



MILITARY GENDER ANALYSIS TOOL

Nordic Centre for Gender in Military Operations (NCGM)

GRAPHIC DESIGN & PRINT:

Swedish Armed Forces, FMLOG Graphic Production, Stockholm 2022.

PROD-ID: 220314029

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The Nordic Centre for Gender in Military Operations is an international military centre established in 2012 under the umbrella of the Nordic Defence Cooperation (NORDEFCO). Later on, the Netherlands and Canada has joined this cooperation. NCGM's work and activities are structured around its three roles: Education and Training Facility, NATO Department Head for the Gender in Military Operations Discipline and Expert Centre.

More information about NCGM can be found on the website www.mil.se/ncgm and social media.

LinkedIn: <https://www.linkedin.com/company/nordic-centre-for-gender-in-military-operations>

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Foreword

As the leading international centre on gender in military operations, NCGM's role is to enable actors to apply gender perspective in every situation to increase operational effects in providing security to women, men, girls and boys. Integration of gender perspective in military operations is one of NCGM's two focus areas; where support to implement the WPS Agenda is the second. In particular, NCGM is dedicated to concept and discipline development by exploring solutions based on lessons learned and best practices to secure effective contribution to mission success.

The work to develop a gender analysis tool specifically designed for the military, started in the spring of 2020. Addressing identified gaps by our community of interest, the Military Gender Analysis Tool (MGAT) provides a practical tool to increase the understanding of gender perspective in the Engagement Space and highlight the military's role to address the situation. Given the extensive scope and level of responsibilities of military actors, military gender analysis models tend to be generically designed and thus not applicable to specific situations or tasks. The primary user of such analytical tools – the Gender Advisor (GENAD) or Gender Focal Point (GFP) – is usually embedded in a unit or branch, where he or she has to coordinate their tasks and working methods with the rest of the staff according to the Chain of Command and in light of the Commander's Intent. Thus, the challenge

is to create an analytical tool that is comprehensive enough to ensure a "whole-of-mission" approach to achieve strategic military objectives, yet is flexible to consider circumstances relating to specific circumstances in an operation or organisation.

With this first version of the MGAT, NCGM seeks to address both these challenges to meet the needs of our community. We hope the tool will enhance the knowledge on the significance of gender perspective and are looking forward to receive any input on how to strengthen the application of the MGAT even further. We welcome feedback to NCGM's functional inbox: NCGM@mil.se

Commandant NCGM
Lt. Col. Peter Östman
Kungsängen, Sweden September 2022



STRUCTURE

This tool is divided into five sections:

- 1. Introduction
- 2. Annex A Manual
- 3. Annex B PMESII Domains
- 4. Annex C Secondary Indicator Questions
- 5. Annex D Key Terms and Definitions

The division into five sections enables the user to pick out the sections they find most relevant. The MGAT aims to be a *practical* tool rather than a lengthy document for military personnel to keep in their toolbox when analysing a potential or current Engagement Space. Each section can therefore be taken out and used separately.

Introduction

This section explains the rationale (purpose and aim) for creating a Military Gender Analysis Tool and an overview of how it is intended to work.

Annex A Manual

This section contains a systematic guide on how to use the tool. The tool contains four steps, and each step is described in detail.

Annex B PMESII Domains

This section contains the PMESII domains that have been broken down into Factors, Indicators and Indicator Questions that can

be relevant to analyse from a gender perspective. The Indicator Questions in this section are categorised as “Primary Indicator Questions” and are formulated as open-ended questions to guide the user in applying a gender perspective when searching for and analysing information. For additional questions, see Annex C. The Primary Indicator Questions are divided by PMESII-domain, Factor and Indicator.

Annex C Secondary Indicator Questions

This section contains Secondary Indicator Questions. Compared to the Primary Indicator Questions, these are more detailed offering the user further guidance in what information to search for related to a specific area or topic. The Secondary Indicator Questions are divided by PMESII-domain, Factor and Indicator.

Annex D Key Terms and Definitions

This section lays out the key terms and definitions that is used in the MGAT. The majority is based on definitions used in NATO.



INTRODUCTION

The Military Gender Analysis Tool (MGAT) aims to increase the understanding of the Engagement Space by using a gender perspective. Specifically, the purpose of the MGAT is to:

- **Improve situational awareness** to make better and more informed decisions to move from unacceptable to acceptable conditions.
- **Identify the needs of the military-strategic level** in order to integrate gender perspective in:
 - military strategic planning and directive; and
 - the operationalisation of concepts of operations, including assessing courses of actions and implications for mission operations
- **Provide a tool of communication** for strategic-level to lower level commands on gender perspective integration

- **Allow for assessment and measurement** of integration of gender perspective at all levels across the operation and organisation

- **Ensure a holistic approach to gender perspective integration** by identifying patterns and requirements of inter-relatability, inter-linkages and collaboration opportunities between staff functions.

For any military actor, understanding the nature, scale and scope of the problem is key to appreciate the operational context. The MGAT rests on the assumption that by identifying how gender roles, norms and relations affect and are affected by crisis and conflict the understanding of the Engagement Space will improve. The enhanced situational awareness will lead to better and more informed recommended courses of action, which in the end will increase the military's ability to achieve the overall objectives.

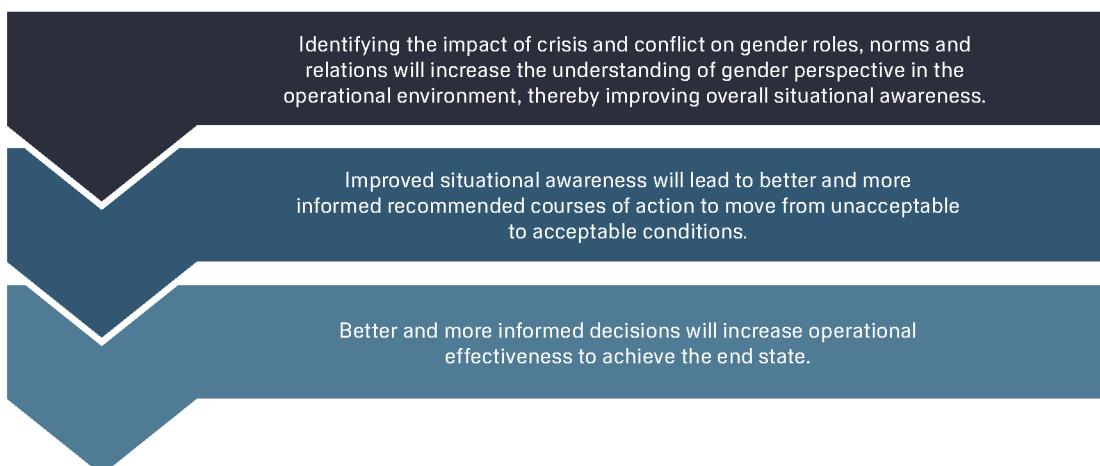


Figure 1. MGAT Assumptions

The MGAT builds on previously established NATO analytical models to understand the Engagement Space¹, and approaches to gender analysis²: the PMESII-model and Factor Analysis. Based on the assumption that gender perspective can improve operational effectiveness, the MGAT identifies a set of factors, indicators and indicator questions to highlight the significance and implications of gender perspective. By categorising variables relating to gender roles, gender norms and gender relations into factors within each

of the six PMESII domains: political, military, economic, social, infrastructure, information, the MGAT helps the user gather information and establish the current state of affairs.

Based on the information gathered using the factors, indicators and indicator questions within each of the six PMESII-domains, the MGAT guides the user in analysing the information in relation to the role and responsibility of the military to determine what actions that could or should be taken with regards to the conclusion of the information.

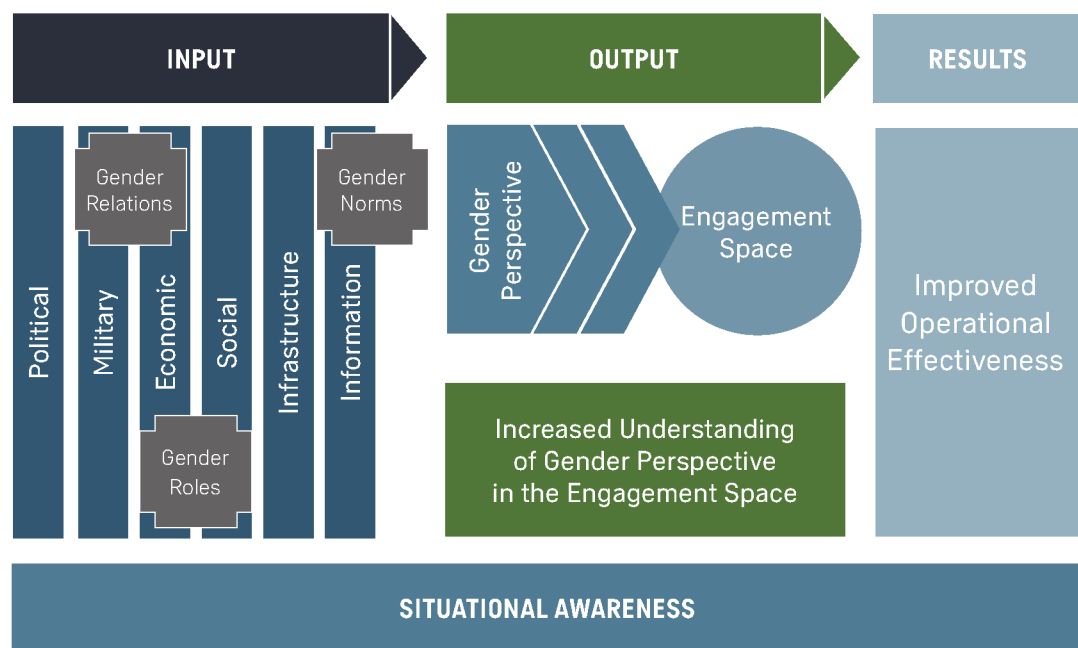


Figure 2. MGAT Overview

Gender Analysis

Gender Analysis is a widely known methodology used for integrating gender perspective into military operations. It is a broad based analysis process initiated by the specialist staff (GENAD, GFP or equivalent). Although the MGAT is primarily a tool for GENADs and GFPs, it can be used by all staff at all levels to increase the understanding of gender perspective, and is designed to be adjusted accordingly. Conducting a gender analysis should not be considered a standalone

process, but seeks for inputs from, and provides conclusions, to other special staff, the Command Group branches and divisions³. The MGAT does not consider the different levels nor kinds of military operations or missions. As soon as there is a perceived crisis or conflict, a gender analysis should be initiated. The gender analysis is a living process that is continuously updated with new information, which will result in new and different outcomes throughout the phases of an operation.

1. NATO Allied Command Operations, Comprehensive Operations Planning Directive (COPD) 3.0., p. 1–13 (Jan 2021)
 2. NATO Allied Command Operations (ACO) Gender Functional Planning Guide, Annex E-1 (July 2015)
 3. NATO Allied Command Operations (ACO) Gender Functional Planning Guide, p. 5 (July 2015)

2

ANNEX A: MANUAL

This manual is a systematic guide on how to use the NCGM's Military Gender Analysis Tool. It sets out four steps to conduct a gender analysis:

1. Aim
2. Gather information
3. Analysis (Deduction)
4. Conclusion

All four steps are explained in detail in the manual. To get a better understanding of the 4-step process, the MGAT will be exemplified by using it on a fictive scenario.

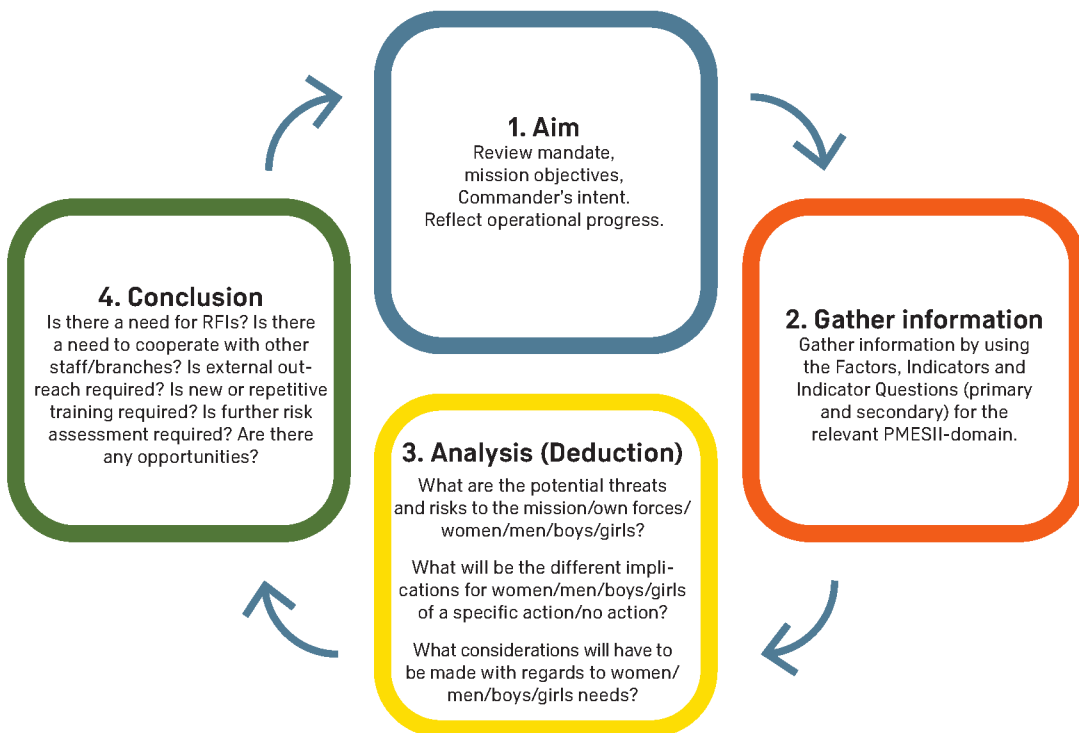


Figure 3. MGAT's four steps

Example: Fictive Scenario

Background

There is an ongoing conflict in Europe and several states are involved. The conflict did not originate on NATO territory but escalated to the territory of NATO Member States. This resulted in the invocation of Article 5, and in response, NATO has initiated a military operation following the principle of collective defence¹.

The humanitarian situation following the conflict has deteriorated quickly. Millions of people are internally displaced and large refugee flows can be seen across Europe. The number of casualties, both civilian and military, is steadily increasing. The civilian populations are exposed to a wide range of violence and threats. Civilian infrastructure (private houses, residential buildings, medical and education facilities etc.) is heavily targeted by oppositional forces. Basic goods and necessities, such as water, food, heating, medicine and mobile connections are lacking in areas directly affected by hostilities. There are confirmed violations of international humanitarian law and gross violation of international human rights law.

Conflict related sexual violence (CRSV) has been reported and documented following the increased military presence in populated areas, installations of checkpoints and detention centres, challenges in accessing goods and services, mass internal displacement and the destruction of homes and infrastructure leading to lack of privacy.

Several attempts have been made at establishing humanitarian corridors, which has failed because of the lack of agreement and guarantees between the state parties to the conflict. The UN and other international and national civilian actors are present in the area.

Disinformation campaigns and cyber-attacks are common features in the conflict. Both are aimed at causing harm and steering chaos in NATO Member States. Cyber-attacks are in particular aimed at government websites, military capacities and nuclear targets.

By invoking Article 5, NATO deploys a multinational force in the areas of conflict that are on NATO territory. It consists of primarily air and land components from allied Troop Contributing Countries (TCCs), with support from concerned Partner Nations in the region.

This operation means that NATO is operating in Host Nations that are members to the Alliance. This might have an impact on the range of actions that NATO forces are allowed to take. As always, NATO forces are to act in accordance with international law, the Host Nations national law and the NATO Code of Conduct.

Mandate

The primary task of the operation is to restore the situation in compliance with human rights law, international humanitarian law and international criminal law. The NATO led-multinational force is authorised to take, within its capabilities and area of deployment, all necessary means to carry out the mandate.

To this end, the mission will strive to achieve the following objectives:

- Counter ongoing and deter renewed hostilities.
- Establish a safe and secure environment for the civilian populations of NATO Member States, the international civil presence and itself.
- Allow for IDPs and refugees to return home safely.
- Support the international humanitarian efforts and coordinate with the international civil presence.
- Ensure freedom of movement of the international civil presence, other international organisations and itself.

¹ The principle of collective defence is at the very heart of NATO's founding treaty. It binds the members together, committing them to protect each other. An attack against one Ally is considered an attack against all Allies.

WPS Agenda

NATO is fully committed to implementing the Women, Peace and Security (WPS) agenda set out by the UNSC². This means that NATO is consistently integrating gender perspective throughout all three core tasks of the Alliance. This includes the integration of gender perspective into NATO operations, missions and Council-approved activities³. In practice, integrating gender perspective

into NATO operations means acting in accordance with the obligations and responsibilities stipulated in the UNSCR 1325 and its following resolutions and the NATO framework on WPS. The latter includes adhering to specific policies and guidelines such as the NATO Policy on Preventing and Responding to Conflict-Related Sexual Violence.

2. NATO Action Plan for the Implementation of the NATO/EAPC Policy in Women, Peace and Security 2021–2025.
3. Refers to the North Atlantic Council (NAC), the principal political decision-making body within NATO.

STEP 1: AIM

A gender analysis should always be steered towards an aim. The aim can be the mission mandate as a whole, a specific objective in the mandate (e.g. Protection of Civilians) or tasks specified by the Commander. As the operation progresses, the aim might change, why the gender analysis will have to be reviewed and updated accordingly. Having a clear aim is imperative to be able to perform the next steps in the analysis (identify what information is required, analyse that information and determine conclusions and recommendations).

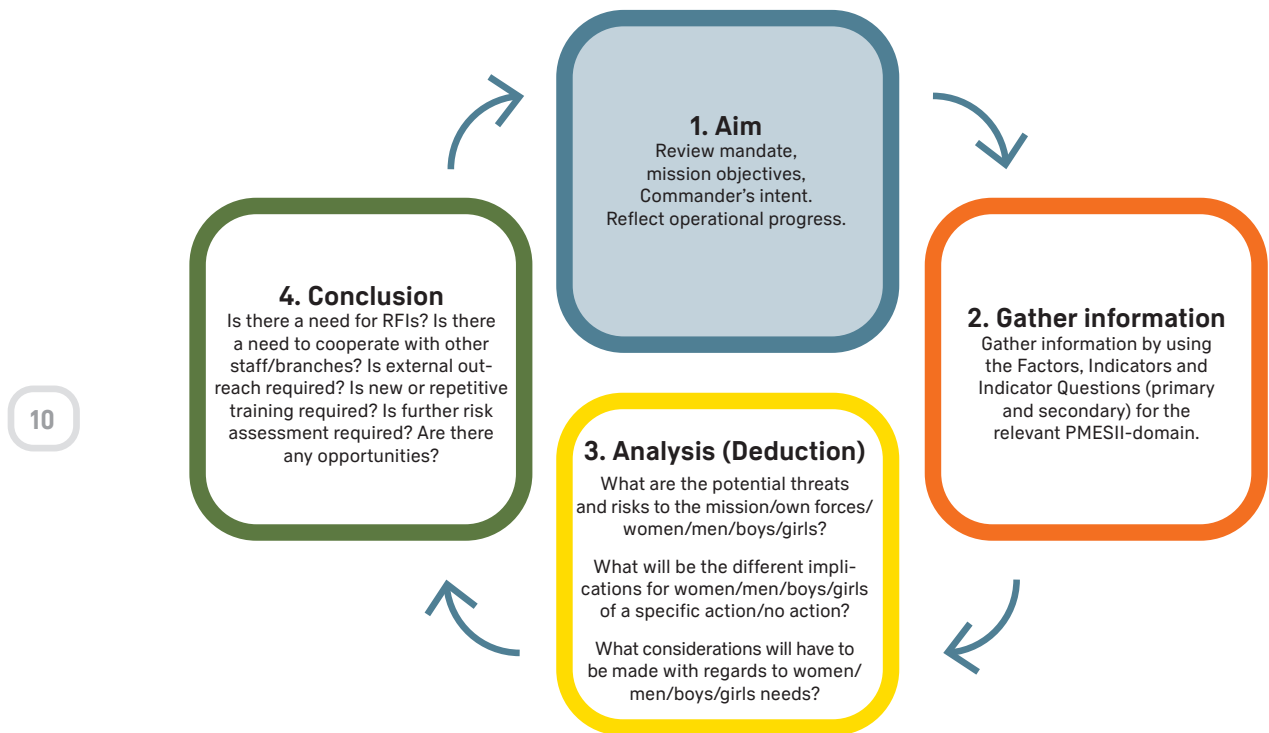


Figure 4. Aim

Example: Fictive Scenario

MILITARY GENDER ANALYSIS TOOL

Aim

- Establish a safe and secure environment for the civilian population of NATO Member States, the international civil presence and itself.
- Allow for IDPs and refugees to return home safely.
- Support the international humanitarian efforts and coordinate with the international civil presence for a comprehensive approach to conflict resolution.
- Ensure freedom of movement of the international civil presence and international organisations and itself.

STEP 2: GATHER INFORMATION

In the second step of the MGAT, the user will gather information based on the aim of the analysis by:

1. Selecting which PMESII-domains, Factors, Indicators and Indicator Questions that are relevant to look at to achieve the aim of the analysis.
2. Gathering information from open sources, request support from branches, functions, special staff and identify additional request for information (RFIs).

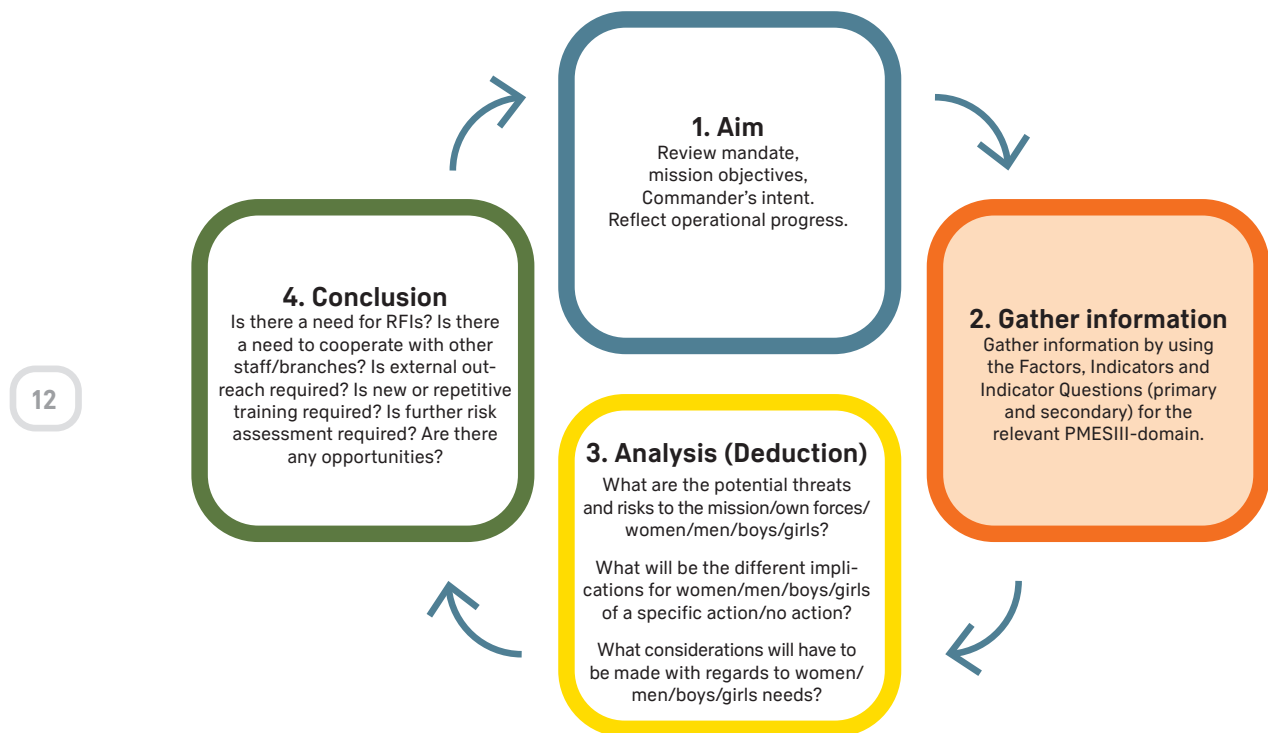


Figure 5. Gather information

Factors, Indicators and Indicator Questions

To help gather information, the tool offers a set of factors, indicators and indicator questions to guide the user in what could be relevant to look for from a gender perspective within that specific domain. The indicator questions provided in the tool are open-ended questions. For further guidance, detailed questions on a specific factor and indicator are available in Annex C Secondary Indicator Questions.

Actors

When gathering information, it is important to identify which actors that are present in the Engagement Space to be able to determine who is responsible for actions, and thereby mitigate potential threats and risks to the operation.

Intersectionality

To ensure a participatory, inclusive and intersectional collection process of data, information (when applicable) should be disaggregated by sex and other variables to include the perspectives from women, men, girls and boys of different age, ethnicity, religion, class, sexual orientation, disability and minorities.

Track changes

Conflict and crisis situations are dynamic,

which is why it is important to keep track of changes, developments, patterns and differences over time.

Sources

There are no limitations on where to find information or how much information to gather as long as the sources are relevant and reliable. Information can be gathered using open sources, from other actors presents in the area, internal reports¹ etc. All staff contribute to the information gathering and sharing of gender related information with the GENADs, especially the GFPs. Although the scope of information covered in the MGAT will be extensive, it should not be considered an exhaustive tool.

Example: Fictive Scenario

In the fictive scenario, initial reports had been made on breaches of international human rights law and indications show that the civilian population is exposed to a variety of threats and violence. In the mandate, it is stated that NATO is to establish a safe and secure environment for the civilian population of NATO Member States. For those reasons, the Gender Advisor responsible for this gender analysis decided to look closer into the Military domain and Factor 2.2. Violence, Threats and Risks, with the following Indicator 2.2.4. Conflict Related Sexual Violence.

1. Examples of reports: Patrol Reports, KLE Reports, Event Reports, Liaison Reports, Incident Reports, Intelligence Reports.

2. Military		
Factor	Indicator	Indicator Questions
2.2 Violence, Threats and Risks	2.2.4 Conflict Related Sexual Violence,	<p>To what extent is CRSV prevalent? Cases have been reported of trafficking, prostitution and rape in and around the border areas. This appears to be increasing as the conflict continues.</p> <p>Which actors are engaged in CRSV? In the reported cases, the perpetrators are from opposing forces. Non-state actors are involved in and profiting from trafficking and prostitution.</p> <p>Who is exposed to CRSV? The majority of victims appear to be women and girls. However, cases involving adolescent boys have also been reported.</p>

STEP 3: ANALYSIS (DEDUCTION)

Once the information has been gathered it must be analysed with a gender perspective to identify risks, threats, implications and considerations for the mission, military personnel and the civilian population in the Engagement Space.

It is imperative that the information is analysed in relation to the aim of the analysis (established earlier) not to overlook critical elements and/or provide skewed recommendations in the final step, Step 4 Conclusion. It is also required to continuously renew and update the analysis as soon as new information is fed into the MGAT.

In the third step of the MGAT, the user will analyse the gathered information by:

- Identifying and determining threats, risks, security needs, consequences, considerations and implications of certain actions to the mission, military personnel and the civilian population using a gender perspective (according to '3. Analysis (Deduction)').

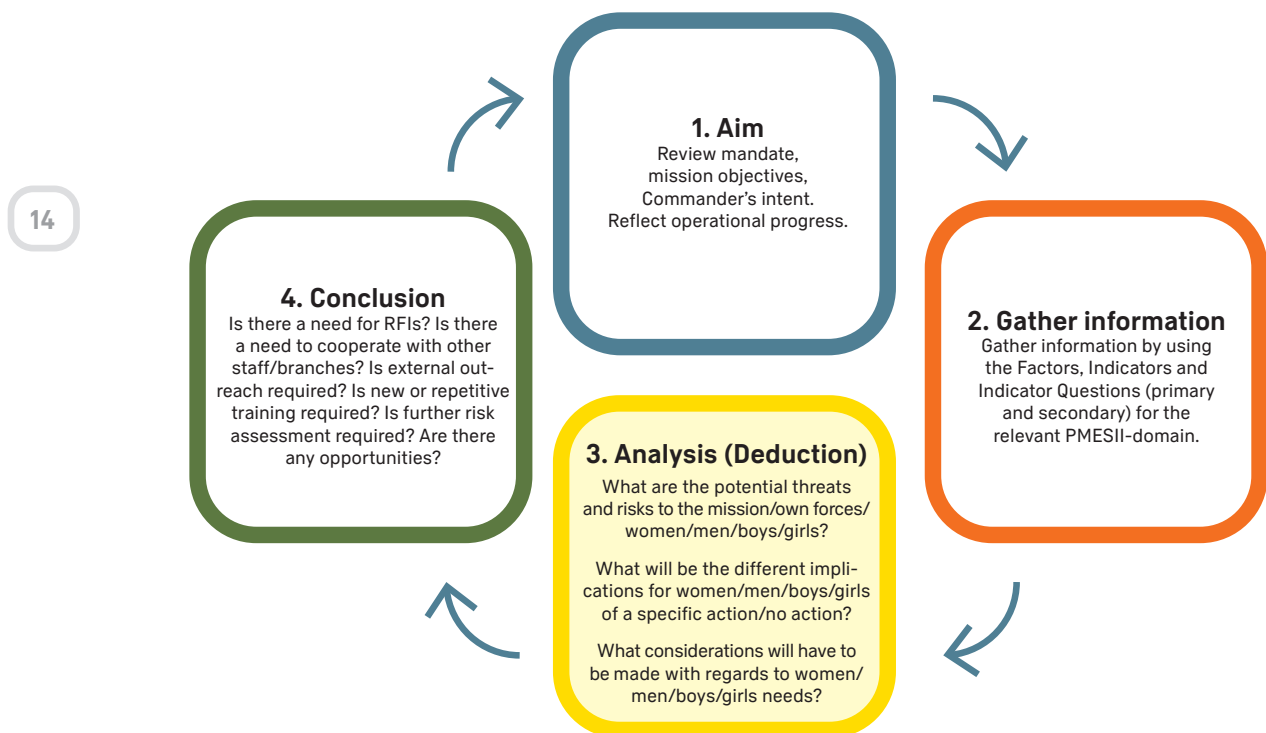


Figure 6. Analysis

Using a gender perspective in when analysing the information means to specifically look for how the threats, risks, considerations implications of taken/not taken actions, affect women, men, boys and girls of the civilian

population, military personnel and other actors present in the area differently. The questions in the yellow box, Step 3 Analysis, have been developed to guide the user through this process.

Example: Fictive Scenario

2. Military			
Factor	Indicator	Indicator Questions	Analysis (Deduction)
2.2 Violence, Threats and Risks	2.2.4 Conflict related sexual violence	<p>To what extent is CRSV prevalent? Cases have been reported of trafficking, prostitution and rape in and around the border areas. This appears to be increasing as the conflict continues.</p> <p>Which actors are engaged in CRSV? In the reported cases, the perpetrators are from opposing forces. Non-state actors are involved in and profiting from trafficking and prostitution.</p> <p>Who is exposed to CRSV? The majority of victims appear to be women and girls. However, cases involving adolescent boys have also been reported.</p>	<p>Even though only a minor number of cases have been reported, it cannot be ruled out that sexual violence by the opposing forces is used as a strategy to spread fear, chaos and eliminate ethnic groups.</p> <p>The insecure situation in the border areas will become worse due to the spread of sexual violence, and will have to be considered when establishing safe and secure areas, protecting civilians and facilitating humanitarian assistance.</p> <p>To be able to track the progress, incident reports must increase and continue. The non-state actors allegedly involved in this type of violence should be identified, mapped, and monitored.</p>

STEP 4: CONCLUSION

When the information has been analysed towards the aim of the analysis and risks, implications, consequences, opportunities, threats have been established the user is to present relevant conclusions.

In the fourth step of the MGAT the user will:

- Determine relevant conclusions (according to '4. Conclusion').

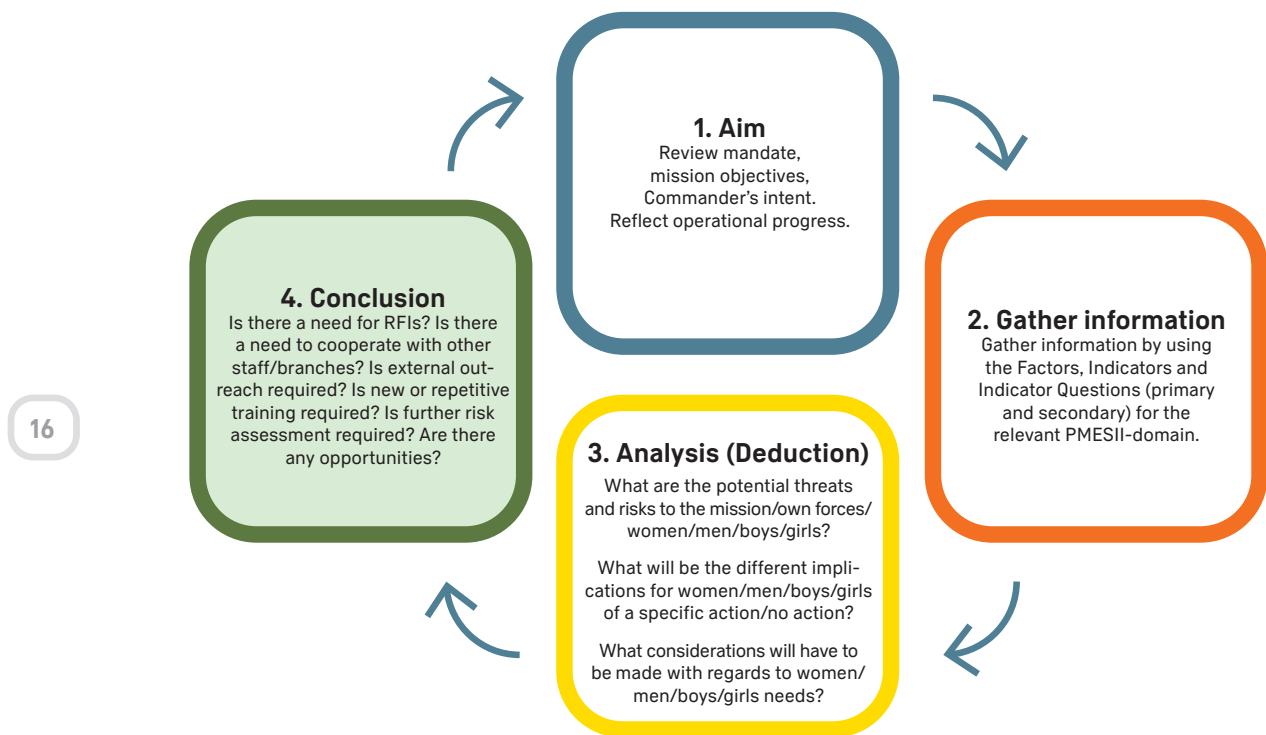


Figure 7. Conclusion

Conclusions

The conclusions can be either recommendations to the Commander, requests for information (RFI), tasks or actions. The conclusion will have to be relevant to the mission mandate and lie within the responsibilities of the military. The tasks or actions can be for either the Gender Advisor or the Gender Focal Point to take, or be specific for a special branch or unit or other special staff. For example, initiate or seek cooperation with humanitarian actors in the Engagement Space would be a task for J9/CIMIC.

Measure effects

Conclusions could also be a way to measure effects of actions taken or not taken. For example, if the Gender Advisor recommends the Commander to increase the military presence in an insecure area, and the Commander acts upon the recommendation and the situation improves, the results will be documented in the gender analysis.

Example: Fictive Scenario

2. Military				
Factor	Indicator	Indicator Questions	Analysis (Deduction)	Conclusion
2.2 Violence, Threats and Risks	2.2.4 Conflict Related Sexual Violence,	<p>To what extent is CRSV prevalent? Cases have been reported of trafficking, prostitution and rape in and around the border areas. This appears to be increasing as the conflict continues.</p> <p>Which actors are engaged in CRSV? In the reported cases, the perpetrators are from opposing forces. Non-state actors are involved in and profiting from trafficking and prostitution.</p> <p>Who is exposed to CRSV? The majority of victims appear to be women and girls. However, cases involving adolescent boys have also been reported.</p>	<p>Even though only a minor number of cases have been reported, it cannot be ruled out that sexual violence by the opposing forces is used as a strategy to spread fear, chaos and eliminate ethnic groups.</p> <p>The insecure situation in the border areas will become worse due to the spread of sexual violence, and will have to be considered when establishing safe and secure areas, protecting civilians and facilitating humanitarian assistance.</p> <p>To be able to track the progress, incident reports must increase and continue. The non-state actors allegedly involved in this type of violence should be identified, mapped, and monitored.</p>	<p>Initiate a cooperation with Host Nation and NGOs present in the area to collect sex and age disaggregated data to identify groups that are more/less vulnerable to CRSV, as well as data on which forms of CRSV that is committed. This will improve the situational awareness, and increase our ability to provide protection and support to the civilian population, and international and civil society actors.</p> <p>Remind, and provide refreshment training on NATO policies and procedures on how to respond to CRSV, using real-life examples from the ongoing conflict, and in alignment with Host Nation and national law.</p> <p>Review existing SOPs to determine if they provide adequate support for staff on how to address this type of violence.</p> <p>Continue to identify, monitor and report on cases of CRSV in the border regions. Seek to establish cooperation with Host Nation and humanitarian actors on how to support victims, and provide protection to avoid the spread of violence.</p>

ANNEX B:
PMESII DOMAINS


1. Political			
Factor	Indicator	Indicator Questions	Deduction (Risks, implications, considerations, consequences)
1.1 Rule of Law	1.1.1. Legal system	<p>What is the legal system (religious or secular)?</p> <p>What is the form of government (democracy, monarchy, oligarchy)?</p> <p>Is there an informal legal system in the country/region with separate laws and regulations?</p> <p>What is the view on women, men, boys and girls within these systems?</p>	
	1.1.2. Equality before the law	<p>Which rights and status do women, men, boys and girls have in national legislation?</p> <p>Are laws discriminatory based on gender, ethnicity, race or age?</p> <p>What is the legal age for voting, drinking, marriage etc.?</p> <p>What are the laws concerning family (divorce, separation, adoption, child custody, etc.)?</p> <p>Is gender based violence, including sexual violence, criminalised?</p> <p>Who is allowed to own and control assets?</p>	
	1.1.3. Accountability to and fairness in the application of the law	<p>Is everyone equally accountable before the law?</p> <p>Who is in positions of power (women, men)?</p> <p>Is the law applied fairly to all groups of women and men?</p>	
	1.1.4. Access to justice	<p>Are there any structural barriers (formal/informal) that limit certain groups' access to the justice system?</p>	
	1.1.5. Role of authorities	<p>How are women, men, girls and boys treated in the judiciary system?</p> <p>What is the level of corruption and how does it affect women, men, girls and boys?</p> <p>What is the (different) perception(s) of national/regional authorities among women, men and youth?</p> <p>What is the (different) level of trust in national/regional authorities among women, men, and youth?</p>	
1.2 International Obligations	1.2.1 International law	<p>How is international law, International Humanitarian Law and International Human Rights Law complied with?</p> <p>Has the state ratified international conventions (see list in Annex C)?</p>	
	1.2.2 Women, Peace and Security	<p>Does the state have a National Action Plan (NAP) on UNSCR 1325?</p> <p>How is the NAP implemented (participation, prevention and protection)?</p>	
1.3 Representation and Participation	1.3.1 Decision-making processes	<p>Who participates in national/regional/local decision-making?</p> <p>What is the voter turnout in elections on all levels among women, men, boys and girls?</p> <p>Are there any structural (formal/informal) barriers to individuals' access to political processes?</p>	
	1.3.2 Equal representation	<p>Are women, men, and youth from all groups fairly represented in decision-making institutions?</p> <p>What is the proportion of women and men in government/parliament?</p> <p>What is the attitude towards equal participation at all levels?</p> <p>Who are considered influential actors within the political/civilian society?</p> <p>Who is allowed to vote?</p>	
	1.3.3 Political Violence	<p>Is political violence prevalent? Which actors are engaged in it?</p> <p>Who is being targeted by political violence?</p> <p>How do the authorities work to prevent political violence?</p>	

2. Military				
Factor	Indicator	Indicator Questions	Deduction (Risks, implications, considerations, consequences)	Conclusion (Actions, recommendations, cooperation)
2.1 Force Composition	2.1.1 Representation and Participation	Which security forces are present (international, terrorist, armed groups) and what is their role? What are the proportions of women/men in the different security forces? What positions do women/men have in security forces, and non-state actors? Are there any structural barriers preventing different groups from advancing in the security forces? Are there any differences in promotional and professional development between different groups?		
	2.1.2 Recruitment	Are there any gender based differences in recruitment (incl. conscription), staffing and education in the security forces? How are groups being recruited to other non-state actors? Do all groups participate in the security forces under the same conditions?		
2.2 Violence, Threats and Risks	2.2.1 Security risks to the local population	What are the different security risks and threats against women, men, boys and girls? What is the proportion of battle-related civilian and security actor deaths? Do security actors reinforce or sustain unequal gender relations (e.g. gang rape for military cohesion or rape of child soldiers)? Are gender roles utilized/exploited in some way by armed actors? Are boys and girls used by armed groups as a strategy?		
	2.2.2 Sexual harassment	What is the prevalence of harassment, including sexual harassment, within own security forces? Who is subjected to sexual harassment within the security forces? Are there any procedures in place to handle cases of sexual harassment?		
	2.2.3 Sexual exploitation and abuse	What is the prevalence of sexual exploitation and abuse by own troops? Who is exposed to SEA of the local population? Is SEA conducted among other state actors in the engagement space? Is there a Code of Conduct dictating soldier's behavior in place? Have soldiers received training on SEA pre or during deployment?		
	2.2.4 Conflict related sexual violence	To what extent is CRSV prevalent? Which actors are engaged in CRSV? Who is exposed to CRSV?		
2.3 Perception of the Military	2.3.1 Communication	How are different groups portrayed in the security forces' communication channels? How are security actors responding to discriminating comments? How are non-state actors targeting groups for purposes of recruitment and support?		
	2.3.2 Messaging	Are women, men, girls and boys used in military messaging? Who is engaged in or promoting peace initiatives at different levels? In reaching out to the society, are gender roles analysed to best target each group?		
	2.3.3 Attitudes and Beliefs	What are the different attitudes towards women and men participating in security forces? Who is participating in security forces and non-state actors? What are the attitudes toward national security forces and international security presence? How is the relationship between the different security actors, and between security actors and the government?		

3. Economy			
Factor	Indicator	Indicator Questions	Deduction (Risks, implications, considerations, consequences)
3.1 Resources	3.1.1 Distribution	How are economic resources distributed among women and men? What is the poverty rate between women and men?	
	3.1.2 Access	Who exercises control of national resources and assets? Who has access to water and other essential resources?	
	3.1.3 Opportunities and Expectations	What are the (different) expectations on family members to contribute economically to the household? Who is considered the head of the family? What do the power relations in the household look like? How are the power relations affected by the crisis/conflict?	
3.2 Labour	3.2.1 Opportunities	Who is allowed into the labour market? Are there any formal/informal barriers to join the labour market for women, men, boys and girls? What are the job opportunities for women, men, boys and girls?	
	3.2.2 Labour market	Who is represented in the workforce? Who is working with what? Are there any legal or social constraints on women or men to conduct certain economic activities? Who is expected to be involved in productive (income-generating), reproductive (primarily caring for the household) and/or community work?	
	3.2.3 Unemployment	What is the unemployment rate among women, men, boys and girls? Is this different in rural vs urban areas? How are the unemployed supported?	
3.3 Household	3.3.1 Consumption behavior	What are the consumer behaviours among different groups?	
	3.3.2 Contribution and Control	How do women, men, girls, boys contribute to the economy of the household? Who is in control of family assets? What are the differences between men and women in terms of income-generating and unpaid work? Who earns more/less money?	
			Conclusion (Actions, recommendations, cooperation)

4. Social				
Factor	Indicator	Indicator Questions	Deduction (Risks, implications, considerations, consequences)	Conclusion (Actions, recommendations, cooperation)
4.1 Conflict Dynamics	4.1.1 Drivers and Root causes	How has the broad historical, demographic, social, economic and cultural context shaped gender roles, norms and relations? How has the gender roles, norms and relations contributed to the conflict? How has the root causes of the conflict affected groups differently?		
	4.1.2 Consequences	How are socially excluded groups being treated? How have different groups needs/interests changed by the conflict? How are different groups coping with the consequences of the conflict?		
	4.1.3 Violence	Who is subjected to violence? Who is subjected to gender-based violence? What type of violence is occurring? Which actors are involved or associated with violence (incl. Gender-based violence)? Are gender roles, norms and relations enabling acts of violence?		
4.2 Norms	4.2.1 Family	What is the role of the family in the society		
	4.2.2 Personal Expectations	What are the different expectations that women, men, boys and girls has on themselves? How do women, men, boys and girls like to spend their time?		
	4.2.3 Society	What impact does the conflict have on women, men, girls and boys' status? What is the attitude towards internally displaced persons, refugees, disabled, minorities, sexual orientation and gender identity (women, men girls, boys)? What is the prevalence of systematic racism and discrimination and how does it affect women, men, girls and boys from different groups?		
	4.2.4 Religion	Which are the dominant religions? What roles does religion play in the society? How is religion reinforcing/sustaining existing gender roles, norms and relations? Is it allowed to practice different religions?		
4.3 Community and Household	4.3.1 Education	What is the illiteracy rate among women, men, boys and girls? What is the proportion of girls and boys enrolled in the school system? What is the perception of education?		
	4.3.2 Household	Are girls and boys raised differently? If so, how? Does this affect their behavior in conflict? Which roles do women and men play in the family/household? What are the daily routines of women and men?		
	4.3.3 Access to Resources and Social Services	Who has access to health care and special care? Is the access to resources equally distributed all over the country (rural vs urban areas)? What is the status of maternal health, maternal morbidity? Are men or women subject to discriminatory legislation?		
	4.3.4 Demographics	What is the proportion of women, men, girls and boys in the population? What is the proportion of women, men, boys and boys amongst IDPs and/or refugees? What is the proportion of women, men, boys and girls in diasporas from other regions/countries?		

5. Infrastructure			
Factor	Indicator	Indicator Questions	Conclusion (Actions, recommendations, cooperation)
5.1 Freedom of Movement	5.1.1. Public Transportation	Is there equal access to infrastructure on all levels (local, regional, national)? Which means of transportation are used by IDPs or refugees? Who has access to public transportation?	
	5.1.2 Individual Freedom	Is there equal access to freedom of movement (drive cars, travel unaccompanied)? How are women, men, boys and girls being treated at checkpoints in conflict areas? What are the abilities to move over countries/regions/cities among women, men, boys and girls?	
	5.1.2 Physical Security	Do women, men, girls and boys have equal access to physical security/integrity measures? Are women, men, girls and boys subject to threats, violence or intimidation while using any infrastructure?	
5.2 Community Services	5.2.1 Resources	What kinds of infrastructure are there? (electricity, roads, telecommunication networks)? Who has access, control and ownership over basic resources such as water, sanitation, food and electricity? Is there infrastructure that undermines or perpetuates gender norms? How is that infrastructure treated/protected? Are women, men, girls and boys experiencing food insecurity? If, so, how?	
	5.2.2 Access, Control and Ownership	Who has access to, control over and/or owns community services including public transportation, communication infrastructures, logistics, schools, hospitals, water and power distribution, sewage, irrigation etc.? When, how and for what purpose do women, men, girls and boys use infrastructure or community services? Are there any restrictions on certain infrastructure or community services for women, men, girls and boys? Are some or any infrastructure or community services avoided by specific groups? Who has access to Internet?	
6. Information			
Factor	Indicator	Indicator Questions	Conclusion (Actions, recommendations, cooperation)
6.1 Media (incl. Social Media)	6.1.1 Access	How are women, men, girls and boys using media and social media differently? What media is available in the country? Who has access to information? Are women, men, boys and girls interested in different kinds of information? Is there censorship, if so, who does it apply to (women, men, girls, boys?), and what information is censored?	
	6.1.2 Distribution	Who is responsible for creating and distributing information? How is information shared differently among women, men, boys and girls? How are gender norms, roles and relations utilized to spread information?	
	6.1.3 Propaganda and Messaging	How are women, men, boys and girls portrayed in the media? What is the prevalence of disinformation? Who is exposed to disinformation (women, men, girls, boys)? Do media promote or incite gender-based propaganda?	



ANNEX C:
**SECONDARY
INDICATOR
QUESTIONS**

4

Political Domain

Factor 1.1. Rule of Law

Indicator 1.1.1. Legal system

Indicator Questions:

- What are the attitudes towards women, men, boys and girls in the informal justice system?
- Are there any other laws/legal systems regulating the society?

Indicator 1.1.2. Equality before the law

Indicator Questions:

- What status and rights do women/men/boys/girls (or groups and minorities) have in national legislation?
- Family law also entails looking into visitation rights, financial settlements, distribution of assets, heritage, domestic violence, guardianship and child abuse and neglect.
- Are there any legal consequences of divorce e.g. custody, finance? If so, is that different between women and men?
- Is marital sexual violence criminalised?
- Is abortion legal?
- Are there different legal procedures for different groups?
- Is legal counsel/support offered to all groups equally?
- How are children (boys and girls) treated in the justice system?
- Who has financial control, e.g. ability to open bank account, take a mortgage etc.?
- How are groups being treated (differently) in prisons and custody?

Indicator 1.1.3. Accountability to and fairness in the application of the law

Indicator Questions:

- Who is involved in or bares the responsibility of delivering justice?
- How long does it take to have one's case tried in court? Is there a difference between groups?

- Does immunity apply to certain positions/persons?
- How does the legal system approach violence and sexual violence? Are the procedures different depending on the gender of the victim?

Indicator 1.1.4. Access to justice

Indicator Questions:

- What is the formal language relied upon in the justice system? Is this restricting certain groups' access to it?

Indicator 1.1.5. Role of authorities

Indicator Questions:

- Are there different views on the role of authorities?
- Are there any differences in case judgement between different groups?

Factor 1.2. International Obligations

Indicator 1.2.1. International Law

Indicator Questions:

- Has the state ratified any international conventions? If so, which ones? United Nations Charter
Convention on the Prevention and Punishment of the Crime of Genocide (CPCG)
Convention to the Status of Refugees (CSR)
International Covenant on Civil and Political Rights (ICCPR)
International Covenant on Economic, Social and Cultural Rights (ICESCR)
Convention on the Elimination of All Forms of Racial Discrimination (CERD)
Convention on the Elimination of all forms of Discriminations against Women (CEDAW)
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT)
Convention on the Rights of the Child (CRC)
Convention on the Rights of Persons with Disabilities (CRDP)
Worst Forms of Child Labour Convention
Statute of the International Criminal Court (ICC)

United Nations Convention against Transnational Organized Crime (UNTOC)

Supplementary protocols (Palermo Protocols):

Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children

Protocol against the Smuggling of Migrants by Land, Sea and Air

Protocol against the Illicit Manufacturing and Trafficking in Firearms

- Does the state comply with International law, International Humanitarian Law and International Human Rights Law?

Indicator 1.2.2. Women, Peace and Security

Indicator questions:

- Does the state have a National Action Plan (NAP) on UNSCR 1325?
- How is the NAP implemented?

Factor 1.3. Representation and Participation

Indicator 1.3.1. Decision-making processes

Indicator questions:

- What (different) political issues and questions do groups take an interest in?
- How is the political responsibility and power divided among groups?
- Are groups encouraged to increase their participation? If so, how (campaigns, advertisements, lobbying)?
- Does the country practice quotas or similar?

Indicator 1.3.2. Equal representation

Indicator questions:

- Is gender diversity championed in government and executive business roles?
- Are there employment quotas?
- Are there any influential female actors within the political/civil society?
- What is the proportion of women/men in the government/parliament?
- What is the attitude towards equal participation at all levels?

Military domain

Factor 2.1. Force Composition

Indicator 2.1.1. Representation and Participation

Indicator Questions:

- To what extent do women and men work together in the security forces?

- What is the role of women and men in the organisation?

- What equipment is available to men and women?

- Are gendered groups represented at all ranks?

- Are there differences in people's experiences of meaningful participation?

Factor 2.2. Violence, Threats and Risks

Indicator 2.2.1. Security Risks to the Local Population

Indicator questions:

- How are gender roles utilised by security actors? (e.g. soldiers dressed up as women, using children as bait, molesting of men that are not normatively "men")

Economic domain

Factor 3.2. Labour

Indicator 3.2.1. Opportunities

Indicator questions:

- Are women and men equally encouraged to entrepreneurship?

Indicator 3.2.2. Labour market

Indicator questions:

- Who is in the formal/informal labour market?"
- Are some work sectors considered "masculine"/"feminine"?
- Are there gender and sex designated work sectors?
- Who is producing and selling?
- Are there unequal pay gaps?
- What is the role of women and men in different economic areas, such as agriculture, industry or finance?

Factor 3.3. Household

Indicator 3.3.2. Contribution and Control

Indicator questions:

- Is there joint taxation?

Social domain

Factor 4.1. Conflict Dynamics

Indicator 4.1.1. Drivers and Root Causes

Indicator questions:

- Has there been a history of conflict in the country? How has that affected the gender roles, norms and relations in the country?

Indicator 4.1.2. Consequences

Indicator questions:

- What different (negative) coping strategies can be observed among groups (e.g. child marriage, child soldier recruitment, female genital mutilation)?
- Are there any social biases against certain groups? (e.g. racism, sexism, ableism)
- How has the treatment of groups been affected by the conflict?

Indicator 4.1.3. Violence

Indicator questions:

- Is there a taboo to use violence against some groups of people?
- Are groups being considered “acceptable” targets of violence?
- Is there an increase in domestic violence and/or family violence?
- Is there an increase in pregnancy rates?
- Is there an increased demand for birth control medication/measures?

Factor 4.2. Norms

Indicator 4.2.3. Society

Indicator questions:

- How are groups of women, men, girls and boys from different classes perceived?
- How do different groups socialise?
- What are the different roles in social life and/or community-related activities among groups?
- Is there a difference between social and political norms?
- What is considered “masculine” and “feminine”?

Indicator 4.2.4. Religion

Indicator questions:

- Are there any tribes in the country? If so, in what areas are they located? What impact do they have on the society (women, men, girls, boys)?

Factor 4.3. Community and Household

Indicator 4.3.1 Education

Indicator questions:

- Do girls/boys have different access to school?
- Who has a high-school and/or higher degree education?
- Is education perceived as valuable?

Indicator 4.3.2. Household

Indicator questions:

- Who represents the family?
- Who makes important decisions in the family, e.g. in relation to resources and income?

Indicator 4.3.2. Access to Resources and Social Services

Indicator questions:

- Do people with disabilities (women, men, girls, boys) have equal access to resources?

Indicator 4.3.4. Demographics

Indicator questions:

- What is the life expectancy among different groups?
- What is the proportion of women, men, girls and boys in the diaspora?
- Is there an increase/decrease of the population in relation to different ethnic groups?

Infrastructure domain

Factor 5.1. Freedom of Movement

Indicator 5.1.2. Individual Freedom

Indicator questions:

- Who is in control of family documents, e.g. passports, citizenship papers etc.?

Factor 5.2. Community Services

Indicator 5.2.1. Resources

Indicator questions:

- Does the distribution of electricity differ and impact men and women’s daily responsibilities?
- How are different groups (women, men, girls, boys) experiencing food insecurity?

Information domain

Factor 6.1. Media

Indicator 6.1.3. Disinformation and Messaging

Indicator questions:

- Are certain groups of women/men more susceptible or vulnerable to being influenced?
- How do women and men use media to exert influence?
- Do actors to the conflict target (non-lethal targeting) groups differently?
- Are gender roles, norms and relations used in military or political strategy by actors to the conflict?

ANNEX D:

KEY TERMS AND DEFINITIONS

The MGAT uses the following concepts and definitions:

Engagement Space: That part of the strategic environment relevant to a particular operation or crisis in which an operation is engaged. The Engagement Space can be initially viewed through several conceptual models. The most common in NATO are the following six PMESII domains (recognising this list is not exhaustive): political, military, economic, social, infrastructure, information¹. An Engagement Space could be a crisis or conflict.

Factors: Includes variables for each PMESII domain relating to Gender Norms, Gender Roles and Gender Relations. The Factors focus on significant factual statements of information known to be true that could have strategic implications to determine the current state of affairs or trends.

Gender: Refers to the social differences and relations between women and men, which are learned through socialisation and determine a person's position and value in a given context².

Gender Norms: Societal standards, expectations, attitudes and beliefs (formal and informal) that dictate the types of behaviour considered acceptable, appropriate and desirable, according to notions of gender and perceptions about masculinities and femininities. Gender norms are specific to particular cultures or societies, and are perpetuated and enforced by political, economic, cultural, religious and social structures.

Gender Perspective: The consideration of gender-based differences between women

and men as reflected in their social roles and interactions, in the distribution of power and the access to resources³.

Gender Relations: Power relations between women and men, and those between women and between men. Gender relations determine the distribution of and access to resources, power and authority, and are linked to gender roles and the division of labour. The systematic interaction between men and women in a society is conditioned by Gender Relations.

Gender Roles: Determine traditional responsibilities and tasks assigned to women, men, girls and boys. Gender Roles are conditioned by household structures and access to resources. Gender Roles are reinforced and exacerbated by various systems in societies, including political, educational and other social structures, as well as gender norms. Division of labour and experience of violence and conflict differ depending on the Gender Role, including the different (security) needs and interests between genders.

Indicators: A number of identified indicators for each Factors within respective PMESII domains.

Indicator Questions: Based on the Indicators, the Indicator Questions provide the user with a set of questions to assess the relevance, implications and significance of that indicator in light of the mission objectives and Commander's Intent. Indicator Questions vary depending on the mission type and should therefore be adjusted accordingly.

1. NATO Allied Command Operations, Comprehensive Operations Planning Directive (COPD) V3.0, Annex K-3 (Jan 2021).
2. NATO Bi-Strategic Command Directive 040-001 (Oct 2021).
3. NATO Bi-Strategic Command Directive 040-001 (Oct 2021).

