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## IMPLEMENTING A CAF GENDER PERSPECTIVE: THE MERITS OF INTEGRATING GBA+ INTO THE INTELLIGENCE PREPARATION OF THE OPERATIONAL ENVIRONMENT (IPOE)

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By Major Owen A.J. Savage

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## INTRODUCTION

The Canadian Armed Forces (CAF) have begun in earnest to address the systematic cultural issues surrounding gender discrimination. Many of these initiatives stem from policy changes within the UN, NATO and the Government of Canada (GoC); others come from Canadian societal demands and institutional leadership within CAF. Emphasis has been placed on creating within the CAF a culture of diversity and a work environment that is supportive and accepting of difference, where all people can feel they are safe. Related to this inward focus are the ways that analyses describe and understand the CAF's operational environment – its outward focus.

When deployed and on operations, the military works with and within diverse cultures from across the globe. In order to be successful, the military must understand the people and the environment in which they are to operate in two ways. First, in situations in which combat engagement is required, to defeat the *enemy*, the military must understand how the enemy come to power, the ways in which the enemy is supported within a particular setting, and how the enemy are leverages the vulnerability of different groups of people. Second, when the operational focus is peacebuilding, the stability and security framework must take into account the existing cultural and social structures and vulnerable populations to create lasting peace.

Currently, the military's approach to building this perspective into operating environments is an "added-on" process of the Operational Planning Process (OPP). This paper will explore the effectiveness of the current approach, assessing whether it is adequate or whether additional benefits may be possible by including Gender-Based Analysis (GBA+) within the Intelligence Preparation of the Operational Environment (IPOE). It will explore the practicality of this approach and its potential effects not only on external mission goals but also

on internal challenges currently faced within the CAF related to fundamental biases and broaden perceptions.

## **BACKGROUND**

In 2000, the United Nations Security Council (UNSCR) approved Resolution 1325, recognising the impact of conflict on women and girls and their role in creating a lasting peace. Several other resolutions followed in the next 15 years, (UNSCRs 1820 (2008); 1888 (2009); 1889 (2009); 1960 (2010); 2106 (2013); 2122 (2013)), which, with Resolution 1325 broadly became known as the Women, Peace and Security (WPS) initiative. The WPS initiative focused on recent research on women in armed conflict and the differential impact on men, women, girls, and boys of conflict. It has three main themes: *protection*, *participation* and *prevention*. Termed the 3Ps, each were related to “conflict prevention, protection of civilians, and civilian participation, especially that of women and children.”<sup>1</sup> A central premise of the initiative was that, to improve the efficacy of UN peacekeeping, peacebuilding and peace support missions, efforts to take into account the 3Ps in peace operations would need to be enhanced.

### **The Three Ps**

WPS’ first theme, protection, was intended to support the safety and well-being of populations at risk and included: “legal protection, social security and economic security.”<sup>2</sup> It also included the prevention of conflict-related Sexual and Gender-Based Violence (SGBV), and safeguarded against Sexual Exploitation and Abuse (SEA) by UN and coalition forces. A central goal was the protection of populations at risk in order to uphold and guard the human rights, safety, and security of women and girls.

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<sup>1</sup>Françoise Nduwimana, *United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security: Understanding the Implications, Fulfilling the Obligations*, (New York: UN, n.d.), 20.

<sup>2</sup>*Ibid.*, 51.

The second theme, participation, recognized that the active and meaningful participation and representation of women; specifically, how women “significantly contribute to the maintenance and promotion of international peace and security.”<sup>3</sup> This included women as soldiers, police, and civilian representatives, who could be part of peace and security activities “at decision-making levels in conflict resolution and peace processes.”<sup>4</sup> Finally, prevention, aimed to integrate the different perspectives of men and women, boys and girls into conflict resolution and stability strategies. The belief of the WPS was that accounting for differential experiences would strengthen efforts to prevent violence, including sexual violence and violence against civilian populations, particularly women and girls and included “both a legal and a political dimension.”<sup>5</sup>

The 3Ps were further developed in *Women and Peace and Security: Guidelines for National Implementation*, prepared by the UN to help signatories successfully implement WPS objectives. It expanded the 3Ps into 4 broad categories that should be taken into account during the planning of military operations:

**Participation** of women in peace processes and all public decision-making processes linked to making and building peace;

**Prevention** of conflict through incorporating women’s perspectives into early warning systems, public education, and prosecution of violators of women’s rights;

**Protection** of women during and after conflict by community, national and international security personnel;

**Peacebuilding** that engages women and addresses their needs in relief and recovery, redress for injustice and investment in economic and social security.<sup>6</sup>

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<sup>3</sup>United Nations Security Council, resolution 1325. *On Women, Peace and Security*, (New York: UN, 2000), 2.

<sup>4</sup> Natalia Zakharova, *Women and Peace and Security: Guidelines for National Implementation*, (New York: UN Women, 2012), 24.

<sup>5</sup>Nduwimana, *United Nations Security Council Resolution 1325...*, 56.

<sup>6</sup>Zakharova, *Women and Peace and Security...*, 6.

The fourth category of peacebuilding is also described as *relief and recovery* when assessing the impact and implementation of objectives.

A central theme of WPS and its related guidelines was an overarching concept of gender mainstreaming, which stressed the importance of having a gender perspective - the “process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels.”<sup>7</sup> Gender mainstreaming is reflected in the approach and evaluation tools, as well as the recommended training and capacity-building needed within institutions and communities.<sup>8</sup> The overall strategy is meant to ensure the concerns and experiences of women and men, girls and boys are “an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.”<sup>9</sup>

### **The Response of the GoC to WPS**

The GoC committed to the effective implementation of all of the resolutions within WPS and created a National Action Plan (CNAP) in 2009. CNAP provides an implementation framework for incorporating a gender perspective across all government departments through the inclusion of an assessment of the impact of any planned action on women, men, girls and boys. CNAP directs the use of the analytical tool, GBA+ “to assess how diverse groups of women, men, and gender-diverse people may experience policies, programs and initiatives.”<sup>10</sup> Further,

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<sup>7</sup>United Nations General Assembly, *Report of the Economic and Social Council for 1997*. New York: 1997.

<sup>8</sup>Helené Lackenbauer and Michael Jonsson, *Implementing UNSCR 1325 in Capacity Building Missions: A Study of NTM-Afghanistan, EUTM-Mali and EUTM-Somalia*, (Stockholm: Totalförsvarets forskningsinstitut, September 2014) 15.

<sup>9</sup>United Nations General Assembly, *Report of the Economic and Social Council for 1997*. New York: 1997.

<sup>10</sup>Global Affairs. *Gender Equality: A Foundation for Peace*, (Ottawa: Canada Communications Group, 2017) 13.

GBA+ prompts “all decision makers that policies must be assessed through a feminist lens, based on all identity factors, such as gender, race, ethnicity, religion, age, sexual orientation and ability.”<sup>11</sup>

Canada first committed to conducting GBA following the 1995 UN Beijing Platform for Action. The "plus" that was as been added in the CNAP highlights that relevant factors creating and sustaining vulnerability which go beyond gender, and includes the examination of a range of other intersecting identity factors (such as age, education, language, geography, culture and income).<sup>12</sup> Status of Women Canada (SWC) has been named as the centre of expertise for the GoC and the lead for the implementation of GBA+ across government policy and operations. The Department of National Defence (DND) and the CAF are named as lead partners within CNAP: “The CAF has a responsibility to integrate the guidance provided from the UNSCRs, the CNAP, and GoC direction on GBA+ into its operational planning, conduct of missions, and across its institutions.”<sup>13</sup>

### **CAF Policy Regarding WPS**

A central step to implementing these recommendations was the January 2016 CDS issuance of *CDS Directive for Integrating UNSCR 1325 and Related Resolutions into CAF Planning and Operations*. Issued in January 2016, the mission statement is:

The CAF will fully integrate the requirements of Canada’s National Action Plan on the Implementation of UNSCR 1325 and related resolutions, and GoC direction on GBA+, into CAF planning and operations by 31 Aug 17, and into the wider CAF institution by 31 Mar 19.

The directive included two lines of effort. The first was to incorporate GBA+ into military planning and operations (entitled operational effects). The second was to embed the requirements

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<sup>11</sup>Ibid.,13.

<sup>12</sup>Ibid.

<sup>13</sup>Department of National Defence, *CDS Directive for Integrating UNSCR 1325 and Related Resolutions into CAF Planning and Operations*, (Ottawa: Canada Communications Group, 2016).

into the CAF to command and control, leadership, and management (entitled institutional effects).

In line with NATO policy and direction, the CAF created Gender Advisor (GENAD) positions within the staff of commands, Gender Advisors are responsible for the overall “integration of gender perspectives into military planning, execution and evaluation and serve as specialist advisors for the Commanders.”<sup>14</sup> These also implemented Gender Focal Points (GFP), a secondary duty assigned to an individual within a tactical unit, who is expected to devote approximately 10-15% of their time integrating gender perspectives.<sup>15</sup>

Although the NATO policy and direction reiterates the concerns of WPS and repeats the call for an increased integration of gender perspectives, it also provides guidance “that gender dimensions encompass and extend beyond [WPS] into broader considerations concerning the vulnerable components of whole populations.”<sup>16</sup> This is in line with the GoC commitment to GBA+ and CDS direction. However, no clear prescription on how GBA+ is to be employed has been articulated and a range of implementation options remain open to CAF.

## **CURRENT PRACTICES**

### **The Operational Planning Process**

In order to conduct planning and produce orders, the CAF uses the *Operational Planning Process (OPP)*, which is described in detail in *Canadian Forces Joint Publication 5.0, The Canadian Forces Operational Planning Process (OPP)*. OPP is used by commanders and staff to “translate strategic direction into missions and tasks for subordinate, tactical level

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<sup>14</sup>Ibid.

<sup>15</sup>Canadian Joint Operations Command, *Integrating Gender Perspectives into Operational Planning*, <http://collaborations-cjoc-coic.forces.mil.ca/sites/GENAD/SitePages/Home.aspx>

<sup>16</sup>Department of National Defence, *CDS Directive for Integrating UNSCR 1325 and Related Resolutions into CAF Planning and Operations*, (Ottawa: Canada Communications Group, 2016).

commanders.”<sup>17</sup> This process is not solely used for war fighting but is “applicable to all aspects of the employment of military force.”<sup>18</sup> It is through this process that competing goals and priorities can be aligned and harmonized.

The first step in the OPP, and considered to be “critical to the success of the plan,” is the Orientation Stage.<sup>19</sup> It is within this stage that a mission statement is developed and the planning guidance is produced for the staff. It is critical at this point to ensure key staff and the commander have an understanding of the operational environment and that it is incorporated and updated throughout the planning cycle.

The operational environment is “the set of conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander.”<sup>20</sup> The mission analysis, and the entire OPP, must therefore include an appreciation of “the system of systems that will exist in the theatre of operations.”<sup>21</sup> To assist in this endeavour another process is initiated, the IPOE.

IPOE provides a description of the operational environment to support command and staff in their understanding of how various actors - adversary, neutral and friendly - will interact within the confines of the operational environment.<sup>22</sup> This includes an understanding of the physical environment, information environment and the human terrain systems.<sup>23</sup> Human terrain is defined within *Canadian Forces Joint Publication 2.1.1, The Intelligence Preparation of the Operational Environment*, as “sociocultural, anthropologic, and ethnographic data, and other

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<sup>17</sup>Department of National Defence, B-GJ-005-500-FP-000, *Canadian Forces Joint Publication 5.0 The Canadian Forces Operational Planning Process (OPP)*, (Ottawa: DND Canada, 2008) 1-8.

<sup>18</sup>*Ibid.*, 1-1.

<sup>19</sup>*Ibid.*, 3-11

<sup>20</sup>Department of National Defence, B-GJ-005-500-FP-000. *Canadian Forces Joint Publication 2.1.1 The Intelligence Preparation of the Operational Environment*, (Ottawa: DND Canada, 2008) 1-2.

<sup>21</sup>DND, *CFJP 5.0 The Canadian Forces Operational Planning Process (OPP)*..., 3-11.

<sup>22</sup>DND, *CFJP 2.1.1 The Intelligence Preparation of the Operational Environment*..., 1-1.

<sup>23</sup>*Ibid.*

non-geographical information concerning the human population” and utilises the PMESII (political, military, economic, social, infrastructure, and informational) framework to present its findings.<sup>24</sup> It is important to note that in this context, the goal of IPOE is to create a system perspective to build understanding of the interrelated network between and within the physical and behavioural elements and how it functions as a whole.<sup>25</sup>

### **GBA+ within the OPP**

Currently, the primary method of employing GBA+ within the CAF Operational Planning Process is through a Gender Advisor to commanders. The primary job of a Gender Advisor (GENAD) is to help to integrate a gender perspective into all aspects of command and staff, including, but not limited to planning, analysis, operations, doctrine and training.<sup>26</sup> As can be seen in Table 1 below, the primary approach through which this occurs is for the GENAD to review inputs into the OPP, including the IPOE. The GENAD then provides comments and advice to the commander and his or her staff. As such, it appears the GENAD operates separately from and in a reviewing capacity for the analysis of the operating environment completed by an intelligence cell.

Arguably, a strength of this approach is that it ensures command and staff benefit directly from specialist expertise on the GBA+ approach and that they are in an informed position to implement it holistically both externally and internally within the CAF and its friendly forces in an operating environment. Nonetheless, as will be discussed further below, a more effective and efficient IPOE process may occur if GBA+ is expanded in the initial IPOE preparation.

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<sup>24</sup>Ibid.

<sup>25</sup>Ibid., 2-45.

<sup>26</sup>Canadian Joint Operations Command, *Integrating Gender Perspectives into Operational Planning*, <http://collaborations-cjoc-coic.forces.mil.ca/sites/GENAD/SitePages/Home.aspx>

		<b>GP Inputs</b>	<b>GP Outputs</b>
Initiation	To identify most critical GP factors for mission	CCIRs RFIs JIPOE Liaison with external organizations as authorized/required	Theatre GBA+ Tools
Orientation	To ensure developed COAs integrate GPs; ensure gender structure of available forces is understood	JIPOE Identification of potential gender related threats, ex. SGBV, human trafficking, etc. Force estimates	Gender Analysis GP paragraph(s) GP slide in Msn Analysis Brief
COA Development	To deepen understanding of GPs in operating environment	GP impact of actions & effects MoE MoP JSORs TO & E COA analysis, comparison, wargaming, refinement	GP paragraph(s) and Annexes/Appendices in CONOPS
Plan Development	To ensure complete understanding of GPs wrt selected COA	ROE development Reporting concepts C2 and liaison structures Pre-deployment training Force Protection plan	GP paragraph(s) and Annexes/Appendices in OPO, OPLAN, CONPLAN
Plan Review	To ensure continued inclusion of relevant GP considerations in documentation	Review Process	Amendments to GP paragraph(s) and Annexes/Appendices, AAR

Table 1: Canadian Joint Operation Centre (CJOC) Gender Perspective (GP) Integration Table

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## EVALUATING THE CURRENT APPROACH

### The GBA+ Approach

GBA+ was intended to help to “ask questions, challenge assumptions and identify potential impacts,” regarding “various intersecting identity factors.”<sup>28</sup> By drawing upon and analyzing “social, economic, and cultural conditions and norms,” GBA+ “draws on the insights of 'intersectionality,' a research and policy model that recognizes the complex composition of factors that shape and influence human lives.”<sup>29</sup> As an analysis method, Bishwarma et al. describe intersectionality as a tool to “empirically examine the consequences of interacting

<sup>27</sup>Ibid.

<sup>28</sup>Status of Women. “Status of Women Canada: Introduction to Gender-based Analysis Plus (GBA+).” Last accessed 21 May 2018. <http://www.swc-cfc.gc.ca/gba-acis/index-en.html>

<sup>29</sup>Ibid.

inequalities on people occupying different social locations as well as address the way that specific acts and policies address the inequalities experienced by various groups.”<sup>30</sup>

These methodologies help draw researchers away from placing individuals into single classifications, increasing their ability to accurately describe the “complexity of individual people's lives.”<sup>31</sup> Further, it “produces more accurate knowledge and evidence about how people actually live their lives.”<sup>32</sup> However, when using a GBA+ framework, there is neither a single method nor a simple formula.<sup>33</sup> Instead, GBA+ is meant to be incorporated into existing research methods, including qualitative, quantitative or a mixed approaches.<sup>34</sup> The key is to use “different approaches to aspects of identity (especially gender), their meanings and their consequences.”<sup>35</sup>

Elizabeth Cole, Associate Dean for Social Sciences at the University of Michigan, in *Intersectionality and Research in Psychology*, notes that it is not necessary “to develop complex designs involving prohibitively large samples or to enlist the cooperation of an interdisciplinary team to triangulate the problem.”<sup>36</sup> Rather it simply asks that a “new lens” is used to “examine categories of identity, difference, and disadvantage.”<sup>37</sup> Cole suggests three questions for psychology research:

First, who is included within this category? Second, what role does inequality play? Third, where are there similarities? The first question involves attending to diversity within social categories to interrogate how the categories depend on one other for meaning. The second question conceptualizes social categories as connoting hierarchies of privilege and power that structure social and material life. The third question looks for commonalities cutting across categories often

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<sup>30</sup>R. Bishwakarma, V.H. Hunt, and A. Zajicek. “Educating Dalit Women: Beyond a One-Dimensional Policy Formulation.” *Himalaya* XXVII (2007): 30.

<sup>31</sup>Status of Women. “Status of Women Canada: Introduction to Gender-based Analysis Plus (GBA+).” Last accessed 21 May 2018. <http://www.swc-cfc.gc.ca/gba-acis/index-en.html>

<sup>32</sup>Ibid.

<sup>33</sup>Ibid.

<sup>34</sup>Ibid.

<sup>35</sup>Ibid.

<sup>36</sup>Elizabeth R. Cole, “Intersectionality and Research in Psychology,” *American Psychologist* 64, no. 3, (2009): 170.

<sup>37</sup>Ibid.

viewed as deeply different. These questions are not mutually exclusive; in fact, each question builds on insights generated by the previous one.<sup>38</sup>

These questions show that GBA+ can be easily incorporated into existing research methodologies through a shift in focus and types of questions. The concept of intersectionality, and GBA+ should be an integral part of IPOE given its fundamental aim as discussed above.

### **Including GBA+ Approach in the IPOE**

Arguably, a central limitation of the past OPP approach, prior to a GENAD, was that it failed to fully integrate a gender perspective into CAF planning and operations, including a robust analysis of intersectionality. However, by separating the gender analysis from IPOE through a GENAD and not including intersectionality as part of the holistic picture of the operating environment, it risks again that the commander and staff will receive an imperfect view of the operating environment. In this case, by presenting two views of the operating environment that risks creating confusion and gaps in the understanding of the situation. It also duplicates staff effort and potentially presents gender as separate from, rather than an intrinsic to, the operating environment.

An alternative approach would be to include GBA+ in the IPOE. As was discussed above, IPOE is designed to develop a system perspective to understand interrelationships between the physical and behavioral, as well as informational domains. This allows the staff and commander to develop coherent plans that will meet strategic goals without the need to mentally shift focus between competing depictions of the operating environment.

### **Benefits of the IPOE Approach to Operational and Institutional Effects**

The benefits of fully integrating a gender perspective into IPOE are twofold, and reflect the two lines of operation in the CDS's directive. The first, operational effects would be

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<sup>38</sup>Elizabeth R. Cole, "Intersectionality and Research in Psychology," *American Psychologist* 64, no. 3, (2009): 170.

enhanced by incorporating GBA+ into planning and operations. This can be done, first and foremost, as mentioned above, by presenting a single depiction of the operating environment, with all the complexities and nuances of identity, power and vulnerabilities. This will allow planners to develop a more thorough understanding of the situation and expose opportunities and threats that need to be addressed. This does not remove the necessity for the GENAD to ensure that a gender perspective is included within other portions and deliverables of the planning staff, but it does, however, place the concerns at the forefront of the problem set, ensuring the narrative will cascade throughout the OPP.

Laura Sjoberg, a political scientist at the University of Florida, highlights the importance of having a gender perspective when analysing conflict in *Seeing sex, gender, and sexuality in international security*. Using Libya as a case study she points out that women were not just victims but were also fighters on both sides of the conflict.<sup>39</sup> She makes the point, however, that it not simply a question of where the women are but where gender is - the social associations – demonstrating that, gender was important, not only from a perspective of who decided to fight, but also in how the civil war was construed internationally and domestically.<sup>40</sup> Sojberg also makes the point that women’s rights were “a key litmus test of both national stability and national progress” in the Arab Spring.<sup>41</sup> These points all build on her main point “that ‘hard’ security pressing questions like wars, genocides, and terrorist attacks and issues of gender, sex, and sexuality are linked—it is impossible to understand one group of issues without the other, even though people try to do it every day.”<sup>42</sup>

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<sup>39</sup>Laura Sjoberg, “Seeing Sex, Gender and Sexuality in International Security.” *International Journal* (2015): 434-453.

<sup>40</sup>Ibid., 448.

<sup>41</sup>Ibid., 439.

<sup>42</sup>Ibid., 435.

A second benefit of including GBA+ within the IPOE is that it includes an adversarial aspect. This allows one to then consider the various security risks for different vulnerable populations within an area of operation. For example, the societal definitions of masculinity and femininity can help understand the differences in tactics, techniques and procedures (TTPs) between male and female suicide bombers, which will not only increase force protection but will also help increase overall stability.

### **Case Studies of IPOE Approach**

The Swedish Armed Forces Nordic Centre of Gender in Military Operations provides further examples of the benefits of this approach in *Whose Security? Practical Examples of Gender Perspectives in Military Operations*. Drawing on these examples the concept and benefits of including GBA+ in IPOE can be seen when understood within CDS' framework of operational and institutional effects. The examples are taken from Afghanistan, Kosovo and Darfur and address different stages and levels of conflict.

### **Operational Effects: Security Patrol Planning**

In 2013, in Afghanistan, as part of International Security Assistance Force (ISAF), a gender analyst of patrol route detected a potential security risk. When requested to support the OPP regarding a patrol route, he recognized that the patrolling area included a women only bazaar.<sup>43</sup> The advice provided was to include a balance of women within the patrol or to modify the patrol route.<sup>44</sup> This was based on the conclusion that the presence of men at the bazaar would have been offensive to the local population, be harmful to the reputation of ISAF and have created a security situation that would have put the patrol and the local population at risk.<sup>45</sup>

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<sup>43</sup>Nordic Centre of Gender in Military Operations, *Whose Security? Practical Examples of Gender Perspectives in Military Operations*, (Swedish Armed Forces, February 2015) 15.

<sup>44</sup>Ibid.

<sup>45</sup>Ibid.

The end result in fact saw the patrol route changed, which has been espoused as a success, given that gender analysis identified a potential risk and possible solutions.<sup>46</sup> However, it raises the question as to why the gender perspective that provided better situational awareness and allowed a plan to be developed, that increased force protection and stability, was not part of the original assessment and IPOE.

### **Operational Effects: Stability Operations**

A second example is of a gender advisor who worked for the commander of Task Force Kosovo (KFOR). The commander and staff had identified that the north of Kosovo was a key area for the success of the mission.<sup>47</sup> However, access to communities in the area was being prevented by roadblocks along the main routes.<sup>48</sup> On examination of the situation it was discovered that the roadblocks were also disrupting the supply of food and supplies to the communities and preventing the children from attending school.<sup>49</sup> At the same time, the men running the roadblocks were creating separate re-supply lines for themselves.<sup>50</sup>

It was determined that the best approach was to encircle the communities and cut off the new supply lines, otherwise the situation would deteriorate at different rates for the men and women, girls and boys.<sup>51</sup> It had been assessed that the roadblocks were sustainable for approximately two months; “Cutting off the new resupply routes as well as the official roads would put more pressure on the leaders” shortening the crisis and thereby lessening the impact on women and children.<sup>52</sup>

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<sup>46</sup>Ibid.

<sup>47</sup>Ibid.

<sup>48</sup>Ibid., 16.

<sup>49</sup>Ibid.

<sup>50</sup>Ibid.

<sup>51</sup>Ibid.

<sup>52</sup>Ibid.

This example is a clear illustration of how integration in IPOE is helpful to OPP. The gender advisor had incorporated “a gender perspective at the start of the planning process, ensuring a holistic approach and understanding throughout the organization.”<sup>53</sup> This led to the discovery that the roadblocks that were inhibiting KFOR freedom of movement were mostly being run by unemployed men, who were highly motivated to keep them in place, as they were paid to guard them.

### **Operational Effects: Including GBA+ at all Stage of Planning**

However, IPOE must be continually updated and cannot be simply done once at the start of an operation. A good illustration of this, and the importance of maintaining a gender perspective when doing so, was seen in Afghanistan in 2010, with the Swedish/Finish Provincial Reconstruction Team in Mazar-E-Sharif. When conducting follow-up analysis of the family members of the insurgents in the aftermath of kinetic operations, the families, who had either lost a husband, a father, or both were left exposed to a completely different set of security risks.<sup>54</sup> It was customary at this time that men would be the main financial provider within a family, and without a male at the head of a household, the family would be at risk of extreme poverty or even starvation.<sup>55</sup> Once a family found themselves in such vulnerable position, it was highly likely that they would accept help from wherever and whomever they could.<sup>56</sup> This included insurgents who would quickly reach out to the family.<sup>57</sup> This increased the likelihood of recruitment of new members from that particular community creating a cyclic pattern.

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<sup>53</sup>Ibid.

<sup>54</sup>Ibid., 22.

<sup>55</sup>Ibid.

<sup>56</sup>Ibid.

<sup>57</sup>Ibid.

Of particular note, of being at high risk to be recruited by the insurgents, were teenage boys, as they had been placed in a very vulnerable position.<sup>58</sup> Without employment and without a father, teenage boys would often feel that they were responsible for their family's survival and would often feel pressured to take up arms in order to provide for their family.<sup>59</sup> The insurgents, knowing this, could systematically target the teenage boys for recruitment.<sup>60</sup> Understanding this situation meant that the counter-insurgency operations could develop plans for directly addressing the root causes of the vulnerable population of teenage boys. By helping families to be able to support themselves it would reduce the pressure felt by the teenage boys to find a job and earn money reducing the incentive to take up arms with the insurgency.<sup>61</sup>

This example illustrates the importance of a continuous assessment of the situation using a gender perspective to ensure that a fulsome understanding is developed, in order to develop long-term solutions. If a gender perspective is not maintained and applied as new information is obtained, the analytic results will not capture a complete picture and the command and staff will not have a true situational understanding. GBA+ must be used throughout the OPP cycle and integrated into updating the IPOE.

### **Operational Effects: DDR**

IPOE with a gender perspective is just as important in post conflict environments. During Demobilization, Disarmament and Reintegration in Darfur as part of the (DDR) United Nation – African Union Hybrid Mission in Darfur (UNAMID) it was realized that as the women were primarily in charge of the majority of the household activities, and they were “visible in the

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<sup>58</sup>Ibid.

<sup>59</sup>Ibid.

<sup>60</sup>Ibid.

<sup>61</sup>Ibid.

community” as leaders “advocating for the safety of their family.”<sup>62</sup> Their role also expanded, both within war and peacetime, to one of activation in which they mobilized the community. This was particularly true for groups known as Hakamas, “who used singing as a method of activating people.”<sup>63</sup> As evidenced, from the Nordic Centre of Gender in Military Operations shows, “[in] peacetime, their singing would maintain social order in the community. In wartime, they sang to encourage their sons and husbands to fight at the front.”<sup>64</sup> The Hakamas would sometimes go as far as traveling with the military in order to sing at the battlefield and encourage the soldiers.<sup>65</sup> This gave the women a great deal of power and influence in local communities both in war and during peacetime.<sup>66</sup>

UNAMID leveraged this by hiring the Hakamas and training them on peace-building, gender and human rights.<sup>67</sup> Once trained, the Hakamas developed songs in support of the DDR process that focused on peace and a better future, vice fighting.<sup>68</sup> “The Hakamas performed their newly written songs at ceremonies and large events.”<sup>69</sup> The ability to refocus such an influential part of the community in support of the peace process speaks volumes for UNAMID and is directly tied to the understanding “of the gender relations in the community.”<sup>70</sup> “Without knowing about the gender roles in the culture of the Darfuri communities, the DDR section would have missed out on the effect of the Hakamas.”<sup>71</sup>

### **Operational Effects: IDP**

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<sup>62</sup>Ibid., 27.

<sup>63</sup>Ibid.

<sup>64</sup>Ibid.

<sup>65</sup>Ibid.

<sup>66</sup>Ibid.

<sup>67</sup>Ibid.

<sup>68</sup>Ibid.

<sup>69</sup>Ibid.

<sup>70</sup>Ibid.

<sup>71</sup>Ibid.

Another example from UMAMID was the changes to patrols within Internally Displaced Persons' (IDPs) camps.<sup>72</sup> At first, “the patrolling units consisted of only male participants,” but were changed to include women, as the “women of the IDP camp were not comfortable talking to men.”<sup>73</sup> The staff was able to leverage the information that was gathered from women of the IDP camp, who were now speaking with the females on the patrol, to develop better operational plans. It turned out most violations were occurring during the night. As a result, joint patrolling units increased their night time patrols within the camp in particular within the sections that the women were living in.<sup>74</sup> “Even though the soldiers did not make any arrests within the camp, their presence around the camp increased security.”<sup>75</sup>

As with the previous examples, it is clear that a gender perspective can greatly increase the effectiveness of the OPP. The difficulty though is ensuring that the information is taken into consideration when it is available and that the right questions are being asked. These examples illustrate that the ideal place to implement GBA+ is at the start of the OPP. This will ensure that a complete understanding of the problem set is given to the planners. It is therefore essential to simply incorporate GBA+ into the IPOE and develop a comprehensive picture from the onset rather than as an adjunct.

### **Institutional Effects**

As noted above a second goal of the CDS was to incorporate a gender perspective into the institutional aspects of the CAF. Presenting different understandings of femininity and masculinity from different cultures within IPOE may help CAF personnel develop greater awareness of its own culture and practices. Karen Davis, a Defense Scientist at the Canadian

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<sup>72</sup>Ibid., 51.

<sup>73</sup>Ibid.

<sup>74</sup>Ibid.

<sup>75</sup>Ibid.

Forces Leadership Institute in Kingston, discusses some of the challenges the CAF has faced “including the limited ability of the CF to employ women and men who do not represent accepted and understood gender profiles to their optimum potential.”<sup>76</sup> She observes that this limitation is tied to the CAF’s perception and understanding of gender, which she argues unfolds itself in “policy, practice and a culture of dichotomous gender difference along with organisational claims of gender neutrality.”<sup>77</sup> The limited language and understanding of gender prevents an “optimum integration of knowledge, motivation and cognitive sensitivity to gender differences”<sup>78</sup> within the CAF. By introducing these concepts in the analysis of other cultures it will incorporate the language and increase “awareness of the importance of the relations between women and men on the experiences and status of both women and men.”<sup>79</sup>

Davis also noted that “operational effectiveness has always been understood within a uniquely masculine paradigm, and the introduction of women has threatened CF perceptions of effectiveness.”<sup>80</sup> Perhaps by studying the relational concept in others through IPOE, with the goal of simply being more effective on operation, it will also help the CAF understand some of its own concepts on gender and diversity. At the very least it will begin to provide within the CAF a greater sense of intersectionality and the benefits of looking at problem sets with a gender perspective. Again, as with operational effects, to fully benefit from GBA+, the methodology must be an integral part of analysis and not bolted on as an additional process.

## CONCLUSION

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<sup>76</sup>Karen D. Davis, “Sex, Gender and Cultural Intelligence in the Canadian Forces.” *Commonwealth & Comparative Politics* 47, no. 4 (2009): 450.

<sup>77</sup>Ibid.

<sup>78</sup>Ibid.

<sup>79</sup>Ibid., 448.

<sup>80</sup>Ibid., 450.

The concept of a GENAD is not without merit and can bring a number of resources to the OPP and the IPOE. In fact it is unlikely that given the current manning and training level within the CAF that the level of expertise needed to inculcate a gender perspective in operations and planning could be currently developed without the designated position. However, the central problem identified by researchers is the depth and prevalence of discriminatory thought processes and how they have infiltrated structures of CAF's culture.

In this regard, integrating GBA+ within IPOE has various advantages. First, it best reflects feminist understandings of what is needed for effective GBA+ analysis. Second, it implements at the earliest possible stage a gender perspective into the planning process which will then cascade and build in the ongoing development of OPP. Finally the implementation into the core of operations increases levels of understanding and awareness that holds promise of changing mindsets internal to CAF.

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