and advice
  - Training continuum
  - Identifying GENADs
- Implementation
  - First Combined Planning Activity
  - CTF 660 Directive
  - Future Planning activities
  - Challenges
  - Learning as we go
  - Blue Planning vs White
  - Preparation

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7

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CoS Remarks

- Operationalise
- Across All Phases
- Reporting

This is a great opportunity!
- CDF level Exposure

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Importance of WPS

"When we undercut the contributions of one gender, we do so at our own peril…denying ourselves half the talent, half the resources, half the potential of the population. And as we approach future challenges we must think rather than fight our way through, we need to be able to leverage all of the best thinking out there."

General Martin E. Dempsey

Chairman, Joint Chiefs of Staff

4/17/2015

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Importance of WPS

AUSMIN: The paragraph below was included in the 2014 AUSMIN Communique which was signed off by the AUS and US Defence and Foreign Affairs Ministers/Secretaries:

"They highlighted the importance of the bilateral Exercise Talisman Sabre to continue to enhance Australia-US interoperability, practise our joint collective capabilities, and demonstrate mutual resolve in maintaining joint defence readiness under the Alliance. They emphasised the importance of civilian agency participation in the Exercise and the desire to strengthen our capacity to deliver humanitarian assistance and disaster relief, and incorporate 'women, peace and security' objectives into our combined planning. They planned to hold the next round of the bilateral Political-Military Talks at the earliest opportunity".

4/17/2015

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Women Peace and Security – UNSCR 1325

24 Mar 2015

Pacific War Fighting Center - Hawaii

This brief is: UNCLASSIFIED

United States Pacific Command
Women, Peace, and Security

SFC Tera VandenHeuvel
USPACOM-J49
Special Projects Branch Chief
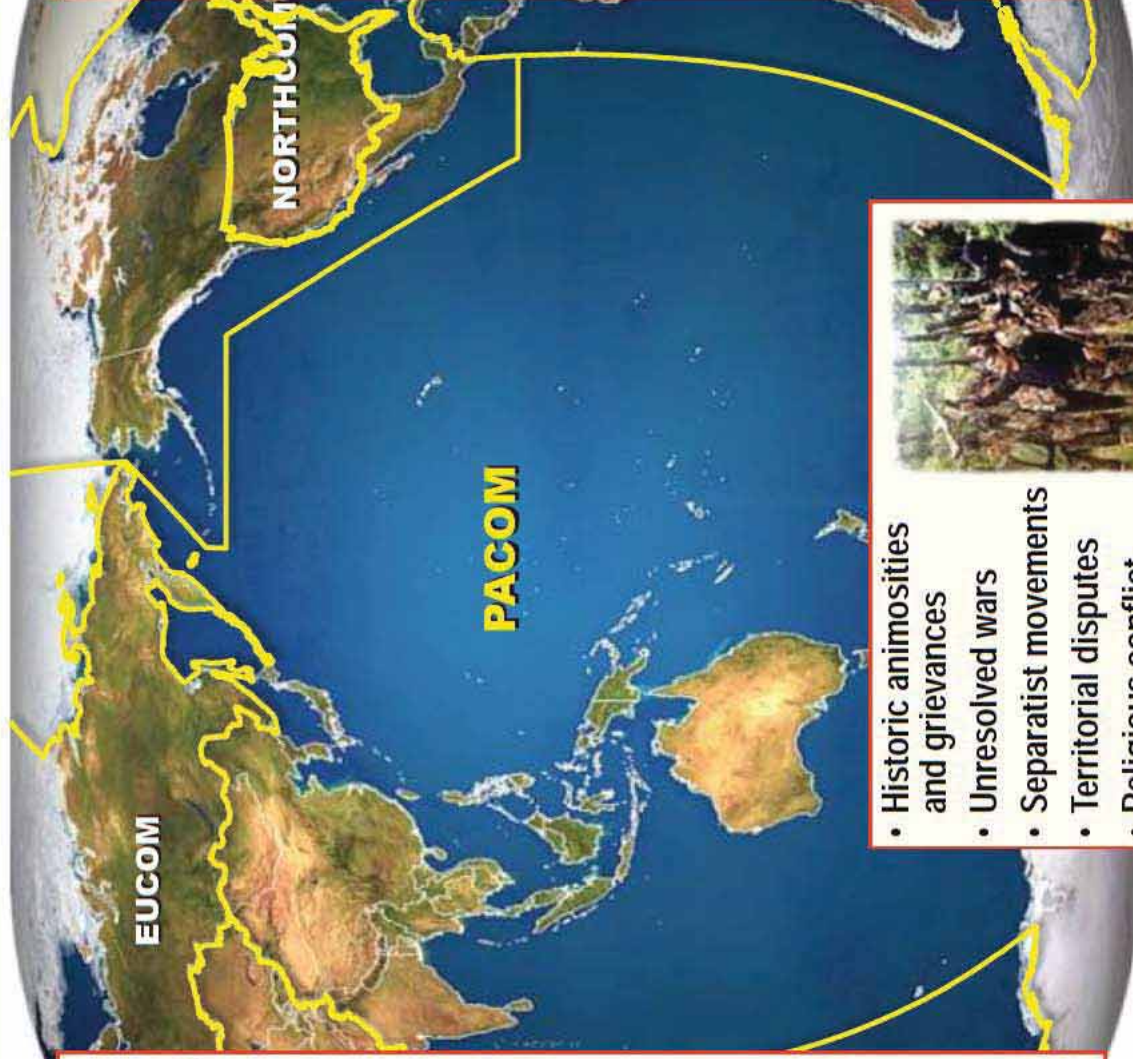Women, Peace and Security Program Director

This brief is classified:
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PACOM Characteristics and Challenges

- Over half of world population (3.43 B)
- 52% of Earth's surface
- 36 countries
- 16 time zones

- World's six largest armed forces
- Nuclear weapons, potent military capabilities
- Five of seven U.S. Mutual Defense Treaties

- Historic animosities and grievances
- Unresolved wars
- Separatist movements
- Territorial disputes
- Religious conflict

NORTHCOM

EUCOM

PACOM

PACOM JIOC

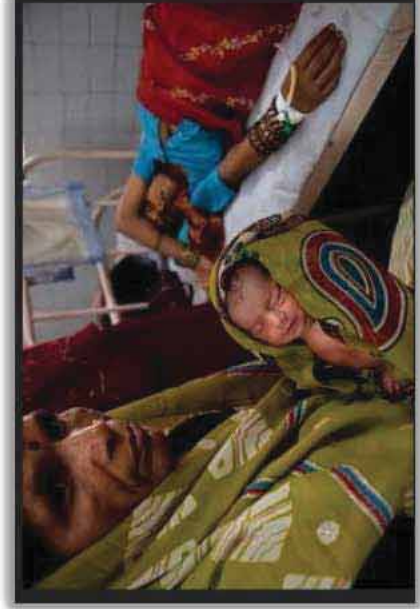Date Jan 2015
Declassify on: Jan 2040

2

BLUF

- More than half the world's population is female

- Conflict affects women differently

- Violence against women can be a primary indicator of a nation's stability

- Gender perspective can be an enabler to increase operational effectiveness

- Leveraging opportunities of gender awareness in planning and execution with our allies and partners can become a force multiplier in maintaining stability and security in our AOR

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Challenges for Women in the Pacific AOR

Background

September 2013
Department of Defense Implementation Guide
for the U.S. National Action Plan
on
Women, Peace, and Security

UNITED STATES
NATIONAL ACTION PLAN ON
WOMEN, PEACE, AND SECURITY
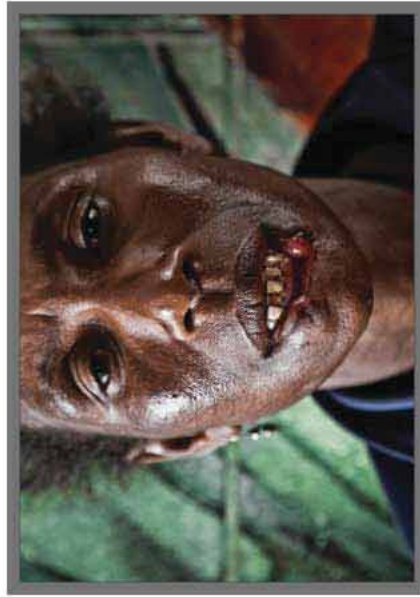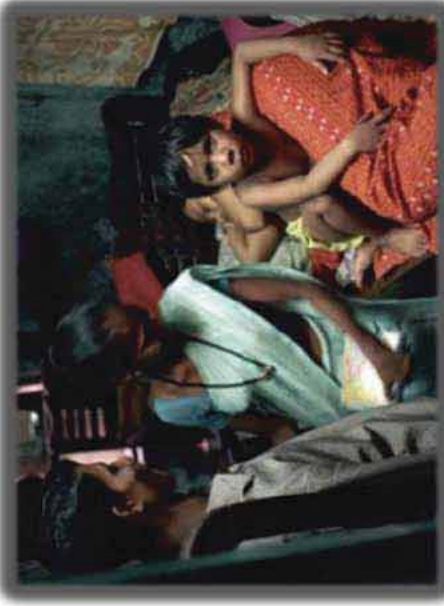
2000   2011   2011   2012   2013

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NAP Objectives and Action Framework

As directed by the Executive Order, the U.S. National Action Plan is targeted at meeting the following five high-level objectives:

- National Integration and Institutionalization

- Participation in Peace Processes and Decision-Making

- Protection from Violence

- Conflict Prevention

- Access to Relief and Recovery

UNITED STATES

NATIONAL ACTION PLAN ON
WOMEN, PEACE, AND SECURITY

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Scoping Responsibilities

	Actions	Implementing Department or Agency
	Assist partner governments in improving the recruitment and retention of women, including minorities and other historically marginalized women, into government ministries and the incorporation of women's perspectives into peace and security policy.	State, USAID, DoD ▬
Outcome 2.1: *Continued* More women are effectively engaged in peace negotiations, security initiatives, conflict prevention,	Provide assistance to support women's political participation and leadership in fragile environments and during democratic transitions, including capacity building for such actors as female candidates, female members of government, women in the security sector, and women in civil society.	State, USAID, USUN
	Provide common guidelines and training to assist partner nations to integrate women and their perspectives into their security sectors.	State, DoD, USUN ▬
	Provide support for NGOs to track, analyze, and advocate on behalf	

2013 DoD Implementation Guidance

September 2013

Department of Defense Implementation Guide for the U.S. National Action Plan on Women, Peace, and Security

"The goal of this National Action Plan on Women, Peace, and Security is as simple as it is profound: to empower half the world's population as equal partners in preventing conflict and building peace in countries threatened and affected by war, violence and insecurity. Achieving this goal is critical to our national and global security."

Sgt. Julie Nicolson, Female Engagement Team leader, Marine Headquarters Group, I Marine Expeditionary Force, shakes hands with an Afghan child during a mission in Helmand Province, Afghanistan, July 12, 2012. Nicolson's team interacts with Afghan women and children and gains information from the women who are not permitted to converse with men outside their families. (U.S. Marine Corps photo)

"When we undercut the contributions of one gender we do so at our own peril ... denying ourselves half the talent, half the resources, half the potential of the population. And as we approach future challenges we must think rather than fight our way through, we need to be able to leverage all of the best thinking out there."

General Martin E. Dempsey
Chairman, Joint Chiefs of Staff

Outcome 2.2

Laws, policies, and practices in partner states promote and strengthen gender equality at national and local levels.

Action 2.2: Assist partner nations in building the capacity of their Defense Ministries to develop, implement, and enforce policies and military justice systems that promote and protect women's rights.

Implementing Offices: OSD (Policy), OSD (Personnel & Readiness), Joint Staff, Military Departments, CCMDs

Outcome 3.1

Risks of SGBV in crisis and conflict-affected environments are decreased through the increased capacity of individuals, communities, and protection actors to address the threats and vulnerability associated with SGBV.

Action 3.1a: Incorporate modules on protection, rights, and specific needs of women in conflict into training provided to partner militaries and security personnel.

Implementing Offices: OSD (Policy), Joint Staff, CCMDs

Requires actions to be taken by the U.S. Military

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GEF Global Priority

"*Combatant Commands should uphold U.S. policy to comport with universal values, including: encouraging the development of civilian-led defense and security institutions that respect human rights and the rule of law; supporting the inclusion of women in partner institutions; countering discrimination and violence on the basis of lesbian, gay, bisexual, or transgender status; and protecting vulnerable groups from the threat of atrocities, sexual or gender-based violence, and genocide.*"

-Guidance for the Employment of the Force

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Women as Agents for Peace

What is Gender Perspective?

Gender perspective is a way of assessing gender-based differences of women and men reflected in their social roles and interactions, in the distribution of power and the access to resources. The aim is to consider a particular situation in terms of the needs for men and women, as well as how various activities may affect them differently.

USAID: Gender Inequality and Conflict

- Gender inequality encompasses disparities in:

  - Lack of personal safety/higher threats of physical harm for women relative to men

  - Subordinate status of women compared to men in the economy/society

  - Lack of parity between genders in positions of authority in political institutions

"Higher levels of gender inequality are associated with greater frequency/severity of armed conflict."
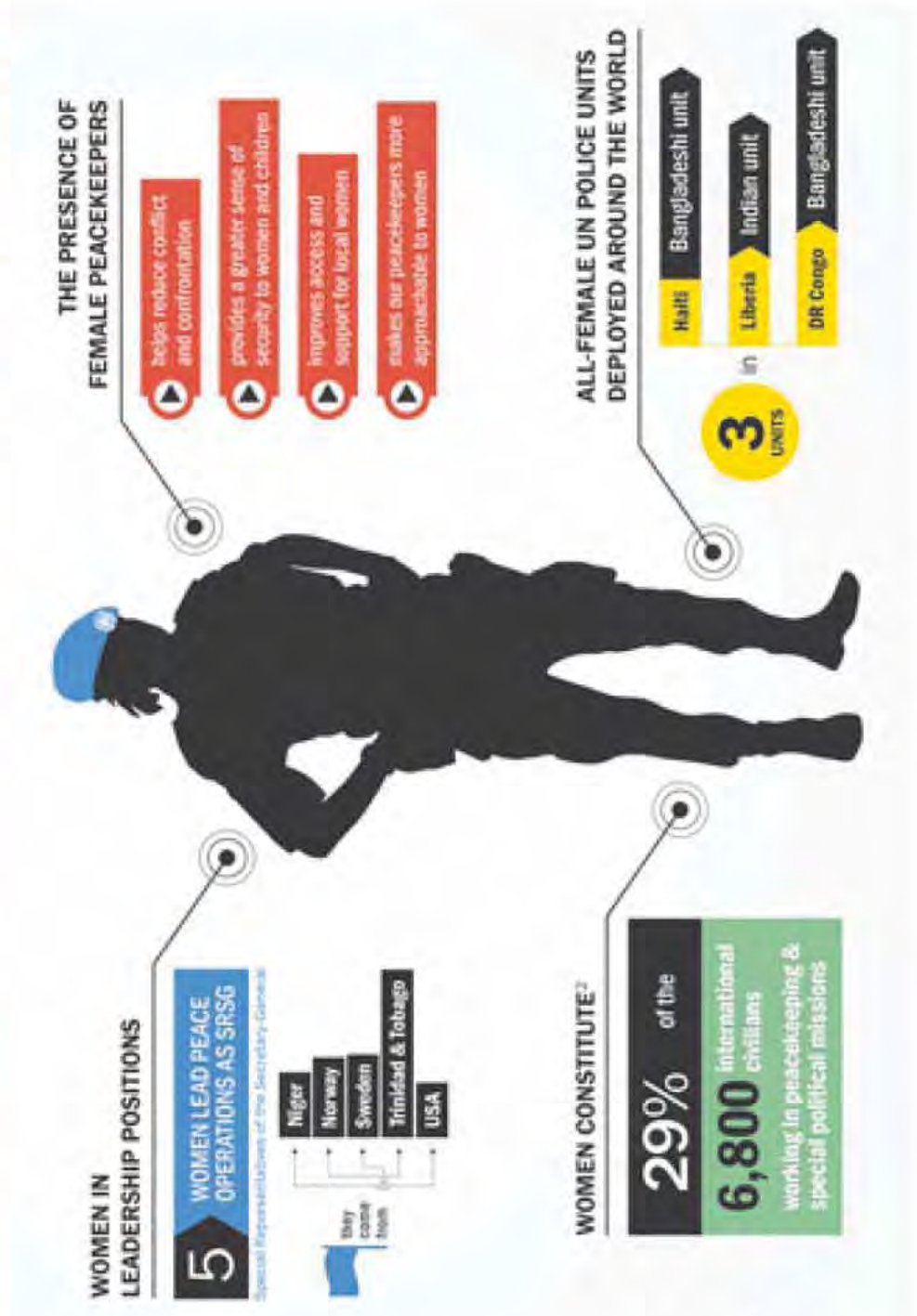
Operational Effectiveness

Women as Agents for Peace

"In all fields of peacekeeping, women peacekeepers have proven that they can perform the same roles, to the same standards and under the same difficult conditions, as their male counterparts. It is an operational imperative that we recruit and retain female peacekeepers.
- www.un.org

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THE PRESENCE OF FEMALE PEACEKEEPERS

- ▲ helps reduce conflict and confrontation
- ▲ provides a greater sense of security to women and children
- ▲ improves access and support for local women
- ▲ makes our peacekeepers more approachable to women

ALL-FEMALE UN POLICE UNITS DEPLOYED AROUND THE WORLD

3 in **UNITS**

Haiti — Bangladeshi unit
Liberia — Indian unit
DR Congo — Bangladeshi unit

WOMEN IN LEADERSHIP POSITIONS

5 WOMEN LEAD PEACE OPERATIONS AS SRSG
Special Representative of the Secretary-General

they come from

Niger
Norway
Sweden
Trinidad & Tobago
USA

WOMEN CONSTITUTE[2]

29% of the
6,800 international civilians
working in peacekeeping & special political missions

USPACOM *Way Forward*

Internal USPACOM Policy Directives

Theater Campaign

WPS

WPS In USPACOM To Date

Timeline (earliest to latest):

- Bangladesh SMEE (MAR 14)
- USPACOM WPS Program Manager Assigned (JUN 14)
- WPS Component POCs assigned (AUG 14)
- WPS Brief integrated into ISPOP (AUG 14)
- GPOI Garuda Canti Dharma (AUG 14)
- MET Identifier added to G-TSCMIS (OCT 14)
- WPS Integrated into TCP 5000-22 (FEB 15)
- Bangladesh SAV (MAR 15)
- APCSS increases Women's participation to 20% (MAY 15)
- WPS Seminar added to APOC (JUN 15)
- WPS Integrated into Talisman Sabre (JUL 15)
- WPS Integrated into Pacific Partnerships (AUG 15)
- WPS PACOMINST Developed (AUG 15)

WPS In Action: Garuda Canti Dharma
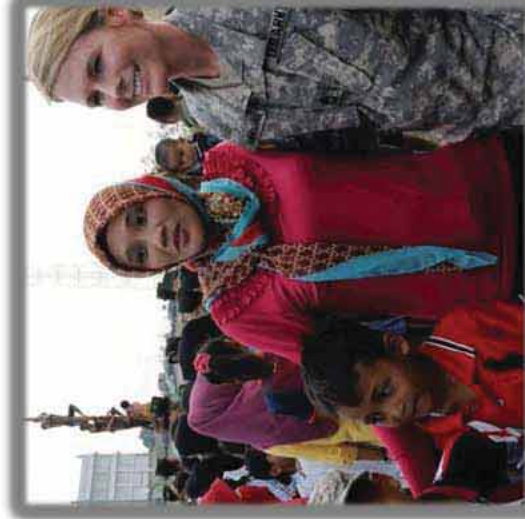
WPS In Action: Talisman Sabre '15

WPS In Action: Bangladesh SMEE

Importance of WPS

"When we undercut the contributions of one gender, we do so at our own peril…denying ourselves half the talent, half the resources, half the potential of the population. And as we approach future challenges we must think rather than fight our way through, we need to be able to leverage all of the best thinking out there."

General Martin E. Dempsey

Former Chairman, Joint Chiefs of Staff

YOUR CHALLENGE

DISCUSSION

Contact Information

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BACK-UP SLIDES

UNSCR 1325

- UNSCR 1325 on WPS passed unanimously (2000) and specifically called for:

  - *Increased* representation of women in decision making related to peace/security

  - *Better* protection of women and girls under international human rights law

  - *Special* attention to women in pursuit of post-war justice, and Disarmament, Demobilization, Rehabilitation and Reintegration (DDRR) of refugees

  - *Encouraged* member states to implement national action plans

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US National Action Plan

"The goal of the National Action Plan on Women, Peace, and Security is as simple as it is profound: to empower half the world's population as equal partners in preventing conflict and building peace in countries threatened by war, violence, and insecurity."

UNITED STATES
NATIONAL ACTION PLAN ON
WOMEN, PEACE, AND SECURITY

The NAP reflects:

- Commitment to the pursuit of gender equality and the empowerment of women as agents of change.
- Commitment to ensuring that women's:
  - Voices are heard, not marginalized
  - Views included, not sidelined;
  - Needs and interests are served, not ignored

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WPS In Action: Talisman Sabre '15

Command Objectives

Operational Command and Component forces received focused education on UNSCR 1325.

Operational Command and Component forces have designated WPS planners trained on WPS initiatives, ready to support, and invited to participate in critical planning and execution efforts.

Operational Command and Component force planning and execution efforts demonstrate integration of WPS initiatives and gender perspectives.

Women in Combat: Who Can Fight?

Women formally allowed in military combat roles

Women formally allowed in other major military roles, such as fighter pilots or artillery officers

Main comments from Talisman Saber POST EXERCISE SURVEY on WPS:

What is the main thought that comes to mind when you hear WPS?

Negative comments:

- UN Mission, not for combat troops
- Planning efforts that <u>must</u> be integrated
- Protecting women's rights (8)
- NGO work
- Women issues (4)
- Additional duty
- Women suffrage
- Another staff function that is a duplication of effort
- Brenda Oppermann
- No comment (24)
- G9/civilian ops
- Did not apply to me or my job (7)

Positive comments:

- Protecting vulnerable populations (10)
- Ensuring security
- Incorporating all gender perspectives when passing out messages
- Long term stability (3)
- Relevant to all operations
- Human rights enforcement
- Employment of female Soldiers
- Unity of effort

What did you wish you had learned about WPS that could have been useful?

- Need more information and training along with expectations from leadership for augmentees.
- Historical examples/Lessons learned of roles women play in peace and security (6)
- A human terrain scenario that addresses WPS without being too obvious
- How different units utilize and integrate WPS into their daily tasks/operations (2)
- Impacts to targeting
- What authorities do you have?
- Emphasize it's not about women's rights
- What are the key points of our NAP?
- Detainee/IDP operation considerations
- How the removal of males from a culture adversely affects the societal roles
- Unique approaches that make WPS successful
- Background (2)

- Resources
- How to incorporate it (3)
- How does it apply at operational/tactical level (4)
- How it is mandated (process of orders/policy)
- How does gender tie into everything else, other than it is reported to someone, where does the information go and who is going to do something to support it?
- How does it shape strategic efforts?
- Child soldiers
- Tie in with human trafficking
- Lower level (rank) involvement
- NGO involvement
- How does it relate to human rights?