

Gender

and Security Sector Reform
in Serbia



Belgrade Centre for Security Policy



Belgrade Fund for Political Excellence

GENDER AND SECURITY SECTOR REFORM IN SERBIA

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The Belgrade Fund for Political Excellence (BFPE) is part of the South East European Network of Schools of Political Studies, operating under the auspices of the Council of Europe. The BFPE intends to facilitate the process of building and continuous development of a new, democratic leadership in the political sphere, as well as leaders in other segments of public life who will be leading Serbia toward European and Euro-Atlantic integration. Particular emphasis has been placed on further development of regional cooperation in South-East Europe in order to strengthen regional stability, security and democratic potential of the region.

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Abbreviations

ASTRA	Anti-trafficking action
BCSP	Belgrade Centre for Security Policy (established in 1997 as CCMR)
BFPE	Belgrade Fund for Political Excellence
BIA	Security Intelligence Agency
CCMR	Centre for Civil-Military Relations (since June 2010 renamed into BCSP)
CEDAW	Convention on Elimination of All Forms of Discrimination of Women
CIDA	Canadian International Development Agency
CMO	Centre for Peacekeeping Operations
COPO	Centre for Basic Police Training
CSO	Civil Society Organisation
DCAF	Geneva Centre for the Democratic Control of Armed Forces
GBV	Gender-Based Violence
GED	Gender Equality Directorate
GESG	Gender Equality Synergy Group
ICMPD	International Center for Migration Policy Development
ICTY	International Criminal Court for Former Yugoslavia
JRP	Judicial Reform Project
KPA	Academy of Criminal and Police Studies
LGBT	Lesbian, Gay, Bisexual and Transgender
MFA	Ministry of Foreign Affairs
MoD	Ministry of Defence
MoI	Ministry of Interior
MoJ	Ministry of Justice
MSC	Municipal Safety Council
NAP	National Action Plan

NATO	North Atlantic Treaty Organization
OSCE	Organization for Security and Cooperation in Europe
PfP	Partnership for Peace
PTJ	Anti-terrorist Unit within the Ministry of Interior
SAF	Serbian Armed Forces
SAJ	Special anti-terrorist Unit within the Ministry of Interior
SALW	Small Arms and Light Weapons
SEPCA	Southeast Europe Police Chief Association
SIDA	Swedish International Development Cooperation Agency
SFRY	Socialist Federal Republic of Yugoslavia
SRI	Strategic Research Institute in the Ministry of Defence
SSR	Security Sector Reform
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UNSCR 1325	United Nations Security Council Resolution 1325
VBA	Military Security Agency
VOA	Military Intelligence Agency
WPON	Women Police Officers Network in South East Europe

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Preface

This study presents the findings of the needs assessment on gender and security sector reform (SSR) in Serbia co-drafted by the Belgrade Centre for Security Policy (formerly known as the Centre for Civil-Military Relations) and the Belgrade Fund for Political Excellence at the request of the Geneva Centre for the Democratic Control of Armed Forces (DCAF).

The needs assessment has the following objectives:

- To identify international, regional and local stakeholders working on gender and security issues;
- To generate a detailed baseline for the current state of gender mainstreaming in security at central and municipal levels, and existing initiatives in this field;
- To identify local needs, gaps and shortcomings of current SSR processes and to prioritise needs which should be addressed by national authorities and civil society, with the support of the international donor community, including DCAF's gender and SSR project;
- To raise awareness of gender and security issues and enhance community support in this regard;
- To create space for dialogue, and establish a network of relevant gender and security sector actors, and where one already exists, to further strengthen it.

The needs assessment report will serve as a decision-making reference tool for future project activities on gender and SSR in Serbia, and forms an integral part of DCAF's long-term commitment to mainstream gender into SSR processes and institutions in the Western Balkan region.

Executive Summary

This report examines the status of women both as actors in and beneficiaries of the security sector in Serbia.

- The first section presents a brief outline of SSR and gender mainstreaming developments since the fall of the authoritarian Milosevic regime in 2000.
- The second section introduces the existing legal and institutional framework for gender mainstreaming and its relevance for SSR.
- The third section is devoted to an analysis of the empowerment of women through their participation in civil society organizations (CSOs) active in SSR. It highlights positive examples of cooperation between women's CSOs and state institutions, as well as gaps in communication between them.
- The fourth section analyses women's representation in state security institutions.
- The fifth section relates to women beneficiaries of justice and security providers in Serbia.
- Concrete recommendations are set out following the executive summary.

1. Analysis of SSR and gender mainstreaming in Serbia

After the fall of the Milosevic regime in 2000, Serbia faced innumerable political, economic, post-conflict and security reform challenges as it sought to emerge from a decade of isolation and reintegrate into the international community. This made it difficult for the new government to devote the time needed to address inherited problems in the security sector. Its task was made even more difficult in this respect by the fact that the inherited security sector was highly politicised, repressive, militarised and criminal in nature. Another key legacy of the former regime was that many sectors of civil society, especially women's CSOs, were perceived as a threat to state security institutions because they were the main instigators of anti-war and anti-regime campaigns. Moreover, civilian expertise on security issues was limited outside government circles due to the closed nature of the security education system during that era.

The first generation of reforms

Since it began its transition to democracy and recovery from a decade of conflicts, Serbia has made considerable efforts to reform its security sector, with the assistance of a committed international donor community and a sophisticated civil society. Nearly ten years after the democratic changes in 2000, and three years after it regained its statehood, Serbia has completed the first phase of its SSR process. The constitutional norms, basic laws and institutions required

to place the security sector under the control of democratically elected civil authorities were finally established in 2009. The completion of a basic legal framework also helped clarify the division of tasks among the various security sector actors.

In the same year, key gender legislation was adopted. The process was mainly driven in haste to fulfil EU conditions to enable Serbian nationals to travel visa-free in Schengen countries, and not much time was devoted to the preparation of the draft legislation prior to its adoption. Basic gender mainstreaming policies, such as the National Strategy on the Improvement of the Position of Women and the Promotion of Gender Equality, and the roadmap for the National Action Plan (NAP) to implement United Nations Security Council Resolution (UNSCR) 1325 were adopted in 2009, but have not yet been put into practice. National mechanisms for gender equality were set up, albeit incompletely and later than planned. Governmental bodies responsible for gender mainstreaming, such as the Directorate for Gender Equality and the Gender Equality Council, are not sufficiently funded to fulfil their mandated tasks. Additionally, the unstable political climate fuelled in part by holding early elections every two years has slowed down the work of the gender equality mechanisms. In parallel, efforts to enforce national gender equality policies have often been interrupted by government changes.

The second generation of reforms

There is little coordination or communication among the various institutions and bodies engaged in SSR and gender issues, or between central state authorities and local institutions dealing with these issues. Relevant governmental institutions have only very recently begun to communicate with the police and justice systems to assist in developing responses to gender-based violence (GBV). It is hoped that the completion of the basic legal framework for gender equality in 2009 will provide a strong impetus for a more substantial and comprehensive inclusion of gender in the security sector in Serbia and stimulate a second generation of relevant reforms. In this second phase, new values of democratic governance and gender equality should be anchored in the internal organisational culture of key security sector institutions. In order for this to happen, new policies and internal standards should be developed to ensure that security institutions are gender-responsive towards both, women employed therein, and women benefiting from their services. This could primarily be supported by reform of human resources management, capacity building and the establishment of effective partnerships within the different levels of government, and with civil society.

2. Gender and security mechanisms in Serbia

Institutional mechanisms for the promotion of gender equality and security in Serbia are present at three levels: national, provincial and local.

National-level mechanisms

National gender mechanisms at the executive level consist of the Gender Equality Council – an inter-ministerial advisory body primarily tasked to monitor and improve gender mainstreaming within the Government of Serbia line ministries, and the Gender Equality Directorate under the Ministry for Labour and Social Policy responsible for the coordination of gender policies within the executive. A recently developed special unit within the Statistics Institute of the Republic of Serbia supports their work by providing sex-aggregated statistics. The Deputy Ombudsperson, the parliamentary Gender Equality Committee, and a recently appointed Commissioner for the Protection of Equality have been designated to monitor and oversee the executive's performance. The main body for the coordination of key security institutions is the National Security Council, whose operational framework is still in the development stage. The main parliamentary body in charge of oversight of traditional security sector actors, is the Defence and Security Committee.

Provincial level mechanisms

The best practice in the promotion of gender equality and gender mainstreaming in public policy in Serbia has so far been identified in the Autonomous Province of Vojvodina (hereafter Vojvodina), where most gender mechanisms were established in 2002, earlier than in the rest of the country. The main executive gender mechanism is the Secretariat for Labour, Employment and Gender Equality within the Executive Council of Vojvodina (provincial government). It receives advisory support from the provincial Council for Gender Equality and the Institute for Gender Equality. One of the key differences between the provincial Secretariat and the Gender Equality Directorate is the direct linkage of the former with municipal gender mechanisms; the sector for Gender Equality of the provincial Secretariat monitors the establishment of gender equality commissions and councils and the appointment of gender focal points in the municipalities of Vojvodina, and provides support for their work. The interviewed representatives of the provincial gender institutions highlighted that their success depended on the determination of clear objectives and respective roles, as well as on firm political support from all officials in the provincial government. Vojvodina's success is also attributed to a well-established study programme on women and gender at Novi Sad University, the existence of very active women's CSOs, and political parties with women in top positions, as well as women experts in media, trade unions and other institutions.

Local-level mechanisms

There are currently more than 70 municipal gender mechanisms and around 100 different inter-agency bodies working on local safety issues (e.g. municipal safety councils and committees, municipal committees for the prevention of addiction, school safety councils, etc.).¹ Coordination and cooperation between gender and safety bodies at the local level is weak, except in some municipalities where special inter-agency bodies were set up to deal

¹ Sonja Stojanovic, "Police Reform" In Yearbook of Security Sector Reform in Serbia 2008, ed. Miroslav Hadzic et al. (Belgrade: Centre for Civil-Military Relations, 2009).

with domestic violence.

The consultations emphasised that there is a significant lack of information on the SSR process outside Belgrade. Consequently, only limited information is available on how SSR and gender are interconnected, and how the SSR process can contribute to the advancement of women in society. Women are under-represented in all local authorities and therefore are insufficiently consulted on security issues in their communities. Women are rarely represented in Municipal Safety Councils except when these councils deal with domestic violence, as in Kragujevac. In contrast, women are a majority in local gender equality councils and other local and provincial gender equality bodies. The lessons learned in community pilot sites and other municipalities in which local gender and safety inter-agency bodies have established functioning cooperation, have not been studied and incorporated in the Ministry of Interior's policies and practices.

3. Cooperation between civil society organisations and the security sector

While civil society organisations have already played an important role in oversight of the security sector in the past two decades in Serbia, they only really became acknowledged as competent actors in this sector after the Milosevic regime was overthrown in 2000. The 1990s were marked by a lack of cooperation between government institutions and CSOs, but the change of regime gave way to a new phase in the relationship between them. Few CSOs deal directly with the interrelation of gender and SSR. Those that do are mainly advocacy organisations focusing on improving security and justice delivery, in particular with regard to GBV such as human trafficking and domestic violence. In 2002, CSOs began to speak about the implementation of UNSCR 1325 on women, peace, and security but only started recently to also call attention to the status of women employed in the security sector. At present, security institutions seem more inclined to cooperate with CSOs providing services to women victims, than with rights-based advocacy organisations and think-tanks. Findings from the consultations indicate that they are least open to cooperate with activists' and representation CSOs that promote the interests of minority communities, socially vulnerable and marginalised groups.

Despite the positive examples of cooperation and coordination between security sector institutions and CSOs, integrated and sustainable mechanisms for a greater inclusion of CSOs in security policy are still lacking, both at central and local levels. In only a few cases are mechanisms formalised through signed memoranda of understanding or other formal documents. Protocols on combating domestic violence that envisage the participation of CSOs in providing services to GBV victims are not legally binding, thus leaving it to the discretion of security sector institutions and actors to decide whether or not to collaborate with CSOs. While CSOs have been called upon to provide training for security sector personnel, their input is only rarely solicited at policy-making level. In order for cooperation to improve, security institutions need to institutionalise community-oriented work (e.g. community policing and civil-military cooperation) and their activities should become more transparent.

4. Representation of women in the security sector

Since the end of World War II, women's access to civilian jobs in the security sector has never been challenged, in contrast to their access to operational posts in traditional security institutions, which have remained largely beyond their reach. Both the police and military experimented with the introduction of women in operational posts during the socialist era. However, the real change occurred only in this century, when both institutions introduced basic training opportunities for women to acquire the expertise required for such posts. In both cases, the initial recruitment campaigns were driven solely by the recommendations made by the international donor community or ad hoc public relations initiatives, which lacked the careful planning needed to develop a suitable environment for greater numbers of women to study and accede to positions in the police and military.

During the consultations citizens recognised that the greatest number of women are employed in security institutions that are not authorised to use coercion, such as the judiciary, parliament and civil society. They also observed a significant increase in the number of women working in police and customs services in recent years. Both official statistics and consultations indicate that most women in the security sector are still working in administrative, analytical and policy-formulating positions, and far fewer in operational jobs. Women are almost totally absent at managerial and command levels within security sector institutions that use coercive means (police, military, customs). This is not surprising given that women have generally not yet worked long enough in these sectors to benefit from career advancement opportunities, and have only recently been able to accede to operational posts.

One exception to this trend is the judiciary where more than two thirds of employees are women. While men are over-represented in the prosecutorial service, more women than men work as judges, particularly in commercial courts, appealation courts, misdemeanor courts and the Supreme Court of Cassation. Some magistrates' courts have only women personnel. Women are also in the majority at the judiciary decision-making level, presiding over a number of important courts, and the Justice Minister is a woman.

None of the security institutions have developed gender-sensitive policies that promote the retention and career development of women already employed therein. Therefore, security institutions need to adopt a more systematic approach to increasing female recruitment, improving women's working conditions once they have been hired, and providing equal opportunities for their career development. The position of women in the security sector is very much a reflection of their current status in Serbian society. The perception of the security sector as a "male business" is dominant. However, this perception is changing, albeit slowly and mainly due to the reform of the sector as a whole.

5. Addressing security concerns of women and men

Since it began its transition to democracy and recovery from a decade of conflicts, Serbia has made noteworthy progress in addressing and responding to the security needs of women and men, boys and girls. Domestic violence and

human trafficking were for the first time recognised as specific forms of criminal conduct under the Criminal Code in 2002 and 2003 respectively. This code has been amended several times since then. The latest amendments were made in 2009, when penalties for domestic violence were increased and restraining orders introduced. Despite this progress, many challenges remain. A great number of women and girls still live in poverty and deprivation, and are exposed to discrimination and various forms of GBV.

While legislation is in place to punish GBV, security institutions have insufficiently and only on an ad hoc basis developed institutional policies and mechanisms to prevent it. The majority of recent policies were developed as a response to donor initiatives, or because they are a condition for EU membership. New policies were frequently introduced in a hasty manner without consideration of previous experience gained in pilot sites or lessons learnt from the long-term engagement of civil society in addressing these issues. Most gender-sensitive policies focus on the role of women or children as victims of domestic violence or human trafficking or young delinquents. Research results² show that women and girls are exposed to both physical and psychological violence primarily in their homes, while men and boys are mainly exposed to street violence. At the same time, men and boys are the perpetrators of criminal acts in more than 90 per cent of cases. A gender-sensitive treatment of women, girls and boys who are not victims or delinquents is not considered, except as a part of the National Youth Strategy.³

The policies and resources of security sector institutions in Serbia for addressing GBV and ensuring a gender-sensitive approach are insufficiently developed and lack mechanisms to respond adequately to GBV, especially domestic violence. Although there are examples of good security sector practice in responding to domestic violence, they are more a result of the individual efforts of representatives of these institutions than a formal and clear institutional policy. The judiciary is the security institution that is least adapted to combat gender-based and domestic violence. It lacks clear institutional policies on how to treat victims of domestic violence, while protracted trials and low sentences for offenders are not conducive to deterring them from repeating such abuses. Cooperation between the different security institutions and partnerships with CSOs to develop and implement best practices for gender-sensitive policies is inadequate, especially given the significant expertise of CSOs both in providing services to victims of GBV, and GBV prevention.

In addition, topics related to gender equality and GBV are only partially integrated in the official curricula of police and military educational institutions. There is still no in-depth curriculum that specifically addresses gender-based and sexual violence and provides security sector personnel with appropriate training to properly address these issues. The main shortcomings remain weak preventive culture and policies, and inadequate inter-agency cooperation as well as analytical and planning capacity.

² Institute of Statistics of the Republic of Serbia: Women and Men in Serbia (Belgrade: Official Gazette, 2008), 44-51.

³ Government of the Republic of Serbia: National Youth Strategy, 2008 and Action plan for implementation of the National Youth Strategy, 2009.

Recommendations

The proposed recommendations are based on the assessment findings, and specifically target stakeholders involved in gender and SSR. The proposed actions all require structured coordination and cooperation, in order to further implement the Gender Equality Law, and the National Action Plan to implement UNSCR 1325. The list of recommendations is not exhaustive.

Gender and security mechanisms in Serbia

1. Parliament develops mechanisms to ensure regular inter-committee communication and coordination, especially between the Gender Equality and the Security and Defence Committees, in order to monitor implementation of legislation on gender mainstreaming in security institutions.
2. Improve coordination between the Gender Equality Council and the Gender Equality Directorate so to avoid overlap and utilise their specific capacities and expertise to strengthen gender mainstreaming countrywide.
3. Provide national gender equality mechanisms with sufficient material and human resources to enable them to accomplish their tasks.
4. Expand membership of the Gender Equality Council to include representatives of the Ministry of Defence, either in the Council itself or in a working group that could be set up to deal with gender mainstreaming in security institutions.
5. Establish a new working group within the Gender Equality Council specifically mandated both to promote the role of women in security institutions and to include gender mainstreaming in the SSR process. Its tasks would include development of sector-wide policies for the recruitment, retention and promotion of women in security institutions, and gender-sensitive policies regarding women – not necessarily victims of GBV – as beneficiaries of security institutions' services.
6. Ensure that security sector institutions actively participate in the work of existing gender equality bodies at all levels. More specifically, ensure that the Ministry of Interior recognises the importance of and provides additional support to the Provincial Safety Council. The Ministry of Interior increases its participation in local-level gender and safety coordination bodies.
7. Study effective partnerships among CSOs, gender and security authorities at different levels that have been successfully implemented in Vojvodina, and apply the lessons learnt to replicate such partnerships at national level.
8. Increase the representation of national minorities, especially women, in local gender equality and security bodies in order to adequately respond to their security needs. Ensure that at least one seat in these bodies is allocated to a representative of a national minority community.

Cooperation between civil society organisations and the security sector

To security institutions:

1. Security sector bodies institutionalise community-oriented work (e.g. community policing and civil-military cooperation) so as to improve their cooperation with CSOs, and make the process more transparent.
2. Implement at national level lessons learnt in pilot community policing sites.
3. The Directorate for Civil-Military Cooperation of the Serbian Armed Forces develops and implements activities that specifically target the female population, whenever possible in partnership with CSOs working with women and girls, particularly those from minority groups.
4. Security institutions develop a clear policy and corresponding mechanisms to conduct regular consultations with representatives of civil society on policy priorities, both at national and local levels.
5. Personnel of relevant ministries, in particular managers, receive in-service training on how to organise and lead consultations on issues related to their respective mandates, and are encouraged to consult with civil society representatives.
6. Ensure regular communication and cooperation between local communities, CSOs and security sector institutions, and strengthen their participation in formal security sector oversight bodies.
7. Security institutions review how budget funds are allocated to CSOs (classification 481) with a view to identifying ways to make the procedures and conditions for such funding more transparent, in line with clear strategic and policy priorities, as is now the case in Vojvodina.

To civil society:

1. CSOs, especially women's organisations, improve in-depth knowledge of security issues, including the link between SSR and gender equality, to enable them to work in an effective manner with state security institutions.
2. CSOs dealing with both gender and security issues develop programmes to support and advise women on how they can contribute to addressing their communities' security needs, and strengthen their role in the security sector.
3. CSOs lobby for the adoption and implementation of national and institutional gender policies and protocols, especially the National Action Plan for the Implementation of the Strategy on the Improvement of the Position of Women and the Promotion of Gender Equality, as well as the implementation of the National Action Plan (NAP) on UNSCR 1325.
4. Once the Action Plan for the implementation of National Strategy on the Improvement of the Position of Women and Promotion of Gender Equality is adopted, CSOs should take concrete actions to monitor and report on progress of its implementation.

Representation of women in the security sector

General:

1. Improve the legal framework, i.e. all security legislation and human resource policies that regulate the status of women in the security sector.
2. State security institutions in which women are under-represented (police, military and some units in customs) establish quantitative indicators to measure personnel gender balance with a view to fostering equal representation, particularly in operational and managerial positions.
3. Establish sex-disaggregated databases, and include the data findings in research and policy development. Based on a periodic review of this data, undertake in-depth studies to determine why women and people from national minority groups take up or leave jobs in the police, military or customs services. Present the findings on a regular basis to the public, alongside campaigns to promote the advancement of women in security sector professions.
4. In order to attract women to such employment, establish partnerships with relevant municipal authorities⁴, and youth and women's organisations to promote awareness of the need to increase the level of women's employment in security institutions.
5. Provide gender training to interview panel members to ensure that they are gender-sensitive and respectful during interviews with female candidates.
6. Develop formal and informal support bases for women working in security sector institutions, such as gender focal points and staff associations.
7. Create formal support mechanisms for women and their families, such as access to military medical centres, and scholarships for children who lose a parent in the line of duty.
8. Appoint a gender champion in security sector institutions who can serve as a role model for new generations.
9. Develop measures to combat discrimination in security institutions, e.g. identify departments within security sector institutions where individual victims of discrimination and/or sexual harassment can file a complaint, ensure that all employees are aware of their existence and location.
10. As a priority, state administration bodies make a concerted effort to integrate members of the Roma community, especially Roma women, into society in general and into state institutions in particular, including the police service, where they are the most under-represented national minority group.
11. Social welfare and educational institutions cooperate to increase the number of Roma women who obtain high school diplomas to make them eligible to apply for employment in the police or military.

Addressed to specific security sector actors

To Police and Military:

1. Maintain minimum enrolment quotas for women of 20 per cent in the Basic Police Training Course and Military Academy, and 30 per cent in

⁴ E.g. Municipal Safety Councils and Municipal Gender Councils/Commissions.

the Academy of Criminalistic and Police Studies. Women who meet the set criteria - pass the entry exam and rank among top candidates should be admitted in these study programmes financed by the state budget; all three institutions abandon the practice of applying the aforementioned enrolment quota levels as ceilings.

2. Increase women's representation in the police and military by making campaigns for enrolment in the military and police academies visible to a greater number of women, including at local level. Ensure that promotional material for the 'Call for Applications' campaign is designed in a manner that directly targets teenage girls and women, including in the media and in public places likely to be frequented by women.
3. Provide opportunities for interested candidates to seek information through direct contact with security institution personnel. Explore ways to make such contact possible, for example through visits of both male and female police/military officers to primary and secondary schools, and the organization of open-day information sessions in local police stations or military barracks.
4. Include senior women staff in the operational sections of the police and military in enrolment campaigns during which they share their professional experience with and become role models for potential female candidates.
5. Provide women cadets at the police and military academies with opportunities to interact with successful women already employed in the military and police by increasing the number of permanent female teachers, and by frequently inviting female guest lecturers.
6. Establish active measures aimed at keeping women in operational jobs and encouraging their promotion based on merit in a framework of transparent human resources management that values skills and performance in a non-discriminatory manner.
7. Examine whether the current system of salaries, incentives and pension insurance favours male over female officers in certain positions (e.g. military over civilian jobs in the Ministry of Defence). If this is the case, revise the job descriptions for these positions to ensure that they afford due consideration to skills such as problem solving and the ability to work with local communities and cooperate with other state bodies to the same extent for example as attributes such as physical fitness, strength, and shooting skills. This would ensure that positions more frequently occupied by female police officers are not informally valued as less important than other police jobs when promotion decisions are made.
8. Implement measures to promote the recruitment, retention and career development of women in the security sector, with a particular focus on increasing the number of women in managerial positions in police operational units. Introduce such measures using guidelines for the integration of women in the police service contained in international conventions and manuals developed by relevant international organisations in which the Republic of Serbia is a member. Ensure that measures to boost the integration of women already working in operational police units become an integral part of human resources reform in the ministry concerned.
9. Facilitate the retention of women in operational positions by improving working conditions for both women and men, including family-friendly

policies and structures, and a transparent system of career management.

To media:

1. Provide leading media with gender-awareness training so that they better understand the need to promote the role of women in the security sector and learn ways to contribute to this objective in their coverage.

Addressing security concerns of women and men

General:

1. Include gender-sensitive budgeting in all financial planning processes.
2. Security sector institutions integrate gender issues by developing internal procedures and protocols accordingly. For this purpose, security sector institutions refer to the significant expertise developed by CSOs in combating domestic violence and human trafficking and providing services to victims of such forms of abuse.
3. Introduce a mandatory curriculum integrating a gender-sensitive approach and gender equality principles at all levels of education and training in the security sector.
4. Strengthen understanding and knowledge of how gender and security issues are interrelated, beyond GBV.

Addressed to specific security sector actors

To Police:

1. Formulate clear procedures and rules for oversight and control of the police (both internal and external) in order to ensure that policies related to domestic violence and human trafficking are systematically applied.
2. Develop uniform police procedures for the collection of data on victims of gender-based and domestic violence, primarily by creating a standard questionnaire, a risk assessment tool and instructions for processing such cases.
3. Strengthen existing and develop new mechanisms for cooperation and consultations between the police, local institutions and CSOs to successfully address GBV. For this purpose, models of inter-agency cooperation developed in municipalities such as Kragujevac, Lazarevac, and Sombor are promoted and replicated throughout the police force.

To Judiciary:

1. Continue work aimed at boosting the capacities and expertise of public prosecutor offices and judges to address gender-based and domestic violence cases through regular training and seminars.

Research Design

The assessment was carried out in several phases. The first draft report on the assessment findings was completed by the Belgrade Fund for Political Excellence (BFPE) in March 2010. The final version was prepared by the Belgrade Centre for Security Policy (BCSP), formerly known as the Centre for Civil-Military Relations, which expanded the scope of the assessment, based on the findings from the stakeholder consultations and additional interviews afterwards.

The initial analysis encompassed documentation analysis that included a review of reports and articles, as well as legislation related to gender mainstreaming and the security sector in Serbia. The research also involved the collection of specific sex-disaggregated data from available public sources in order to obtain an overview of the situation of women in the various security institutions in Serbia. Most of the initial data on the normative framework and institutional structures in the security sector was drawn from material prepared as part of the BFPE project on the implementation of UNSCR 1325 in Serbia, while figures and recommendations regarding the position of women in the security sector were obtained from the BCSP's 2008 *Yearbook of Security Sector Reform in Serbia*⁵.

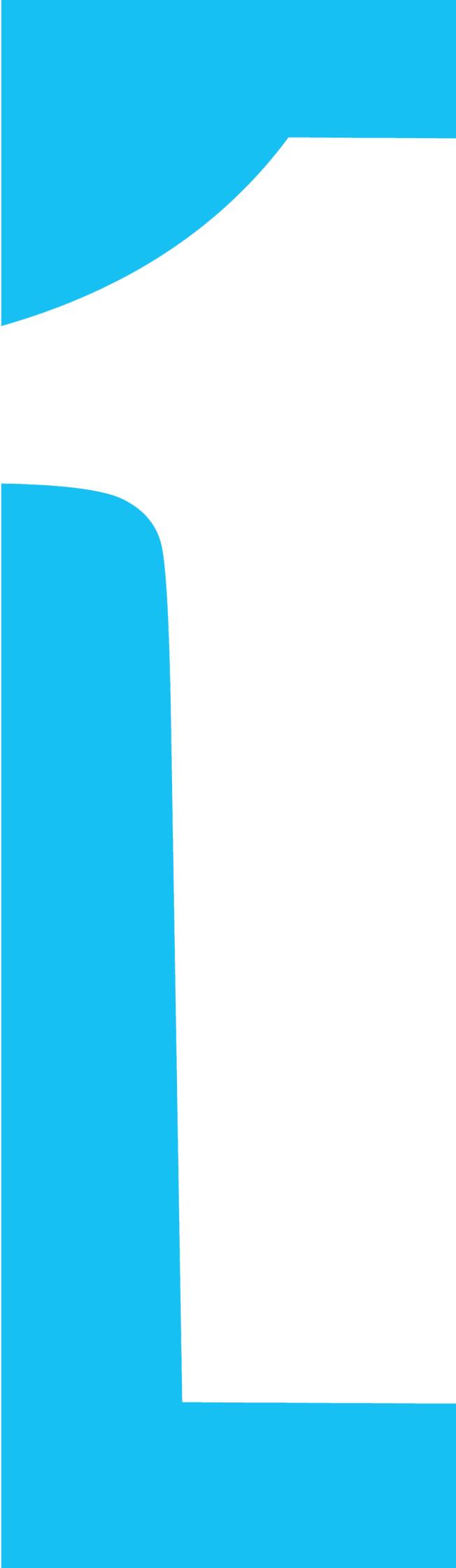
Additional information was collected through interviews conducted with various stakeholders involved in gender and SSR, including governmental institutions working on gender issues, and representatives of national and international CSOs (See Annex 1). The initial findings were validated in a series of consultations at local level organised to provide stakeholders working on gender and security with the opportunity to engage in substantial discussions and to gain a municipal perspective on these issues. To this end, consultation workshops were organised in four different locations outside Belgrade, namely Bujanovac, Kragujevac, Novi Pazar and Novi Sad. These locations were chosen because they were representative of the diverse security dynamics prevailing in different parts of Serbia. Following the workshops, a final conference was held in Belgrade to discuss the key findings of the needs assessment in general, and field reactions in particular, and to close the feedback loop. The findings from the consultations complemented and substantiated data collected from different sources, and added a qualitative dimension to the research, in particular with regard to the speed and effectiveness of current SSR processes.

A number of obstacles limited the scope and depth of the research results. The first was the lack of sources and time available to devote equal attention to the position of both women and men in security institutions and how these institutions deal with the different security needs of both women and men. The research is therefore focused on assessing the treatment of women by security institutions at national, provincial and local level. The second challenge was the uneven availability of sex-disaggregated statistics, possibly attributable both to the inadequate relevant analytical capacities of the authorities concerned and the lack of transparent human resources data. This is hardly surprising given that the maintenance of gender-related statistics only became obligatory in Serbia after the Law on Gender Equality was adopted in 2009. Therefore, the statistics presented in this publication are likely to vary, depending on how the different institutions handled data collection prior to the adoption of the law.

This report presents women both as actors in and beneficiaries of security services

⁵ Miroslav Hadžić, Bogoljub Milosavljević, Sonja Stojanović and Filip Ejodus, eds., *Godišnjak reforme sektora bezbednosti u Srbiji 2008* [Yearbook of Security Sector Reform in Serbia 2008]. (Belgrade: Centre for Civil-Military Relations & DanGraf, 2009).

in Serbia. The first section presents a brief review of the evolution of SSR and gender mainstreaming since the fall of the Milosevic regime. The second section outlines the existing legal and institutional framework for gender mainstreaming and its relevance for SSR. In the third section, the empowerment of women is analysed through their participation in CSOs active in SSR. In this section, positive examples of cooperation between women's CSOs and state institutions are presented, as well as gaps in communication between them. The position of women as actors in the security sector is analysed in the fourth section dealing with the representation of women in state security institutions. Finally, the fifth section focuses in particular on the extent to which women are beneficiaries of the justice and security systems.

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**ANALYSIS OF
SECURITY SECTOR
REFORM AND GENDER
MAINSTREAMING IN
SERBIA**

After the fall of the Milosevic regime in 2000, Serbia faced innumerable political, economic, post-conflict and security reform challenges as it sought to emerge from a decade of isolation and reintegrate into the international community. The first post-Milosevic government inherited a security sector that was highly politicised, repressive, militarised and criminal in nature. Despite its will to do so as it sought to meet these multifold challenges, the new government initially found it difficult to devote the time required to address SSR in a comprehensive manner. Another key legacy of the former regime was that many sectors of civil society, especially women's CSOs, tended to be perceived as a threat to state security institutions since they were the main instigators of anti-war and anti-regime campaigns. Moreover, civilian expertise on security issues was limited outside government circles due to the closed security education system of that era.

The first generation of SSR

The first post-Milosevic government proclaimed SSR as one of its top priorities and undertook numerous reforms with the support of international partners. Joining the European Union (EU) and NATO's Partnership for Peace (PfP) programme, reintegrating international organisations and engaging in regional initiatives were also placed high on its agenda. Although gender mainstreaming was initially not recognised as a part of SSR, some positive developments in this regard occurred in the early reform stage, notably in 2002 when the police force started to recruit more women. This was partly prompted by international community advocacy, and also by the government-held view that the public would no longer perceive the police as a threat to its safety once they saw policewomen patrolling the streets of Serbia.⁶ However, the first post-Milosevic government failed to adopt a strategic approach to SSR and to carry out lustration in security institutions. In the view of many, this is what led to the assassination of Prime Minister Zoran Djindjic in 2003, carried out by former members of the intelligence services co-opted by organised crime syndicates. In the immediate aftermath of the killing, the reforms initiated to democratise security governance were temporarily halted when a state of emergency was proclaimed to combat the infiltration of state institutions by organised crime. Soon after the 72-day state of emergency ended, the first truly free elections were organised at the end of 2003, which allowed the reform process to resume intensively, first in the defence, and to a lesser extent in the police and judiciary sectors. However, work on the first generation of reforms⁷ was interrupted on several occasions as a result of Serbia's complex cooperation relationship with the International Criminal Tribunal for the former Yugoslavia (ICTY). The latter issue prompted the EU to delay the conclusion of a Stabilisation and Association Process with Serbia, viewed as a key step toward EU membership. Unresolved issues regarding the status of Kosovo and Montenegro, with the former proclaiming independence in 2008 and the latter in 2006, as well as unrest in Kosovo, were other factors that slowed down the reform process.

Nonetheless, nearly a decade after the demise of the Milosevic regime and the introduction of democratic changes, Serbia has completed its first generation of SSRs through legislation on security and gender equality. However, due to the 'stop-start' rhythm of the process, dictated by the aforementioned issues, this first reform phase was only completed in 2009, and lasted longer than similar processes in most other former communist states. The year 2009 was a major turning point in the reform process, as it is was then that the basic legal framework was completed, for the first time introducing democratic civilian control over Serbia's major security sector institutions. In that year Serbia published its first-

⁶ For more detailed analysis of the representation of women in security sector see next section.

⁷ Timothy Edmunds, "Security sector reform: concepts and implementation." In *Towards security sector reform in post Cold War Europe: A framework for assessment*, German, W. N. And Timothy Edmunds, eds. (DCAF/BICC, 2003), 11-25.

ever formal National Security Strategy. It also adopted: a Defence Strategy and a Strategic Defence Review; amendments of and supplements to the Law on Defence and the Law on the Armed Forces of Serbia; a Law on Military, Labour and Material Duty; a Law on Civil Service; a Law on the use of the Serbian Armed Forces and Other Defence Forces in Multinational Operations Outside the Borders of the Republic of Serbia; a Law on the Military Security Agency; and a Law on the Military Intelligence Agency. While the primary laws on the police, intelligence services⁸ and the judiciary were adopted earlier, in December 2009, the Government also agreed on a Law on Data Confidentiality, thus completing the legal framework for the security sector to function in a transparent manner. The constitutional norms, basic laws and institutions necessary for placing the security sector under the control of democratically elected civil authorities were finally established. The completion of this basic legal framework also helped clarify the division of tasks among the different security sector actors.

“Cooperation between gender and security sector institutions exists, but it is not efficient. Mechanisms for strengthening communication between these institutions could be achieved through their active participation in joint campaigns, definition of future common goals and by informing the public about the measures that would be implemented.”

Participants in Belgrade consultations.

The first generation of gender mainstreaming

In 2009, Serbia also rapidly adopted key gender legislation in order to fulfill EU conditions for its citizens to travel visa-free in Schengen countries.⁹ Although different versions of the Gender Equality Law and anti-discrimination legislation were drafted by CSOs, in cooperation with the Gender Equality Council and under the sponsorship of various international organisations, some of the interviewed representatives of CSOs claimed that these drafts were not systematically used when the key gender documents (The Gender Equality Law and the Anti-discrimination Law) were adopted in 2009. In the same time, Serbia also adopted a National Strategy on the Improvement of the Position of Women and the Promotion of Gender Equality for the period of 2009 to 2014, providing a framework for gender mainstreaming in all areas, including in the security sector. The completion of this basic legal framework for gender equality and the security sector in 2009 could give a strong impetus for a more substantial and comprehensive inclusion of gender considerations in the security sector in Serbia.

Despite the adoption of legal and policy framework, collected data indicate contradictory trends regarding actual implementation of gender mainstreaming policy in security institutions. For while security sector institutions have made some progress towards SSR and a more inclusive gender approach, the general impression is nonetheless that women are insufficiently represented in state institutions authorized to use coercive means, especially within the higher ranks. A slight increase is observed in decision-making positions held by women, mainly at central level, in legislative bodies and within the executive branches

⁸ As both the Law on the Security and Intelligence Agency (BIA) and the Law on Police were adopted prior to the adoption of the new Serbian Constitution in 2006, they both need to be revised and brought completely in compliance with Constitutional provisions. Furthermore, the law on BIA also needs to be adapted to fully comply with the provisions guaranteeing democratic civilian control and oversight. For more in-depth analysis of this legislation see: Hadzic, Yearbook of Security Sector Reform in Serbia 2008.

⁹ As quoted in the Annual Report of Kvinna-till-Kvinna for Serbia in 2009, p.3

of power. However, their participation at local level has hardly changed at all compared to the past.¹⁰

Despite substantial efforts to integrate a gender dimension in the social and political systems in Serbia, the current situation shows that significant obstacles and challenges slowing down the development and implementation of an equal opportunities policy prevail. For example, the material and human resources of gender equality mechanisms are insufficient for them to fulfill their mandated roles. In addition, recent political instability, culminating in opposition calls for early elections, has affected the work of these mechanisms, while procedures to implement gender equality have been delayed or interrupted by government changes. Finally, although nobody questions the principle of gender equality, it is still not regarded as a state priority. It is commendable though that enforcement of equal opportunity policies for women and men are inseparable from the EU Stabilization and Association Process as it is institutionalized within the National Programme for Integration with the EU.¹¹

An analysis of existing gender equality mechanisms shows that the greatest improvements have been achieved at the level of provincial authorities in the Autonomous Province of Vojvodina. Provincial institutions there have continued to maintain and develop contacts with other institutional mechanisms working to promote gender equality at national and local levels, as well as with women's CSOs and organisations whose main activities focus on similar goals. Above all, the supportive political climate in Vojvodina encourages these institutions to press ahead with such activities within the limits of their acknowledged agendas.

The second generation of SSR and gender mainstreaming

At present, there is little coordination or communication between the various institutions and bodies dealing with SSR and gender equality issues, in particular between the relevant central state authorities and local institutions. Governmental institutions working on gender issues have only very recently begun formally to communicate with the police and justice systems to assist them in developing responses to gender-based violence (GBV).¹²

The implementation of a second generation of both security sector and gender reforms that pays due attention to coordination and cooperation between the different actors has yet to take place. It is vital that in this phase new values of democratic governance and gender equality are anchored in the internal organisational culture of key security sector institutions. In order for this to happen new policies and internal standards must be developed so as to ensure that security institutions are gender-sensitive towards both women employed in this sector, and women beneficiaries of their services. This could primarily be supported by reform of human resources management, capacity development and the establishment of effective partnerships within different levels of governance and with civil society.

10 For a more detailed overview of the representation of women in national, provincial and local level governance see section on Gender and Security Mechanisms.

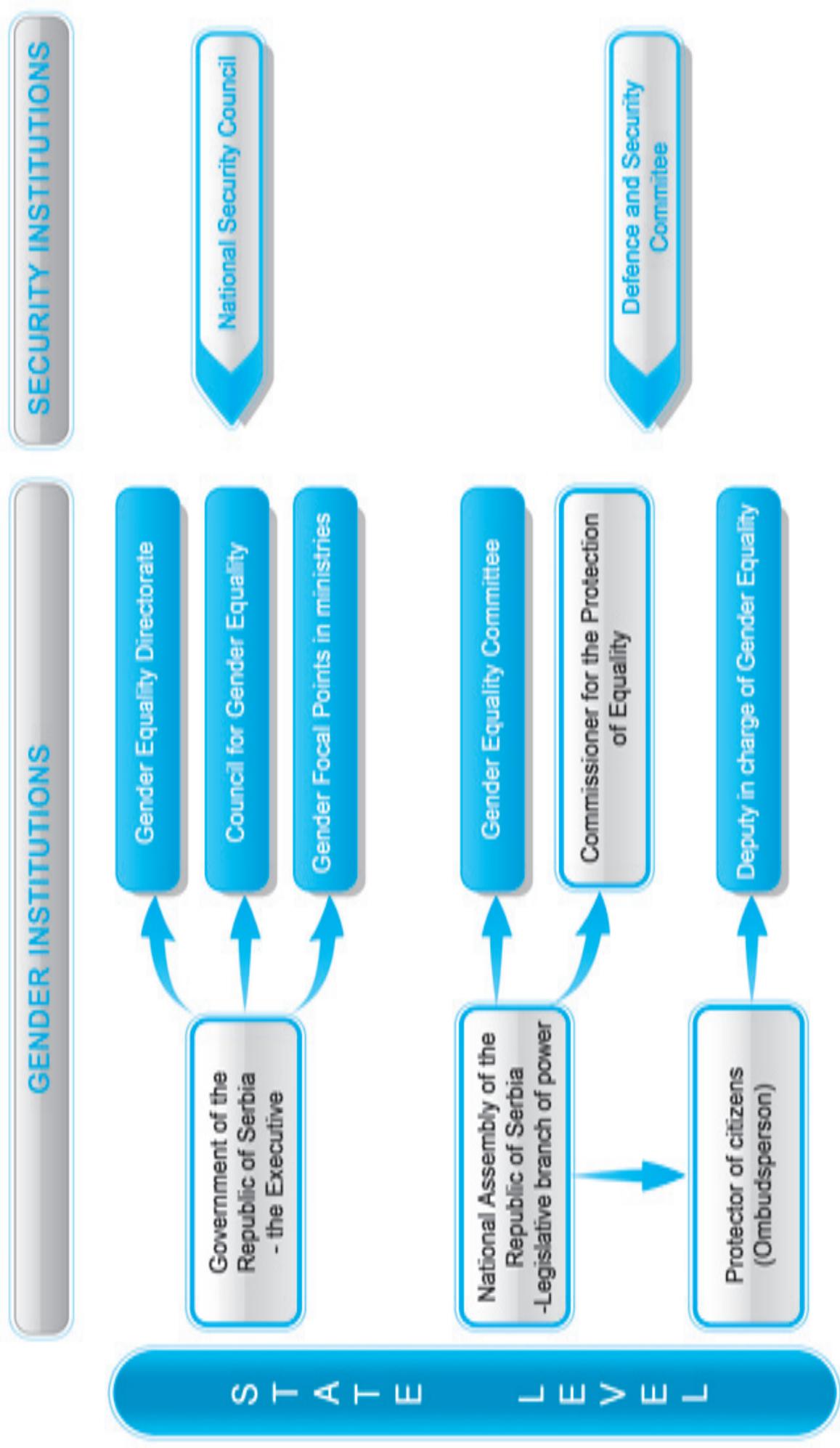
11 Adoption and implementation of the legal framework for the prevention of all forms of discrimination, improvement of the protection of women and children, adoption of a National Action Plan for the implementation of a National Strategy on the Improvement of the Position of Women and the Promotion of Gender Equality are some of goals that should be achieved in Serbia according to the National Programme for Integration with the EU. Programme was designed for the period 2008- 2012.

12 For successful examples of inter-agency cooperation and partnerships with CSOs see sections 3 and 5.

**GENDER AND SECURITY
MECHANISMS IN SERBIA**

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Institutional mechanisms for the advancement of gender equality¹³ and security governance in Serbia are present at three levels: national, provincial and local.



13 Illustration is taken from <http://www.gendernet.rs/dokumenti.asp?holder=contact&page=61>

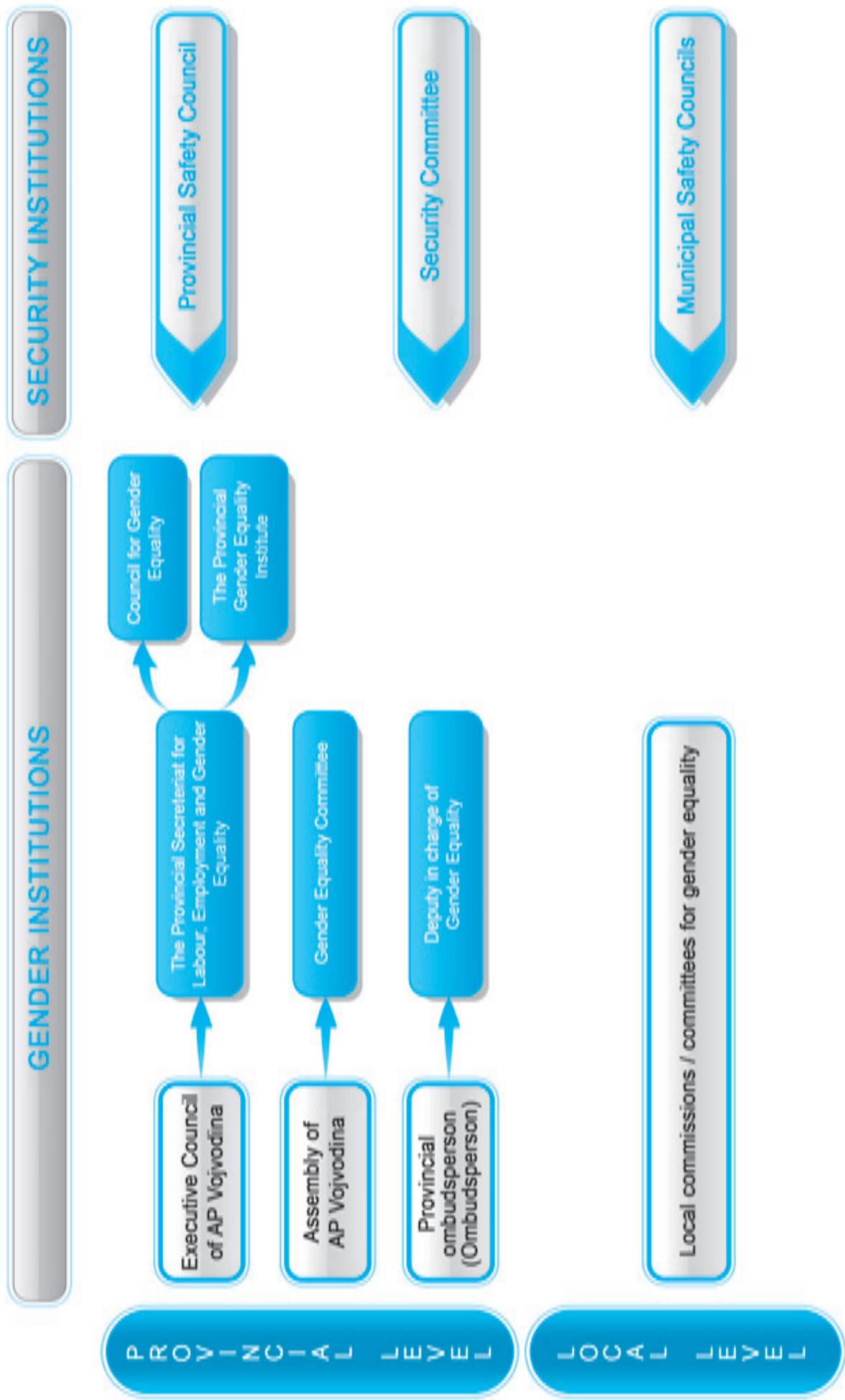


Illustration 1: Institutional mechanisms for gender equality and security governance in Serbia

Gender institutions

Name of the body	Abbreviations	Year of Establishment	Membership	Competences	Relevance for security governance
National level					
The Gender Equality Committee of the National Assembly of the Republic of Serbia		2002	15 members (12 women and 3 men) from all political parties represented in the National Assembly.	<ul style="list-style-type: none"> Drafting laws and other legal acts with regard to enhancement and achievement of gender equality. Reassessing the situation in daily politics. Oversight of implementation of laws, other legal acts and general documents of the Government. 	Laws on security actors have to be compiled with the laws and regulations on gender equality reviewed by this committee and passed by the Assembly.
Gender Equality Council	GEC	2002/2004 Founded in 2002, but constituted when the first session was held in 2004, when the relevant institutions named their representatives.	Expert and advisory body of the Serbian Government mandated to deal with gender equality. The Council is comprised of representatives of Ministries and Governmental agencies (labour and social policy, foreign policy, health, education, economy, police, finance, culture, local government, and human and minority rights), and representatives of academia and civil society. Ministry of Defence is not a member of the Council.	<ul style="list-style-type: none"> Reviewing and recommending measures for improving gender equality policies. Advising on the steps to address cross cutting issues in this area. Examining the level of alignment of current domestic legislation with relevant international conventions and treaties. Proposing measures aimed at empowering women to participate actively in public and political life. 	

Gender institutions

Name of the body	Abbreviations	Year of Establishment	Membership	Competences	Relevance for security governance
National level					
Gender Equality Directorate of the Ministry of Labor and Social Policy	GED	2007	Number of employees are unknown.	<ul style="list-style-type: none"> Analysing the situation and proposing measures in the field of promoting gender equality. Developing and implementing the National Strategy on Improvement of Position of Women and Promotion of Gender Equality. Drafting laws and other regulations in this area. Cooperating with other state bodies, bodies of autonomous province of Vojvodina and bodies of Discrimination against Women, as well as other activities in accordance with the law. 	The Directorate of Gender Equality represents the first executive Governmental body dealing with gender equality. Directorate for Gender Equality has provided a series of training courses and advisory services for state officers with the purpose to clarify the importance and objectives of the gender dimension.
Deputy of the Protector of Citizens in charge of gender equality		2008	Appointed by the National Assembly of the Republic of Serbia.	<ul style="list-style-type: none"> Protecting and promoting rights of citizens. Controlling over administrative institutions, agencies, bodies and other legal entities entrusted with public powers. Fighting against gender based violence 	The independent state body in charge of protection of citizen's rights. This body is authorised by the constitution and/or laws to investigate the legality of the work of the state institutions and security actors, and their respect of human rights.
Commissioner for the Protection of Equality		2010	Appointed by the National Assembly of the Republic of Serbia for a period of five years.	<ul style="list-style-type: none"> Assessing cases of discrimination. Implementing protection measures in accordance with the Antidiscrimination Law. Initiating the implementation of other measures which promote equality of citizens of Serbia Regular reporting to the National Assembly, other bodies, public authorities and the public on cases of discrimination. 	

Gender institutions

Name of the body	Abbreviations	Year of Establishment	Membership	Competences	Relevance for security governance
The Provincial level					
Gender Equality Committee of the Assembly of the Autonomous Province of Vojvodina		2002	11 members (6 women and 5 men). President of the Committee is a member of the Serbian Radical Party. Most members belong to the majority parliamentary group "For the European Vojvodina".	<ul style="list-style-type: none"> Drafting decisions and bylaws in terms of improving gender equality in Vojvodina. Monitoring policies, as well as implementation of decisions and by laws, performed by the Executive Council of Vojvodina with respect to gender equality. 	
Provincial Secretariat for Labour, Employment and Gender Equality		2002	4 members	<ul style="list-style-type: none"> Monitoring and improving conditions in the field of labour, employment and gender equality on the territory of Vojvodina. Promoting gender equality. Cooperating with relevant institutions, governmental and non-governmental organizations in achieving equal opportunities for women and men. Establishing and strengthening of gender equality mechanisms. 	
Deputy Provincial Ombudsperson for Gender Equality		2004	Appointed by the Assembly of AP Vojvodina.	<ul style="list-style-type: none"> Protecting and improving human rights and freedoms. Providing advice to relevant authorities regarding regulations on gender equality. Reporting to relevant authorities and the public on the cases of gender equality violations. Examining the issues referring to gender based discrimination, initiates legal, disciplinary, and other action with relevant authorities in case of gender discrimination. Organising and participating in education and awareness raising programmes on gender equality. 	The independent body at the provincial level responsible for the protection and improvement of human rights and freedoms. The Ombudsperson specifically protects human rights and freedoms from violations by provincial and municipal authorities, organisations, and public services, having administrative and public authorisations. In order to protect and improve human rights, the Ombudsperson monitors the implementation of regulations and controls the legality, necessity, and efficiency of authorities' acts and it may examine the activity of authorities to protect human rights.

Gender institutions

Name of the body	Abbreviations	Year of Establishment	Membership	Competences	Relevance for security governance
The Provincial level					
Provincial Gender Equality Institute	PGEI	2004	<p>12 members. The Director, Management and Supervisory Board are appointed by the Assembly of AP Vojvodina for the period of 4 years. Out of 9 members of the Management Board of the Institute 7n members are prominent experts in the field of gender equality appointed by the Assembly of AP Vojvodina, and 2 members are employees of the Institute. Out of 3 members of the Supervisory Board 2 are prominent experts in the field of gender equality appointed by the Assembly of AP Vojvodina, and one is an employee of the Institute.</p>	<ul style="list-style-type: none"> Implementing gender equality principles. Improving the policy of equal opportunities. Developing professional activity in the field of gender equality in the Autonomous Province of Vojvodina. Issuing publications, brochures and other educational / informational materials Participating in the preparation of laws, decisions and regulations of importance regarding gender equality in the territory of AP Vojvodina. 	<p>The Provincial Gender Equality Institute is an expert and advisory body established by the Assembly of APV on proposal of the Secretariat for Labour, Employment and Gender Equality.</p>
Local level					
Local gender commissions/ committees	LC	2003-	<p>More than 70 commissions/ committees in local commissions self-governments all over Serbia.</p>	<ul style="list-style-type: none"> Making decisions and defining the policy of local authorities regarding the improvement of women's position. 	<p>Local commissions may participate in the work of Safety Councils or similar bodies that deal with security.</p>

Security institutions

Name of the body	Abbreviations	Year of Establishment	Membership	Competences	Relevance for security governance
National level					
Defence and Security Committee of the National Assembly	DSC	2004	17 members (only 1 woman MP's) from all political parties represented in the National Assembly.	<ul style="list-style-type: none"> Reviewing draft law, other regulations and general acts, as well as other issues relating to the Serbian Armed Forces, the Serbian defense, integrated border management, production, trade and transport of weapons, reviewing the Defense Strategy, issues related to the implementation of civilian and democratic control of the Serbian Armed Forces and defense system, as well as issues concerning public and state security reviewing the report of the Ministry of Interior on the security situation in the Republic of Serbia, supervising the work of intelligence, as well as other issues related to security, in accordance with the law. 	There is no regular communication and coordination between this committee and the Committee for Gender Equality. The committee had no specific training on the inter-relation between gender and security. Therefore, the Committee has rarely dealt with security from a gender perspective or worked on issues such as GBV and human trafficking.
Justice and Administration Committee of the National Assembly	JAC		17 members (4 women MP's) from all political parties represented in the National Assembly.	<ul style="list-style-type: none"> Reviewing draft law, other regulations and general acts and other issues related to the organization and actions of judicial authorities. Reviewing regulations related to international legal assistance, the organization and work of the state administration and organizations, the government, electoral system, and association of citizens. Providing opinion on draft decisions on the selection of presidents of courts and judges, public prosecutors and deputy public prosecutors and other officials in the judiciary and the administration. Submitting proposals of decisions on the termination of their functions, or dismissal. 	

Security institutions

Name of the body	Abbreviations	Year of Establishment	Membership	Competences	Relevance for security governance
National level					
Foreign Affairs Committee of National Assembly	FAC	2004	17 members (6 women MP's) from all political parties represented in the National Assembly.	<ul style="list-style-type: none"> Reviewing draft law, other regulations and general acts, as well as other issues related to foreign policy, relations with other countries and international organizations. Ratifying international treaties in the field of international relations, reviewing process of concluding and executing international agreements. Protecting citizens of the Republic of Serbia and their interests and the interests of domestic legal entities abroad. Planning foreign policy activities of the National Assembly. Conducting interviews with the Ambassadors of the Republic of Serbia before appointing them to their diplomatic duties. 	There is no regular communication and coordination between this committee and the Committee for Gender Equality.
National Security Council	NSC	2004	Members are the President of the Republic of Serbia, the Prime Minister, the Ministers of Defence, Interior, and Justice, the Head of General Staff, directors of BIA, VBA and VOA ¹⁴ and the Secretary of the Council. The President of the Republic of Serbia is the Chairmen of the Council.	<ul style="list-style-type: none"> Considering issues of national security. Coordinating the work of Governmental security bodies and proposing measures for promotion of national security. Directing and coordinating the work of security services by providing the intelligence and security assessments. Determining priorities and ways of protection of national interests, which are carried out by the intelligence and security services. 	The position of the Council within the national security system is insufficiently clear. The minister of Foreign Affairs, president of the Supreme Court, Public Prosecutor, president of the National Assembly and the president of the Defence and Security Committee are not members in the Council. Functions of the Council are limited only to coordination of security services. Above all the Council is not under democratic control of National Assembly.

¹⁴ Security Intelligence Agency (BIA) represents civilian security service established in 2002 as government agency, while Military Security Agency (VBA) and Military Intelligence Agency (VOA) are part of Ministry of Defence.

Security institutions

Name of the body	Abbreviations	Year of Establishment	Membership	Competences	Relevance for security governance
National level					
National Security Council				<ul style="list-style-type: none"> Directing and coordinating the work of security services. Providing opinion to the Government on the proposed budget of the security services, the proposed annual and medium term work plans of the security services, as well as the proposal for the appointment and dismissal of heads of security services. Implementing regulations and standards for the data protection, as well as other regulations. 	
National Team for Combating Trafficking in Human Beings		2002	The Team gathers representatives of government institutions (9), non governmental organizations (7), and international organizations (5).	<ul style="list-style-type: none"> Combating child trafficking. Prevention and education. Victim support and protection. Law enforcement. 	
The Provincial level					
Security Committee of the Assembly of the Autonomous Province of Vojvodina	SC		11 members (out of 11 MP's 2 are women)	<ul style="list-style-type: none"> Considering issues related to security of citizens in the Province. Establishing cooperation with organisational units of the Ministry of the Interior for areas within the territory of the Province, and considering other issues related to this field. 	The Security Committee is legislative body. The President of this committee is member of the Provincial Safety Council.

Security institutions

Name of the body	Abbreviations	Year of Establishment	Membership	Competences	Relevance for security governance
The Provincial level					
Provincial Safety Council	PSC	<p>2005</p> <p>The Council was established under the Statute of Vojvodina in 2005, but only recently, by appointing new members. The Council began its work.</p>	<p>The Council's members are the President of the Assembly and the Vice President of the Executive Council of Vojvodina, heads of relevant secretariats, chairperson and members of the Security Committee, the government and opposition MPs, the Provincial ombudsperson and representatives of the Serbian Ministry of Interior. Assembly of AP Vojvodina appoints members of the Council. Besides the regular members, representatives of international institutions, professional, governmental and non-governmental organizations may participate.</p>	<ul style="list-style-type: none"> Assessing the security situation in Vojvodina. Improving crime prevention. Raising public awareness on security issues. Coordinating the work of relevant institutions in order to improve overall security of citizens. 	<p>The Provincial Safety Council is an advisory, expert body within the security system of the Republic of Serbia.</p>
Local level					
Municipal Safety Councils	MSC	<p>2004-</p>	<p>The Councils ensure full participation of the different institutions in the formulation of security priorities, including representatives of the city government, police, judiciary, hospitals, centres for social welfare, gender equality commissions, etc. The Council structure and membership composition vary among municipalities.</p>	<ul style="list-style-type: none"> Considering and making proposals to improve the security of citizens, protect property and human and minority rights. Coordinating the work of relevant institutions in order to improve overall security of citizens. 	<p>The practice of MSC is not introduced in all municipalities in Serbia. However, in lieu of MSC, many municipalities have established similar bodies that in their scope of work encompass security and gender dimension (such as for example municipal committees for the prevention of addiction, human trafficking, school safety councils, etc.).</p>

2.1. National-level gender and security mechanisms

The Gender Equality Council and the Gender Equality Directorate are responsible for the promotion of gender equality at national level. The former is an inter-ministerial advisory body primarily tasked to monitor and improve gender mainstreaming within the Government of Serbia line ministries, while the latter under the Ministry for Labour and Social Policy coordinates gender policies within the executive. A recently established special unit within the Statistics Institute supports their work by providing sex-disaggregated data and statistics. The parliamentary Gender Equality Committee, the Deputy Ombudsperson and the recently appointed Commissioner for the Protection of Equality are mandated to monitor and oversee the executive's performance. The National Security Council, the main body responsible for coordinating the work of key security institutions, is still in its development phase. Finally, the parliamentary Defence and Security Committee ensures oversight of Serbia's traditional security sector entities. Serbia's first gender equality mechanism was established by the National Assembly in 2002.

Representation of women in national Parliament

After national parliamentary elections in 2008, the representation of women in the National Assembly of the Republic of Serbia doubled from 11% to 22%. Despite this increased participation of women in the legislative body, a "critical mass" of 30% in the Serbian parliament has not yet been achieved. The National Assembly's committees whose competencies cover security issues are run by men who hold positions of chairpersons and vice-chairpersons. There is noticeably discrepancy in the number of female members of these committees. Out of 17 members of the Defence and Security Committee there is only one woman. The representation of women in the Foreign Affairs Committee is more favourable (64.7% of men and 35.3% of women), which is above average as regards the overall representation of women in the National Assembly.

Textbox 1: *Representation of women in the National Assembly of the Republic of Serbia*

The Gender Equality Committee has played a significant role in putting gender equality on the parliamentary agenda and providing expertise to refine gender-related legislation proposed by the Government. At the time of its establishment, the Committee was the only official mechanism promoting gender equality. It was a major partner of CSOs and later advocated adoption of the Gender Equality Law. The Committee has held more than 30 meetings devoted to gender issues, including security governance topics such as domestic violence and human trafficking. To the best of our knowledge, this committee has so far not held a joint session or undertaken any joint initiative regarding security and gender with the Security and Defence Committee. There have been some announcements suggesting that the Committee might be disbanded pending the development of new rules of procedure aimed at consolidating the number of authorised parliamentary committees and implementation of the provisions of the newly adopted Law on Parliament. It remains to be seen whether the Gender Equality Committee will be maintained in the new committee structure framework.

The Defence and Security Committee is the main parliamentary body in charge of oversight of traditional security institutions – military, police and intelligence services. There are other committees in charge of the judiciary, foreign policy and customs (See Table 1). Of the 17 Parliamentarians who are members of the Committee, only one is a woman,

representing an opposition party. Despite its broad mandate, the Committee's performance has been affected by limited interest in and knowledge of gender issues and the strong veto powers of its chairperson, elected by the opposition.¹⁵ Moreover, its work has been affected by the divergent views of its members, and has focused mainly on reacting to daily political developments and formal reviews of annual reports submitted by police, military, and security services. The impact of the committee could be strengthened by consulting governmental and independent experts on a more regular basis, and enhancing its capacities to develop guidelines or policy recommendations to the different security institutions. In its present composition, the committee organised three field visits all of them to the headquarters of the three security-intelligence agencies based in Belgrade. Since 2004, the committee only held two sessions outside Belgrade (in April and September 2004). These limitations have also been noted in the European Commission Progress Reports 2008 and 2009 Progress Reports.¹⁶ The only relevant basic material available to Committee members on security and gender is the DCAF *Gender and SSR Toolkit*, and it has rarely dealt with security issues from a gender perspective. Although it cooperates well with some CSOs, cooperation among the various committees is rather poor.¹⁷ In order to monitor implementation of legislation on gender mainstreaming in security institutions, Parliament needs to develop mechanisms for regular inter-committee communication and coordination. It should also establish contacts and develop meaningful cooperation with all relevant government, non-governmental and international stakeholders.

The next level of coordination are national mechanisms, comprising, the Gender Equality Council and the Gender Equality Directorate. **The Gender Equality Council** was founded in 2002, but was constituted only in 2004 when relevant institutions named their representatives and a first Council session was held. The Council is an inter-agency expert and advisory body mandated to address gender equality that reports directly to the Government. Its main strength is that its membership comprises 27 representatives of the Ministries of Labour and Social Policy, Health, Education, Economy and Regional Development, Interior (police), Foreign Affairs, Finance, Culture, State Administration and Local Self-government, and Human and Minority Rights, as well as representatives of academia and civil society. The Ministry of Defence is not represented in the Council. A possible explanation is that the Council was under the jurisdiction of the former State Union of Serbia and Montenegro when it was created. Since those circumstances have changed this gap could be filled by expanding the Council's membership to include Ministry of Defence representation. Should this not be feasible for any reason, a possible alternative could be membership in a specific working group set up to deal with mainstreaming gender in the security sector.

Despite its lack of executive powers, the Council has for many years been the main coordinator in the development of gender-related policies. First and foremost, it played an important role in developing both the Draft Law on Gender Equality and the National Action Plan for the advancement of women. It also initiated Government funding of gender-related activities. The Council is well known for its ability to coordinate a highly participatory process in the development of key policies. Representatives of central Government and provincial institutions, CSOs and individual experts have participated in the Council's activities to analyse legal documents under preparation for adoption by Parliament from a gender-based perspective. Council representatives contributed to the development of plans to monitor

15 The Committee dismissed the Chair during a session held on 29 March 2010 with the explanation that it wanted to increase efficiency. Since then, the committee held five sessions, continuing its routine to react to reports submitted by security institutions, rather than exerting more focused oversight. See the link: http://www.parlament.rs/content/cir/aktivnosti/skupstinske_odbor_lista.asp?Id=43.

16 http://ec.europa.eu/enlargement/how-does-it-work/progress_reports/index_en.htm and http://ec.europa.eu/enlargement/press_corner/key-documents/reports_oct_2009_en.htm

17 According to information received from Mr. Konstantin Samofalov, MP, member of the Defence and Security Committee, Democratic Party.

and implement the UN Millennium Development Goals, the Poverty Reduction Strategy, the Human Trafficking Strategy, the Action Plan for Roma Integration, and other national projects.

Despite its broad legitimacy, the Council's decision-making process is sometimes impeded by its large membership, and its impact limited by the lack of enforcement competencies. Much of its work has not been reflected in adopted legislation. This may be attributed to the accelerated rhythm of legislation adopted hastily, primarily to satisfy EU conditions to allow Serbian citizens visa-free travel in Schengen countries. Today, the functioning of the Council is hampered by various obstacles. Notably, these include lack of sufficient human and material resources. In the period from 2004 to 2007, the Council was co-funded by the Serbian Government and major international actors. Since the establishment of the Gender Equality Directorate, Council resources and office space have been diverted to the latter body. This limits the Council's scope of activities, and its capacity to hire external consultants.

Despite these drawbacks, the Council has great potential to become increasingly proactive by continuing to work successfully through inter-agency working groups mandated to develop gender-sensitive policies in certain areas. The Council's current strategic plan for the period from 2009 to 2013¹⁸ is to establish six working groups in line with the six strategic priority areas identified in the National Strategy on the Improvement of the Position of Women and the Advancement of Gender Equality. The most relevant body for security governance is the working group that will monitor and promote policies aimed at preventing and eliminating violence against women and protecting the rights of victims. It is envisaged that the composition of this group will include experts from civil society and academic circles, as well as representatives of relevant ministries. The main strength of this body is its sector-wide approach to these issues. It remains to be seen how its work is to be coordinated with the Gender Equality Directorate project on gender violence. Besides this initiative, the Directorate's strategic plan for 2009 to 2013 aims to provide support to the National Action Plan to implement the provisions of UNSCR 1325, and to organise a fact-finding visit to women chamber of prison in Požarevac.

In order to promote the role of women in security governance, we suggest that the Council set up a new working group tasked with working towards the integration of gender in SSR processes and institutions. The group could consist of representatives from relevant ministries and the gender equality mechanisms at all levels, as well as CSO representatives and external experts in the field of gender and security. It could be responsible for developing specific and sector-wide security policies to increase the number of women employed, retained and promoted in security institutions where they are under-represented. Another of its tasks could be to develop gender-sensitive policies that aim to ensure that women in general – not exclusively victims of GBV – benefit from their right to access security institution services. If this is not possible, it could be suggested that this work be carried out by a sub-group of the working group dealing with the main priority of the National Strategy for the Improvement of the Position of Women, i.e. to increase the participation of women in decision-making processes and achieve gender equality.

18 Plan and work programme of the Gender Equality Council for the period 2009-2013, adopted in Government's session of 12 February 2010.

“Regional Conference: Gender Equality and the EU integration” was organized by the Gender Equality Directorate under the auspices of the Serbian president Boris Tadić and supported by UNDP in Serbia, in December 2008 in Belgrade. During the conference, the Minister of Labor and Social Policy, Dr Rasim Ljajić, signed a \$3 million project “Combating sexual and gender-based violence”. Apart from the decisions to form the Gender Equality Network at national and regional levels and integrate the Gender Equality Network at the EU level, the participants formulated general conclusions and recommendations for national governments and the whole region. However, there is no information on any follow up on the conference recommendations, and it is not known publicly if another such conference took place in 2009.

Textbox 2: Regional conference on Gender Equality and the EU integration

The Gender Equality Directorate (GED)¹⁹ is a third national-level gender mechanism. Created in 2007 within the Ministry for Labour and Social Policy, it was the first executive body of the Government, established to address gender issues on a national level. Civil society has criticised the Directorate’s positioning within a ministry on the perceived grounds that it impedes its authority to enforce implementation of gender equality and coordinate with other ministries since the latter have the same status as the Ministry of Labour and Social Policy. This is especially a challenge in a country such as Serbia where there is still little recognition in public administrations of their obligations to implement the principles of equal opportunity and gender equality. Moreover, the Directorate has no monitoring or enforcement authority over provincial or local mechanisms to promote gender equality. In spite of this, the Directorate established good cooperation with the local gender equality mechanisms in 2008, succeeded to create a network of local gender equality mechanisms and organize in partnership with the Standing Conference of Towns and Municipalities three conferences in May and June 2010 gathering gender equality mechanisms from different municipalities, decision makers, and representatives of international and local organisations, to further promote participation and active involvement of women in social, cultural, economic and political life of local communities.²⁰ The Directorate is also involved in conducting situation analysis and recommends measures to promote gender equality, including the drafting of relevant laws and other regulations. Its mandate is to provide expert opinion on gender relevant legislation or policy. Members of the Gender Equality Directorate and the Gender Equality Council also supported the preparation Serbia’s report to the Committee on the Elimination of Discrimination against Women (CEDAW) drafted by the Ministry for Human and Minority Rights, and engaged in capacity building for the preparation of similar reports to CEDAW in the future.²¹

To date, the Directorate’s s major activity has been to implement a project to Combat Sexual and Gender Based Violence (SGBV) with the financial support from the Norwegian Government and expert technical input on recognised international standards from the United Nations Development Programme (UNDP). The project is being implemented over three years (2008-2011). Its aim is to strengthen the capacity of the Gender Equality Directorate to develop and introduce: systematic solutions to address sexual and gender-based violence

19 Official website of the Directorate for Gender Equality, Ministry for Labour and Social Policy http://www.minrzs.gov.rs/cir/index.php?option=com_content&view=article&id=55&Itemid=79=sr

20 Standing Conference of Towns and Municipalities of Serbia, <http://www.skgo.org/reports/details/858>.

21 Information received during interviews with Dragana Petrović, Executive Secretary of Gender Equality Council, Natalija Miićunović, Director of Gender Equality Directorate and Vesna Jarić, Gender Advisor, Gender Equality Directorate.

through the national strategy to combat GBV; standard procedures and protocols for victims' support services; a coherent GBV data-gathering system; horizontal and vertical coordination among relevant institutions and to raise awareness of the general public, professionals in relevant institutions and policy makers on this issue.²² For further information on the results of this project see *Addressing the security needs of women and men* (section 5). The main constraints in the Directorate's work relate to its funding and insufficient number of qualified staff. For example, the 2008 Government budget did not allocate funds to the Directorate, which made up for the shortfall through donations from the United Nations Development Fund for Women (UNIFEM) and UNDP.

Gender mainstreaming throughout public administrations needs to be supported by **the Statistics Institute**, which only recently carried out pilot research to determine the differences in the status of women and men in Serbia. The findings were published in a report on "Women and Men in Serbia" between 2005 and 2008, which also included information on the activities carried out by the Institute in 2009 with the assistance of the Gender Equality Directorate. In its preparation of the "Development Strategy for Official Statistics of the Republic of Serbia for the period from 2009 to 2012", the Directorate underlined the importance of including sex-disaggregated data in official statistics. This suggestion was recognised in the aforementioned strategy which makes provision for registering sex-disaggregated statistics and statistics on specific gender issues, such as GBV, in the following areas: demography, labour market, earnings, labour costs, education, culture, social welfare protection, criminology and victims' statistics, and overall living standards. For this purpose, a special unit – the **Section for Social Indicators, Judicial and Gender Statistics** – was set up within the Institute. The Directorate urged the statistics unit to include a gender component in a trial census carried out in 2009 and to do the same in an official census planned for 2011. If applied, this would undoubtedly strongly influence the design and implementation of institutional gender policies and protocols, and strengthen gender-sensitive planning and budget processes.

The Ombudsperson (Serbian: the Protector of Citizens)²³ is an important component of oversight mechanisms at central level. It is an independent institution mandated to protect and promote the rights of citizens and to control fair and legal workplace practices by public administrations, institutions, agencies, bodies and other legal entities entrusted with public powers. The Ombudsperson is elected by and reports to national Parliament. Although the Law on the Protection of Citizens was adopted in 2005, the position of Ombudsperson was only created in 2007. In line with the law, the Ombudsperson appoints four deputies to assist him/her in dealing with gender equality issues and protecting the rights of specific groups such as persons deprived of liberty, children, national minorities and persons with disabilities. **A Deputy Ombudsperson in charge of gender equality**, Ms. Zorica Mrsevic, was appointed in 2008 and focuses on combating domestic violence. The relatively small number of civilian complaints regarding gender equality in comparison to other issues is a consequence of low public awareness of their rights, as well as lack of recognition of the potential of state institutions to address all forms of discrimination. The work of the Deputy Ombudsperson has so far focused mainly on measures to respond to discriminatory acts rather than preventive action.

Finally, another key component of central oversight mechanisms is the recently elected **Commissioner for the Protection of Equality**.²⁴ The Commissioner has a crucial role in

22 The UN Secretary General's database on violence of women, <http://webapps01.un.org/vawdatabase/searchDetail.action?measurid=24663&baseHREF=country&baseHREFId=1151>. For the purpose of awareness raising, the Gender Equality Directorate has successfully organized 17 public hearings throughout Serbia during the campaign 13 Days against Domestic Violence in 2008.

23 Official website of the Protector of Citizens <http://www.ombudsman.rs>.

24 Ms. Nataša Petrušić, Commissioner for the Protection of Equality.

monitoring implementation of the Anti-discrimination Law and can receive and consider citizens' complaints in this regard. Her role will be to assess whether discrimination has occurred in a particular case, and to implement protection measures in accordance with the law. The Commissioner also has the authority to initiate other measures to promote equal rights for citizens, and to regularly report to Parliament and other public authorities on cases of discrimination. In 2010, the Commissioner's work will suffer from certain constraints, primarily government budget restrictions adopted before her appointment. The 2010 budget makes no provision for funding of the Commissioner's work.

2.2. Provincial gender and security mechanisms

The most notable progress in the promotion of gender equality and gender mainstreaming in public policy in Serbia has so far been achieved in the Autonomous Province of Vojvodina where most gender mechanisms were established 2002, earlier than in the rest of the country. The main executive gender mechanism is the Secretariat for Labour, Employment and Gender Equality within the Executive Council of Vojvodina (provincial government). In its work it receives advisory support from the Gender Equality Council and expertise from the Institute for Gender Equality established in 2004. As at the national level, monitoring of the executive is exercised by the parliamentary Gender Equality Committee in the provincial assembly and by the Deputy Ombudsperson for Gender Equality within the Office of the Provincial Ombudsperson. The work of these provincial institutions is restricted to gender mainstreaming in policies for which Vojvodina has autonomous authority. Security issues in Vojvodina remain under the sole jurisdiction of the national authorities. However, a Provincial Safety Council - an inter-agency advisory body – has recently been established to assist coordination between the Ministry of Interior and the provincial authorities. There is also a Security Committee in the Provincial Assembly with limited oversight capacity. Despite their limited authority over security policy-making, provincial gender mechanisms nonetheless achieved major successes in this field through effective partnerships established with security and gender institutions at all three governance levels: national, provincial and local.

The Secretariat for Labour, Employment and Gender Equality of the Autonomous Province of Vojvodina is a top-level executive mechanism for the promotion of gender equality in the Autonomous Vojvodina. Since its establishment as a department of the Executive Council in 2002, the Secretariat's gender equality unit has remained highly active with a focus on gender equality promotion, cooperation with relevant institutions and governmental and non-governmental organisations, and the establishment and strengthening of mechanisms to ensure equal opportunities for women and men. The interviewed representatives of provincial gender institutions stressed that progress achieved in this regard necessitated clear competences and objectives, as well as strong political support at the provincial government level. They also attributed their achievements to a number of favourable circumstances in their environment: a well-organised programme in women's/ gender studies at the University of Novi Sad; very active women's CSOs; women holding senior political posts; and women experts in the media, trade unions and other institutions. **The Gender Equality Council** provides expert advisory assistance to both the Secretariat and Vojvodina's Executive Council in the field of gender equality. At the proposal of the Secretariat in 2004, the provincial assembly decided to establish a **Provincial Institute for Gender Equality**. The main objective of the Institute is to advise and support the executive government in the implementation of projects, programmes, actions and laws that aim to improve the status of women and contribute to gender equality. Among its many activities,

Gender-sensitive budgeting in the Autonomous Province of Vojvodina

The national Government budget and the specific budgets of individual Government institutions are not gender-sensitive. Since 2007, UNIFEM has been helping to bridge this gap through its programme Gender Responsive Budgeting in South East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability. Its main partners in Serbia have been the Secretariat for Labour, Employment and Gender Equality of the Autonomous Province of Vojvodina, CSOs and local government entities. Since June 2009, UNIFEM has been supporting ongoing gender-responsive budgeting initiatives in eight towns and municipalities in Serbia. UNIFEM support includes: capacity building and gender analysis of employment programmes and sectors within municipal budgets. Capacity building targets public officials and gender equality advocates, and aims to ensure that policies and budgets are gender-responsive, and that gender analysis and gender-responsive budgeting are used as tools for meeting gender-equality commitments. Gender analysis was conducted for all employment programmes supported by the provincial government of Vojvodina, as well as for specific sections of municipal budgets in several towns in Serbia. The findings led to recommendations to local governments. In the near future, UNIFEM plans to continue supporting gender-responsive budgeting at provincial and local levels, and to initiate this work at national level.

Textbox 3: *Gender-sensitive budgeting in the Autonomous Province of Vojvodina*

the Institute also conducts scientific research on gender equality and provides tailored training on gender issues.

Since 2002, the Secretariat has links and works directly with municipal gender mechanisms, which have so far been established in more than 20 municipalities in Vojvodina. The gender equality unit of the provincial Secretariat monitors the establishment of gender equality commissions/councils and the appointment of gender focal points in Vojvodina municipalities. The Secretariat provided support to local gender equality activities by lobbying mayors and other municipal decision-makers to establish gender equality commissions or focal points. It also advised on procedures for establishing local gender equality bodies, and on their form and composition, as well as providing guidelines for their activities. In addition, seminars were organised to provide members of local gender equality bodies with basic knowledge and skills in the field of equal opportunities.

Secretariat support also involves regular visits to municipalities with existing gender equality bodies, or where the establishment of such a body is in progress. At the same time, the Secretariat organises periodic meetings with representatives of all gender equality commissions and gender focal points. During these meetings, the activities and plans of commissions are considered, identified problems are discussed, relevant information is exchanged and contacts between gender equality bodies from different municipalities are strengthened. The Secretariat has also provided financial support for several activities implemented by municipal gender equality commissions. Significant support in the establishment and training of gender focal point personnel is provided by the OSCE, on the basis of the Memorandum of Agreement it signed with the Secretariat in the second half of 2003.²⁵

²⁵ Report on the development of local mechanisms for the achievement of gender equality, available at: <http://www.psrzrp.vojvodina.gov.rs/pages/DokumentiRavnopravnostiPolova.php?DICat=4&DIItem=3e01a669a3ad0a6692443db51b1f1026&lang=en>.

Representation of women in Provincial Parliament

After the provincial elections in 2008, women's participation in the National Assembly of the Autonomous Province of Vojvodina was reduced by 6% (from 19% to 13%), leading to the conclusion that women's representation is far below the legally defined minimum and far from satisfactory. In parallel, the rate of women represented in municipal assembly committees has stagnated, as well, in comparison to the previous period.

Textbox 4 : *Representation of women in Provincial Parliament.*

Provincial Ombudsperson²⁷ plays a significant role in efforts to achieve gender equality in Vojvodina. The Provincial Ombudsperson is responsible for ensuring that Vojvodina's provincial and municipal authorities, organisations, and public services respect human rights and freedoms. The Deputy's task is to advise relevant authorities on gender equality regulations. The Deputy also reports to relevant authorities and the public on gender-based discrimination, and initiates legal, disciplinary and other action with relevant authorities after examining such cases, in collaboration with other institutions. In addition, the Deputy organises various events, participates in gender-equality education and awareness-raising programmes, and collects data on domestic violence in Vojvodina. In 2004, the Provincial Ombudsperson launched the project *Networking for Life without Violence*, which aims to initiate cooperation among all relevant government and non-governmental institutions in Vojvodina municipalities that address problems of domestic violence. The Network includes representatives of provincial secretariats that deal with domestic violence. This should result in prompt and efficient reaction to cases of domestic violence at municipal level, adequate protection for victims, and increased public awareness both of this issue and support services available to victims. In recent years, 25 multi-agency municipal teams have been set up within the Network comprising representatives of municipal welfare centres, health care, the judiciary, police, schools and CSOs. Such broad representation has served to build trust in the Network itself and the municipal teams, which also facilitates cooperation in other fields.

At the present time, the **Provincial Safety Council** may represent the best opportunity for ensuring coordination between institutions working on gender equality and security. The Council was established in 2005, but only recently began to work after new members were appointed. It is an expert advisory body within the security system of the Republic of Serbia whose members are the President of the Provincial Assembly and the Vice President of the Executive Council of Vojvodina, heads of relevant secretariats, the chairman and members of the provincial parliament's security committee, Government and opposition MPs, the provincial ombudsperson and representatives of the Ministry of Interior. Besides them, representatives of international organisations, and governmental and non-governmental

The gender mechanism within the legislative branch is the **Gender Equality Committee** of the Assembly of the Autonomous Province of Vojvodina. The Committee has 11 members²⁶ who scrutinise policies developed in the provincial parliament with a view to achieving or improving gender equality in Vojvodina. The Committee also monitors respect for gender quality in policy implementation by Vojvodina's Executive Council. Committee members cooperate extensively with other governmental and non-governmental organisations, which are regularly represented in Committee meetings and relay information to MPs on the position of women in Vojvodina.

The Deputy Ombudsperson for Gender Equality within the Office of the

26 Web-site of the Assembly of the Autonomous Province of Vojvodina: <http://www.skupstinavojvodine.gov.rs/?s=odborpolovi&mak=RadnaTela>.

27 Web-site of the Provincial Ombudsperson, www.ombudsmanapv.org.

organisations may participate in the work of the Council. The latter was established to assess the security situation in Vojvodina, raise public awareness of security issues, and improve overall public security. The main idea was to create an inclusive mechanism for all relevant stakeholders to work together to identify major prevailing problems and to propose remedial action.

2.3. Local-level gender and safety mechanisms

There are currently more than **70 municipal gender mechanisms**²⁸ and **around 100 different multi-agency bodies working on local safety issues** (e.g. municipal safety councils and committees, municipal committees for the prevention of addiction, school safety councils, etc.).²⁹ However, coordination and cooperation between gender and security bodies at the local level remains weak, except in some municipalities where special bodies have been set up to deal with domestic violence issues.

Under the Law on Gender Equality (Article 39), local self-governments are obliged to establish gender equality mechanisms, but they themselves determine their form and set their tasks. It follows that some such bodies are established within municipal assemblies and others within municipal executive branches, while in other municipalities there are gender focal points comprising just one person.

Representation of women in local government

After local elections in 2004, women represented 21% of Municipal Assembly committees' membership, and this ratio remained the same after local elections in 2008. Representation of women among mayors is far lower, averaging 4% in municipalities countrywide.

Textbox 5: *Representation of women in local government*

At the time of writing, there were more than 70 gender equality commissions or committees in local self-governments countrywide registered on the official website of the Network for Gender Equality established by the Gender Equality Directorate.³⁰ The task of local commissions/committees is to formulate the policy of local authorities to promote an improvement in the situation of women. These mechanisms also serve as a channel through which key issues concerning the status of women can be articulated and political consensus at the local level facilitated to implement the principle of equal opportunities and gender equality in practical life.

The first **Municipal Safety Councils** were formed in ten pilot sites chosen to introduce community policing in Serbia with the assistance of the OSCE Mission to Serbia, and of other donors.³¹ The significance of these bodies is that they aim to bring together all relevant stakeholders in order to establish security priorities at community level. It is critical to ensure the full participation of different institutions in the formulation of security priorities, for instance by including representatives of city government, the police, the judiciary, hospitals, social

28 Network of local gender equality mechanisms in Serbia, <http://www.gendernet.rs/lokalni.asp?section=1>.

29 Stojanovic, "Police Reform".

30 Local Mechanisms for Gender Equality, <http://www.gendernet.rs/lokalni.aps?section=1>

31 Pilot Community Policing Programmes has been implemented in the municipalities of Bačka Palanka, Kragujevac, Novi Bečej, Novi Sad, Požega, Vrnjačka Banja, Zvezdara, Požega, Bujanova, Preševo and Medveđa, and as part of the UN Habitat programme Safe Community in a number of municipalities where cooperation between the police, local authorities and the public has been intensified (e.g. Valjevo, Niš).

welfare centres, and other institutions directly or indirectly involved in local safety issues. As part of this programme, Municipal Safety Councils were created in Kragujevac, Novi Bečej, Vrnjačka Banja, Zrenjanin and Zvezdara in 2004, and in the municipalities of Bujanovac, Medveđa and Preševo the following year. Such councils also exist in Novi Pazar, Pančevo and Vršac. Many municipalities established similar bodies whose activities encompass a security and gender dimension (municipal committees for the prevention of drug addiction, human trafficking, school safety councils, etc.). However, centralised decision-making on security issues is the main obstacle preventing such mechanisms from carrying out their tasks effectively.

During the consultations, it emerged that there is a significant lack of information on the SSR process outside the capital city. Consequently, there is a lack of information on how SSR and gender are interrelated and how SSR can contribute to the advancement of women in society. Women are under-represented in all local authorities and therefore insufficiently consulted on security issues in their respective communities. Women are rarely represented in Municipal Safety Councils, and only when these councils address domestic violence issues, as in Kragujevac. Conversely, women have a majority representation in local Gender Equality Councils and other local and provincial gender equality bodies in Vojvodina.



“Participation of women in security sector institutions contributes to better understanding of the needs and problems of all citizens (including women), and ultimately, leads to mutual respect and better relation between security sector institutions and citizens.”

Participant in Kragujevac consultations

Examination of existing practice in Serbia leads to the conclusion that the Municipal Safety Council in Kragujevac represents a good example of how women’s security concerns are prioritised and successfully addressed. More specifically, this council devoted one of its four working groups to the prevention of domestic violence, because the citizens and local government in Kragujevac had recognized this form of violence as one of the main safety concerns in the community. The Commission for Gender Equality also takes part in this working group. The Council is recognized as an effective mechanism because it enables women to express their safety concerns and participate in formulating policies to improve their position in the community. More on results of this working group can be found in the section on *Addressing the security concerns of women and men*.

The lessons learnt in community pilot sites and other municipalities in which local gender and safety inter-agency bodies have established functioning cooperation should be studied and incorporated in the Ministry of Interior’s policy, and supported by other relevant national authorities.

The background features several abstract, solid blue geometric shapes. At the top right, there is a horizontal bar. Below it, a large, irregular shape with a pointed top and a curved bottom edge extends from the right side towards the center. Further down, a smaller, triangular shape is visible on the right. At the bottom, a curved shape follows the bottom edge of the page. The overall design is minimalist and modern.

**COOPERATION
BETWEEN CIVIL SOCIETY
ORGANISATIONS AND
THE SECURITY SECTOR**

While CSOs generally have become important actors in the security sector in the past two decades, in the case of Serbia they were only recognised as such after the overthrow of the Milosevic regime in 2000. During the 1990s, cooperation between government institutions and CSOs was absent, but the change of regime marked the beginning of a new phase in the relationship between the state and civil society. Few CSOs deal directly with the interrelation of gender and SSR. Those that do are mainly advocacy organisations focused on improving security and justice delivery, in particular with regard to GBV such as human trafficking and domestic violence. Women in Black, one of the first local women CSOs, called attention to the implementation of UNSCR 1325 on women, peace, and security in 2002, while a few more CSOs have begun speaking about the status of women employed in the security sector, briefly afterwards.

Security institutions seem most open to cooperation with service-oriented CSOs that work with women victims, and to a lesser extent with rights-based advocacy organisations and think-tanks. They are least inclined to cooperate with activists and organisations that promote the interests of minority, socially vulnerable and marginalised groups.

Despite positive examples of (sometimes even formalised) cooperation between security sector institutions and CSOs, there are too few mechanisms that promote a greater inclusion of CSOs in security policy, both at central and local levels. Mechanisms to promote collaboration between security sector institutions and CSOs are rarely formalised through signed memoranda of understanding or other formal documents. Protocols on combating domestic violence that envisage the participation of CSOs in providing services to the victims of GBV are not legally binding, thus leaving it to the discretion of security institutions and actors to decide whether or not to collaborate with CSOs. The most common form of cooperation involving security sector institutions (i.e. police and judiciary) are educational activities (seminars, training, conferences) conducted by CSOs for the personnel of such institutions. On the other hand, CSO proposals that aim to improve existing policies are rarely accepted by the security sector. In order for cooperation to improve, security institutions must institutionalise community-oriented work (e.g. community policing and civil-military cooperation) and their activities should become more transparent. Funding from the 481 budget line (i.e. grants to CSOs) should be reviewed in state security institutions so as to identify ways of making the procedures and conditions for these allocations more transparent. CSOs, especially women's organisations, should improve their knowledge of security issues and understanding of security governance in order to be able to work in a constructive manner with state security institutions.

3.1. Development of civil society in Serbia

The first CSOs in Serbia were created at the beginning of the 1990s, as a response to the wars in parts of the former Socialist Federal Republic of Yugoslavia. These were advocacy and activist organisations that strongly opposed war, violence and the militarisation of society. Some of the most active CSOs at that time were women's organisations, such as Women in Black and the Autonomous Women's Centre, which organised numerous campaigns and protests strongly opposing all aspects of violence and discrimination against women and minority groups.



Illustration 2: "Women in Black" during an anti-war protest in Belgrade³²

At the time, these organisations were often proclaimed as 'national enemies' and 'foreign hirelings' by the Milošević's regime in an attempt to give them a negative image in the public eye. This helps to understand the mistrust and lack of cooperation that even nowadays exist between security sector institutions and women's organisations. After 2000, there was a growing trend towards public and civil society participation in discussion of Serbia's security policies, in clear contrast to the situation under the former regime. In addition, professional and academic cooperation between state actors and local universities and faculties, as well as with CSOs became more common.³³

However, ten years after, the reality of the situation is far from satisfactory. The new Government elected in 2008 seems somewhat more open to dialogue with civil society than the two previous ones. Mechanisms for cooperation with civil society have been set up to some extent, although they do not always work in practice. Some CSOs consider them ineffective and fake because in some cases, despite the active involvement of a CSO in the drafting of gender and security legislation and policies, their recommendations were not reflected in the final drafts of these documents. Some of the interviewed CSOs³⁴ perceive that the Government only consults women's and minority organisations during legislation drafting to legitimise the process, rather than seeking substantial input and advice.

CSOs that deal with gender and security are mainly advocacy organisations that focus

³² Photograph taken from the website of the CSO 'Women in Black', <http://www.zeneucnom.org/>

³³ Zorana, Atanasović, "Civil Society Organisations." In Yearbook on Security Sector Reform in Serbia 2008, ed. Miroslav Hadzic et al. (Belgrade: Centre for Civil-Military Relations, 2009), 357-386.

³⁴ For a list of interviewed CSOs see Annex 1: List of interviewees.

on improving security and justice delivery, in particular with regard to GBV such as human trafficking and domestic violence. The most active rights-based advocacy organisations are: The Autonomous Women's Centre, Anti-trafficking Action (ASTRA), the Victimology Society of Serbia, the Roma Women's Centre BIBIJA, Women in Black, and the Incest Trauma Centre. There are many organisations outside Belgrade that also deal with these issues,³⁵ but most of them do not take a rights-based approach and only provide one-off services to women victims of such abuses (e.g. safe houses for women victims of domestic violence). Women in Black was a pioneer of the rights-based approach in Serbia, and the first organisation to promote UNSCR 1325 on women, peace, and security in the country, where it has worked in tandem with other local women's CSOs towards this goal since 2002.³⁶ However, UNSCR 1325 only became more widely known and accepted in these circles in 2009, when the BFPE, in close partnership with the Ministry of Defence, initiated the project to draft the National Action Plan to advance its implementation.

3.2. Cooperation between security sector and gender community

Most CSOs are interested in establishing cooperation with the police since the latter has the greatest influence in protecting the safety and rights of citizens. Stojanovic (2009)³⁷ highlights that while the police force has developed the best cooperation with organisations that deal with the protection of children and women as victims,³⁸ it is far less involved with organisations with technical expertise such as think-tanks conducting analysis of police reform, and organisations that regularly monitor police compliance with human rights. Police cooperation occurs least with organisations that promote the interests of minority, socially vulnerable and marginalised groups. However, there have been some positive steps with organisations that protect lesbian, gay, bisexual and transgender (LGBT) members of society through a programme for the prevention of hate crimes, and community policing programmes. Civil society representatives believe that the police should act proactively and in a more transparent manner in order to have closer proximity to citizens. On the other hand, Ministry of Interior employees believe that the overly centralised decision-making system and the prevailing organisational culture do not enable them to foster partnerships with members of the public.³⁹ The greatest progress in cooperation with citizens and local-level associations has been achieved in municipalities selected as pilot sites for the introduction of community policing programmes⁴⁰, as well as in the municipalities where the concept of safe communities has been implemented with support from UN Habitat. In the case of the military, cooperation is better with organisations engaged in the promotion of international defence cooperation and integration than with those that promote democratic oversight of the

35 In 2008, there were 37 CSOs providing support to women victims of GBV as quoted in Branković, B. (2009) *Odgovor na neme kritike: Mapiranje usluga koje pružaju NVO u oblasti rodno zasnovanog nasilja*. Beograd: UNDP Serbia.

36 "Women in Black" is the first CSO that raised the issue of implementation of the UNSCR 1325 in Serbia. Since, they launched numerous campaigns related to UNSCR 1325 and delivered the draft resolution 'Women, Peace, and Security' to the Parliament. This draft included main recommendations of the UNSCR 1325 as well as demands that are specific to the socio-political context of Serbia.

37 Stojanović, S. "Police Reform." In *Yearbook of Security Sector Reform in Serbia 2008*, ed. Miroslav Hadžić et al. (Belgrade: Centre for Civil-Military Relations, 2009), 186.

38 Želimir Kešetović, *Final report on the first phase of the project 'Police and minorities and socially vulnerable groups'* (Belgrade, London: OSCE Mission in Serbia, British Council, 2006), 5.

39 These conclusions have been drawn up based on interviews conducted with Mol managers and representatives from CSOs in August 2008, as part of the project Increased citizens participation in security policy, implemented by the BCSP.

40 Pilot Community Policing Programmes has been implemented in the municipalities of Bačka Palanka, Kragujevac, Novi Bečej, Novi Sad, Požega, Vrnjačka Banja, Zvezdara, Požega, Bujanova, Preševo and Medveđa, and as part of the UN Habitat programme 'Safe Community' in a number of municipalities co-operation between the police, the local authorities and the public has been intensified (e.g. Valjevo, Niš).

military in the country. In general, the Ministry of Defence is perceived as more transparent and efficient than the Ministry of Interior in its dealings with Belgrade-based CSOs, contrary to their mandates. This is probably a result of the effective strategy adopted by the Ministry of Defence in 2008 to communicate more publicly on the defence system reform process, and thus gain public support for the latter.⁴¹ There is still however a great need to develop the capacity of Civil-Military Cooperation departments to establish partnerships with local CSOs.

Mechanisms for the collaboration of security sector institutions with CSOs and bodies involved with gender equality issues are insufficiently developed and are rarely formalised through signed memoranda of understanding or other formal documents. Protocols on combating domestic violence that envisage the participation of CSOs in providing services⁴² to victims of GBV are not legally binding, thus leaving it to the discretion of security sector institutions and actors to decide whether or not to collaborate with them. The most common forms of cooperation are educational activities (seminars, training, conferences) conducted by CSOs for members of the police and judiciary. However, proposals by CSOs to improve existing security sector policies to respond to cases of GBV are rarely accepted by the security sector. In 2002, for example, the Autonomous Women's Centre implemented a programme of Good Practice in Combating Domestic Violence, which produced new policy models based on successful practices implemented both in Serbia and abroad (codes of conduct, instructions, data collection, joint planning and coordination of different bodies, etc.).⁴³ It also tried to promote good police practices observed in Kragujevac, Lazarevac and Sombor in relation to cases of domestic violence, but despite its efforts, these models were not replicated in police stations elsewhere in Serbia. Due to a lack of permanent and formal mechanisms for consultations and cooperation between the security sector and civil society, CSOs face problems when trying to promote examples of good practice that already exist in some institutions more widely.

An important element that could foster cooperation between state institutions and CSOs if it was adequately regulated is the process of Government funding for CSOs (state budget line 481). Each state institution is allocated certain funds from this budget line, thus affording them an opportunity to fund CSO projects that complement their own goals and priorities. Since it was introduced in 2003, this budget line has been at the centre of many disputes between CSOs and state institutions, mainly because there are no clear and transparent criteria for CSO project funding. Moreover, under this budget line political parties, religious communities, sports associations and national minority councils are also defined as CSOs, sometimes depriving actual CSOs of funds. Consequently, the criteria for such funding needs to be reviewed in state security institutions, so as to identify ways to make the procedures and conditions for the allocation process more transparent. Government grants to CSOs should be made in line with clear strategic and policy priorities, as is now the case only in Vojvodina. Resources from the 481 budget line could be used not only to award grants to CSOs, but also to pro-actively commission policy proposals and analyses from CSOs.⁴⁴

Regardless of the intensive activities of CSOs and donors, effective coordination of the needs and priorities in this specific area has never existed.⁴⁵ It was only in 2006 that the

41 Popović, Dj. "Military" In Yearbook of Security Sector Reform in Serbia 2008, ed. Miroslav Hadzic et al. (Belgrade: Centre for Civil-Military Relations, 2009), 152.

42 These services are providing shelter from offender, counselling, legal protection, etc.

43 Tanja Ignajtović and Bobana Macanović, "Uspostavljanje mehanizama za praćenje i intervencije u oblasti nasilja u porodici- tri godine rada" [Establishing mechanisms for follow-up and interventions in cases of domestic violence- three years of work] In *Za život bez straha Priručnik 2005/2006*. [Life without Fear, Handbook 2005/2006], ed. Tanja Ignajtović and Bobana Macanović (Beograd: AŽC).

44 Stojanović, "Police Reform", 186.

45 Ms. Dragana Petrović, current Executive Secretary at the Gender Equality Council.

Gender Equality Synergy Group (GESG) was founded as a forum of cooperation among a range of stakeholders in the field of gender equality in Serbia. The GESG brings together international donor organisations with gender equality-oriented programmes and relevant national institutions. Logistical and financial support to GESG is provided by the Canadian International Development Agency (CIDA) and the Swedish Agency for Development (SIDA). There is no further information on the achievements of the GESG's work.

3.3. Examples of cooperation between CSOs and state institutions

The BCSP is the only CSO that has signed a memorandum of understanding formalising a partnership with the Serbian Ministry of Defence. However, the signed memoranda do not guarantee effective cooperation, as much still depends on personal relations. Also, the Provincial Secretariat for Labour, Employment and Gender Equality signed a Memorandum of Business-Technical Cooperation with the Centre for Modern Skills and the BFPE in 2005. The memorandum provides for cooperation between these two CSOs and the Secretariat to implement the project on "Public advocacy for the adoption of the Draft Law on Gender Equality". The project entailed public promotion of the Draft Law, lobbying local governments to support the law, media promotion and public awareness campaigns. It should be noted that the Provincial Secretariat had already established successful cooperation with the BFPE during the joint implementation of the project "Women mayors-education of women politicians" whose aim was to empower women politicians from Vojvodina in more responsible political roles, as well as to support improved living conditions for women and girls in their own city or municipality.

A positive example of cooperation between CSOs and state institutions represents the *Forum for Dialogue with Civil Society Organizations*. The Forum was initiated by the Gender Equality Directorate in late 2008 with the idea to start a broad participatory dialogue with CSOs that deal with gender issues through *ad hoc* meetings. So far, the Directorate held five meetings with representatives of smaller CSOs active mostly outside Belgrade.⁴⁶ The number of participants at the meetings varies, depending on the theme of the meeting. The most visited meeting gathered more than 120 CSOs. The Forum is open to all CSOs, as well as to representatives of local bodies for gender equality. The call for participation proceeds through the official website, daily newspapers and women's networks.

Similarly to Novi Pazar, stakeholders in Bujanovac found that economic underdevelopment, poverty, patriarchal understanding of women's role in society and the small number of women working in decision-making positions on a local level are the biggest challenges for greater inclusion of women in public life and security institutions. These problems are even greater when it comes to minority communities, especially Roma women.

Participant in Bujanovac consultations

⁴⁶ Forum for Dialogue with Civil Society Organizations, <http://www.gendernet.rs/dokumenti.asp?holder=contact&page=64>

Model for the participation of women's organisations in public policy-making

The most frequently cited example of successful cooperation with CSOs highlighted during interviews is the implementation of the Poverty Reduction Strategy in partnership with CSOs. Around 250 CSOs, grouped in different clusters according to priorities and target groups, are involved in implementing the Strategy. Each cluster has a designated contact organisation acting as a facilitator for consultations between CSOs in its group and the Government team in charge of implementing the Strategy. The Women's Autonomous Centre was designated as the contact organisation for the women's cluster. This provides participatory as well as more efficient cooperation with state institutions, since all organisations involved are consulted when formulating priorities. This mechanism proved to be functional and could serve as an example of the successful inclusion of civil society in the formulation and implementation of public policies, also on security issues.

Textbox 6: *Model for inclusion of women's organisations in public policy*

3.4. Civil society initiatives on gender and security

The most comprehensive list of CSOs dealing with gender in relation to various aspects of security is contained in the "Directory of organisations, institutions and individuals interested in security issues"⁴⁷, published by the BCSP and regularly updated on a dedicated website. CSOs can be categorised by their field of activity:

The first is a very broad group of women's CSOs dealing with GBV, domestic violence, women and children as refugees, and trafficked women, etc. including:

- **Women's Autonomous Centre (AŽC)**⁴⁸ founded in 1993 and whose work is based on feminist principles and theory. It achieves its goals through three programmes respectively devoted to: good practice development in the field of domestic violence, women's consultations, and women's health. Activists of the Women's Autonomous Centre are co-founders of the *Women against Violence in Serbia - local network to prevent violence against women* (<http://www.zeneprotivnasilja.net>).
- **ASTRA**⁴⁹ is dedicated to the eradication of all forms of human trafficking, especially of women and children, through a comprehensive approach to solving this problem by advocating a "society free of exploitation, violence, discrimination, and economic and social inequalities". ASTRA is a founder of the National ASTRA Network, composed of 11 member organisations jointly engaged in combating human trafficking.
- The Roma Women's Centre **BIBIJA**⁵⁰ founded in 1998 organises psycho-social workshops and legal counseling for Roma women. Bibija was also instrumental in the creation of the network of CSOs dealing with Roma women's rights. Currently, Bibija is conducting a campaign jointly with the Romano Alav organisation to promote "Roma women equality in the Gender Equality Council". The campaign aims to include Roma women in the work of the National Gender Equality Council and municipal gender councils/commissions.

⁴⁷ "Direktorijum organizacija, institucija i pojedinaca zainteresovanih za bezbednosne teme", <http://www.bezbednost.org>

⁴⁸ Women's Autonomous Centre <http://www.womenngo.org.rs/>

⁴⁹ ASTRA, <http://www.astra.org.rs>

⁵⁰ Bibija, <http://www.bibija.org>

It endeavors to increase the influence of Roma women in decision-making and to create appropriate conditions for their increased participation in human rights protection mechanisms in Serbia.

- **Victimology Society of Serbia (VDS)**⁵¹ was founded in 1997 for the purpose of uniting as many academics and professionals as possible who are interested in the development of victimology and the protection of victims of crime, human rights violations and war, regardless of their gender, religion, ethnicity and other features. The work of the VDS is organised around three main activities: providing information and support to victims, research and education, and a truth and reconciliation programme.

The other group of local CSOs comprises think-tanks with a basic interest in SSR that have implemented certain initiatives related to gender and security.

- One example of think-tanks specialised in security issues is the **Belgrade Centre for Security Policy (BCSP)**, formerly known as the **Centre for Civil Military Relations (CCMR)**.⁵² In its pivotal research on “Mapping and Monitoring of SSR in Serbia”, the BCSP included an overview of implementation of an equal representation principle in the reform process. For the first time, this led to the publication of data on women employed in the military, police, civilian and military intelligence services, the judiciary, parliament, customs, the anti-money laundering authority, and the tax police in the *Yearbook of Security Sector Reform in Serbia*. Since members of the BCSP participated in the drafting process of a National Action Plan on UNSCR 1325, recommendations from the Yearbook were incorporated in the final draft of the Plan.

The third group comprises advocacy organisations, including:

- **Women in Black**⁵³, which developed various initiatives to raise public awareness of UNSCR 1325 in the framework of its regular activities related to anti-militarism, and peace and reconciliation in South East Europe. This organisation has set up a network of CSOs in 14 cities in Serbia.
- **Belgrade Fund for Political Excellence (BFPE)**,⁵⁴ whose activities include programmes on both SSR and women, especially to promote the empowerment of women politicians in local self-governments, and to raise awareness of the provisions of UNSCR 1325 on women, peace, and security. In 2009, the BFPE engaged in a joint initiative with the Ministry of Defence to develop a National Action Plan for the implementation of UNSCR 1325 in Serbia, an initial activity that will ultimately focus more particularly on the status of women in the security sector. A group consisting of 41 representatives of parliament, state administrations (Ministries of Defence, Interior, Foreign Affairs, Finance, Economy and Regional Development, and Justice), non-governmental organisation (the BCSP, the European Movement in Serbia, and the Atlantic Council of Serbia), academics and journalists (RTS, *Politika* daily) worked on the project. The drafting of the National Action Plan and its adoption by the Government of the Republic of Serbia should substantially contribute to enhancing the visibility of women in the security sector, strengthening their engagement in the reform process and improving gender equality.

51 Victimology Society of Serbia <http://www.vds.org.rs/indexe.html>.

52 BCSP, <http://www.ccmr-bg.org/cms/view.php?id=2>.

53 Women in black, <http://www.zeneucnom.org>.

54 BFPE, <http://www.bfpe.org>.

**REPRESENTATION OF
WOMEN IN THE
SECURITY SECTOR**



Since the end of World War II women's access to civilian jobs in the security sector has never been challenged, in contrast to their access to operational posts in traditional security institutions, which have largely remained beyond their reach. Both the police force and the military experimented with the introduction of women in operational posts during the socialist era, but the real change only occurred in this century, when both institutions started basic training and academies to encourage the enrolment of women. In both cases, the first recruitment campaigns were driven by the international donor community or by ad hoc public relations initiatives, both of which were launched without the careful planning required to create a suitable study and work environment for greater numbers of women in the long term.

During the consultations citizens pointed out that the greatest number of women were employed in security institutions not authorized to use coercive means, such as the judiciary, parliament, and civil society. They also noted a significant increase in the number of women employed in the police force and customs administrations in recent years. Both official statistics and consultations indicate that most women in the security sector still work in administrative, analytical and policy-formulating positions, while their representation in operational jobs is significantly lower. Women are almost invisible in managerial and command positions within security institutions that use coercive means (police, military, customs). This is not surprising given that women have not had an opportunity to acquire enough years of professional experience to qualify them for promotion to senior operational posts.

No security institutions have developed gender-sensitive policies that would encourage the retention and career development of women already employed in the security sector. Security institutions therefore need to adopt a more systematic approach to employing more women, improving their working conditions once they are hired, and providing equal opportunities for their career development. The position of women in the security sector is very much a reflection of their current status in Serbian society in general. The perception of the security sector as a "male business" is dominant but is changing, albeit slowly and mainly due to the reform of the sector as a whole. Partnerships between government gender equality mechanisms and civil society could assist in developing adequate strategies to address this issue, both internally and externally.

The findings in this section are based on research on women's representation in the security sector conducted by BCSP between 2006 and 2008, and published in the 2009 *Yearbook of Security Sector Reform in Serbia*. They are also based on updated data on the same topic prepared in the framework of the National Action Plan to implement UNSCR 1325, and collected as part of the joint BFPE-Ministry of Defence project. The majority of findings presented in this section relate to women's representation in the police force. This is because the studies carried out internally by the Ministry of Interior⁵⁵ were available in the public domain, which at the time of writing was not the case in respect to similar research carried out by the Strategic Research Institute of the Ministry of Defense.⁵⁶ To date, the security institutions were not obliged to connect and record sex-disaggregated data, which explains why such data is so scarce. This should change following the adoption of the Law on Gender Equality in December 2009 under which the compilation of gender-sensitive statistics is mandatory for all state authorities (art.12).

4.1. Legal provisions guaranteeing equal representation⁵⁷

The equal representation of women and men in the security sector is guaranteed by constitutional and legal provisions that seek to ensure the equality of all citizens, prohibit discrimination and envisage measures for the attainment of full equality (so-called positive discrimination). Article 15 of the 2006 Serbian Constitution⁵⁸ stipulates that the state guarantees the equality of women and men and develops a policy of equal opportunities, while article 21 enshrines the principle of equality for all in the Constitution and the law, and prohibits all forms of direct or indirect discrimination, especially on the basis of race, gender, national affiliation, social origins, birth, religion, political or other opinion, property status, culture, language, age, and mental or physical disability. Article 53 safeguards citizen's rights to assume public service positions and offices under equal conditions. Article 60 affirms the rights of all citizens to work and to choose their professional occupation freely, to access all

workplaces under equal conditions, and to benefit from other labour rights, notably the right of women, the young and the disabled to special protection.

The aforementioned constitutional principles were to some extent elaborated in the framework of legislation on state administration. Thus the *Law on Civil Servants*⁵⁹ prohibits conduct that favours or discriminates against civil servants with regard to their rights and

"It is essential that the structure of the population reflects in all institutions. The participation of women, especially women from minority communities, leads to a discussion of issues that otherwise would not be discussed."

Participant in Novi Sad consultations

55 Snežana Novović, "Žene u policiji" [Women in Police] (Belgrade: VŠUP).

56 Since the first women enrolled in the Military Academy in 2007, the Strategic Research Institute carried out regular evaluation of their progress, including a military opinion survey regarding women in the military and a survey on female students. While this research was partially presented in a number of conferences, most of these internally produced publications were not made available to the general public.

57 For detailed overview of relevant extracts from legislation check Annex 3: National legislation and policies related to gender and security issues.

58 Constitution of the Republic Serbia, http://www.parlament.gov.rs/content/lat/akta/ustav/ustav_1.asp.

59 Law on Civil Servants, Official Gazette of the Republic of Serbia, No. 79/05, 81/05 – corr., 83/05 – corr. and 64/07.

obligations, and ensures that all people may apply for civil service positions under equal conditions (art. 7 and 9). Articles 18-23 of the *Labour Law*⁶⁰ also prohibit discrimination on any grounds and specify the actions deemed discriminatory under the law. The Law on Gender Equality introduces an equal opportunity policy, which should give an impetus to the equal participation of women and men in all phases of planning, formulating and implementing policies that influence the lives of both women and men. This law also introduces positive measures to address gender-based discrimination, as well as procedures for the legal protection of victims of discrimination. Moreover, it provides additional legal safeguards, complementary to the provisions of the Law on Labour, related to the employment rights of women, including equal pay for women and men in the same positions, equal access to employment positions, and to promotion and professional development (Articles 11-23). This law furthermore encourages positive action both in public administration and private business to increase the representation of women in professions where they are significantly under-represented, notably in decision-making positions. The Anti-Discrimination Law adopted in 2009 provides for the appointment of a Commissioner for the Protection of Equality who, in parallel with the work of the Deputy Ombudspersons for Gender Equality, should protect the rights of victims of all forms of discrimination, including gender-based discrimination.

4.2. Employment of women in operational posts during socialism

The first operational openings for women in traditional security institutions were traffic police officer posts. The first women traffic police officers were employed at the end of World War II in 1944. Their successors were recruited in the next wave of massive recruitment in 1976.⁶¹ The Yugoslav People's Army (JNA) allowed women to sign up for military service or acquire reserve officer corps training for a brief period between 1983 and 1986. In this period, for example, twenty women pilots graduated from the Reserve Corps Training School in Zadar.⁶² However, the main institutional recollection from that period suggests that the majority of women joined the military 'only to get married'. This perception is still prevalent among older and senior employees in the Ministry of Defence and even today inhibits acceptance of women in the military. Another important recruitment source for women defence experts was the Faculty of Security Studies (formerly known as the Civil Defence Faculty), which ran a special civil defence study programme that included military training in Sarajevo and provided background knowledge and experience for military posts. Programme graduates received military reserve corps status. This programme had always been open both to women and men. The majority of women currently employed in various operational positions in the Serbian defence system (including 19 in the military officers' corps) are graduates from this programme, or work in medical units.

The only institution which continuously provided training for women to accede to operational positions in the security sector since its establishment in 1972 was the Police College. Women were allowed to enrol there in a three-year higher education vocational programme tailored for mid-level professional development. However, since the inception of this institution and until 2002, there was a 10% maximum quota for female candidates authorised to participate in the programme. Some women who successfully completed the

60 Labour Law, Official Gazette of the Republic of Serbia Nos. 70/01 and 73/01.

61 SEPCA: WPON report, 23.

62 Dragana, Alargić and Miodrag, Bajić, "Osnovne pretpostavke racionalnog anagažovanja žena u Vojsci" [Basic presumptions for rational engagement of women in the Military] In *Žene u vojsci* [Women in Military], ed. Vladimir Bilandžić et al. (Belgrade: Ministry of Defence of the Republic of Serbia, OSCE Mission in Serbia), 184.

programme were employed in the Border Police during the nineties. The fact that significantly more women than men who both completed the Police College syllabus and gained employment with the Ministry of Interior opted for non-police jobs shows a general lack of support.⁶³ At the beginning of the nineties a certain number of women already employed in civilian police posts were allowed to transfer to operational posts at the Belgrade police operational centre on an ad hoc basis.

4.3. Major recruitment of women after 2000

Traditional state security institutions started to recruit greater numbers of women in operational posts first in the Ministry of Interior in 2002 and five years later in the Ministry of Defence. In both cases, the first recruitment campaigns were initiated by the international donor community and carried out on an ad hoc basis without careful planning for follow-up action.

It was on recommendations made in the framework of police reform needs assessments conducted by the OSCE and the Council of Europe⁶⁴ that the first post-Milosevic Government introduced a desired 30% quota for women employees in the police force. The first step towards reaching this target was to recruit women for basic police training, i.e. the Police Officers' Course. During 2002 and 2003, three such courses were organised exclusively for women. These courses lasted four months, compared to six months for equivalent courses for male recruits.⁶⁵ The police officer courses for women were conducted in line with the existing curriculum, but included no field training.⁶⁶ The exception was the border police course, which was the same both for women and men.⁶⁷ A 2004 OSCE report on police reform since 2000, indicated that separate training organised for women and men was one of the flaws of the system.⁶⁸ The main contention of the report was that since female and male officers were to engage in the same police work, their training curricula should be identical. Subsequently, this approach was adopted in 2004 and since then basic police training courses have been organised jointly for both women and men.

The greatest progress in institutionalising women's recruitment into the police service was made when the new model of basic police training was adopted in December 2005 in the framework of a *Strategy for the Police Training and Education System*.⁶⁹ The strategy stated that instead of a six-month course, all future employees of the Ministry of Interior would have to go through a standardised 18-month training course. This consisted of 12 months' study at the Basic Police Training Centre (BPTC) in Sremska Kamenica and six months of field training with mentoring. The new training model was designed to attract women aged between 19 and 25. During its promotion, significant efforts were made to encourage women to enrol. The results were clear: of the 3,850 candidates who applied

63 Novović, "Women in Police", 93.

64 Marina Blagojević "Iskustva policije Srbije u osposobljavanju žena za poslove u oblasti bezbednosti" [Experiences of the Police in training women for police work] in *Žene u vojsci* [Women in Military], ed. Vladimir Bilandzic et al. (Belgrade: Ministry of Defence of the Republic of Serbia, OSCE Mission in Serbia), 39.

65 Proposed response to the CCMR enquiry – indicators for the Security Sector Reform Index in Serbia, MoI, General Police Directorate, Directorate for Analytics, November 2008, p.2

66 Blagojević, "Iskustva policije Srbije u osposobljavanju žena za poslove u oblasti bezbednosti" [Experiences of the Police in training women for police work], 156.

67 Novović, "Women in Police", 41.

68 Mark Downes "Police reform in Serbia – towards the creation of a modern and accountable police service" (Belgrade: OSCE Mission to Serbia and Montenegro, Law Enforcement Department, 2004), 33.

69 Available at: http://prezentacije.mup.sr.gov.yu/upravazaobrazovanje/strategija/Strategija%20razvoja%20sistema%20obuke%20i%20obrazovanja_221205-.htm.

to enrol in the first BPTC class in 2007, 1,015 or 26% were women. In the second class in 2008, 32 women, or 24.8% of the 129 applicants accepted for enrolment were women. All women who passed the entrance exams qualified for enrolment under the same conditions as male applicants. The enrolment criteria were the same for both sexes, apart from basic motor skill tests which take into account the different physical attributes of women and men.

The higher police education institutions also fully opened their doors to women in 2002 when the 10% quota ceiling on women's enrolment in the Police College was abolished. In addition, women were for the first time allowed to enter the Police Academy, nine years after it was established in 1993, although their enrolment was limited to a maximum 20% quota. In 2006, the Police College and Police Academy were merged into a single institution – the Academy of Criminalistic and Police Studies – offering three-year vocational and four-year academic study programmes.

The Conference “Women in the Military” was a one-time event, organized by the Strategic Research Institute of the Ministry of Defence in cooperation with the OSCE Mission to Serbia in October 2006. The conference was dedicated to the position of woman in the Serbian Army and discussed the experiences from Russia, Slovenia, Hungary, Romania, Great Britain and France, as well as the experiences of representatives of various international organisations. The compilation of the papers presented at the conference was published as a collection of papers “Women in the Army”.

Textbox 7: The Conference “Women in the Military”

Similarly, after co-organising a conference on “Women in the Military” with the OSCE Mission to Serbia in 2006, the Ministry of Defence announced in 2007 that women were authorised to enrol in the Military Academy. A year later, for the first time in the history of military education institutions in Serbia, the Ministry of Defence invited women to apply for admission to the Military Academy. During the 2007/2008 academic year, the Military Academy admitted 30 women as regular students.⁷⁰ Although such efforts represent some progress, gender equality in the defence system in Serbia has yet to reach a satisfactory level.

4.4. Quotas as obstacles to the recruitment of women

After significant initial efforts were invested to promote the recruitment of women, security institutions failed to develop a strategic approach to achieve this goal. This meant that they lacked a clear policy to set time-bound targets for women's recruitment, as well as the tools, channels and dedicated resources needed to encourage women to apply for entry-level training.

The needs assessment showed that no security institutions had a specific policy for recruiting women, except for setting up limits to the number of women that could be enrolled into Basic Police Training, the Academy of Criminalistic and Police Studies and Military Academy. Although the establishment of quotas for women's recruitment may encourage women to apply for employment in the security sector, such quotas ultimately also indirectly

⁷⁰ “Školovanje devojaka,” [Education of Girls] Vojna Akademija, <http://www.va.mod.gov.yu/cms/view.php?id=1831> (accessed on July 24, 2008).

limit the number of women able to apply for employment and to benefit from promotion opportunities in the police force and the military.

A quota for women is currently still applied for basic police training and undergraduate studies at the Academy of Criminalistic and Police Studies (funded from the state budget)⁷¹, and at the Military Academy. A maximum of 30 women are accepted each year in the basic police training course compared to 90 male entries. Only 15 or 21% of the 70 places open for enrolment each year in the Academy of Criminalistic and Police Studies are allocated to women, while 15 or 30% of the 50 places in annual vocational study programmes are reserved for women.⁷² These limitations do not apply to undergraduate studies if the students pay tuition fees, nor do they apply to graduate courses. Since the establishment of the Academy of Criminalistic and Police Studies in 2006 and until the beginning of the 2008/2009 academic year, a total of 300 sponsored and self-funded students had enrolled there, of whom 30 or 10% were women.⁷³ The Ministry of Interior approved these enrolment quotas. However, given the high level of women's interest in police careers and the fact that more women pass the entrance exams than are admitted to serve in the police force, these ceilings on women's enrolment should be abolished. Women should be allowed to compete with their male colleagues for sponsored training based exclusively on their performance.

The quota for women's enrolment in the Military Academy is set each year 'based on a job needs assessment' prepared by the General Staff.⁷⁴ As a result, in 2007 when women were for the first time allowed to enroll, 19 women entered the Academy, or 17,3% of all admitted cadets. In 2008, 39 women cadets (20%) enrolled. In 2009 and 2010, respectively 47 (20,7%) and 52 women (21,66%) were admitted. Based on this data, it may be concluded that while the total number of women cadets in the Military Academy has increased each year, their representation remained at approximately 20%. No quota is set for the recruitment of women in the training for professional soldiers, but the number of selected candidates depends on how many women apply and the 'needs of military units'. In the first cycle of training for professional soldiers, 3% of accepted trainees were women, while in the seventh and last cycle they represented 16% of the total. These figures indicate that not all levels of police and military education are equally accessible to female and male candidates, despite the principle of equal opportunities in place.

In order to remedy the unequal representation of women in the police and military,⁷⁵ the active promotion of women's recruitment should continue, including a minimum quota of women in all forms of training and education. The state security institutions in which women are under-represented should establish quantitative success indicators for measuring the level of representation of women in the police service, military and customs. This would entail the collection of sex-disaggregated data on recruitment and the establishment of clear targets regarding the desired number of women in operational posts, as well as constant monitoring of these figures. A good example of such a policy would be the initial target set in 2001 to recruit women to fill in 30% of operational posts in the police service within five years. However, this statistical data should not be regarded as a quota for affirmative action, but rather as a target against which the level of recruitment of both male and female candidates, and members of national minorities would be measured. For this to be effective, the human resources departments of the Ministries of Interior and Defence would need to

71 Proposed response to the CCMR enquiry – indicators for the Security Sector Reform Index in Serbia, MoI, General Police Directorate, Directorate for Analytics, November 2008, p. 1–2

72 Proposed response to the CCMR enquiry – indicators for the Security Sector Reform Index in Serbia, MoI, General Police Directorate, Directorate for Analytics, November 2008, p. 1.

73 Danijela Spasić, "Žene u sistemu policijskog obrazovanja stanje i perspektiva ženskih ljudskih prava" [The place of women in police education and perspective of women's human rights], Temida (September 2008): 51.

74 Belgrade Fund for Political Excellence "National Action Plan for Implementation of UNSCR 1325 in Serbia", (Belgrade: BFPE)

75 According to the 2002 Census, there are 3,852,071 women in Serbia (51.3 per cent) and 3,645,930 men (48.7 per cent).

systematically monitor data on the gender composition of the police and military forces in order to measure increases or decreases in women's representation. Special emphasis should be placed on aiming for equal representation in operational and managerial positions. In addition, these statistics should be reviewed periodically by carrying out in-depth studies into the motives of women and members of national minorities for joining or leaving the police, military or customs.⁷⁶ The studies' findings should be presented on a regular basis to the public, alongside campaigns to promote a greater representation of women in security professions.

4.5. Recruitment campaigns and information about working conditions

The consultations indicated that both the police and military either resort to formal channels for recruitment campaigns such as official websites, mainstream newspapers and television appearances, or expect female candidates to find information themselves. Therefore, it was suggested that special campaigns for women's enrolment in the military and police academies and for employment in security sector institutions should be developed. These campaigns should be more visible publicly in order to target greater numbers of women, and renewed every year until a critical mass of women is employed in security institutions. The campaign 'Call for Applications' should pay special attention to the design of promotional material directly targeting teenage girls and women. Special attention should also be paid to the placement of promotional materials in the media, as well as in public places most likely to be frequented by women. Training could be provided to leading media to increase their understanding of the need to promote gender equality and to draw increased public attention to gender issues, and to offer media professionals guidance in this regard.

The research carried out independently by Snežana Novović in the Ministry of Interior and the Strategic Research Institute under the Ministry of Defence shows that most young

In Bujanovac, out of 300 police officers, only 15 are women (one being Albanian). Out of this number, only one woman is a police inspector (working on human trafficking), while the rest are working in administrative jobs. It was underlined that mixed patrols, with male and female officers are far more efficient in resolving some issues than those which consist only of men. It was also found that since 2003 only 3 Roma officers have been working in the police, none of them being women. Participants emphasized that poverty makes matters even worse for Roma women who, without elementary and high school education, cannot be involved in the work of local institutions.

⁷⁶ In preparation for the new Basic Police Training in 2006, a study on motives of women and national minorities for joining the police was carried out. The MoD Strategic Research Institute carried out a similar study for military. As far as we know none of the institutions has carried out research on reasons for leaving the job at this stage

women apply for positions in the police and military because they find that the work is interesting, offers employment security and gives them an opportunity to help others. The interesting components of police and military work should be further promoted, as is the case on the Serbian Armed Forces website where different careers of women employed in the military are presented.⁷⁷

Research carried out for the purpose of establishing the Women's Police Office Network in South East Europe shows that most female candidates are informed about working conditions in the security sector through direct contact with family and friends/acquaintances.⁷⁸ Therefore, it is also important to provide opportunities for interested candidates to obtain such information through direct contact with people already employed in security institutions. This could be achieved by arranging visits of both female and male police/military officers to primary and secondary schools and by organising open-day information sessions in local police stations or military barracks. Partnerships could also be set up between relevant municipal authorities⁷⁹ and youth and women organisations to attract and promote women's employment in security institutions. In addition, members of interviewing panels should receive gender training to ensure that they are gender sensitive when screening potential female candidates.

During the consultations, it was frequently proposed to involve women holding senior operational positions in the police and military in recruitment campaigns. This would enable them to share their professional experiences with and serve as role models for potential female candidates. It was further recommended that women cadets at the police and military academies be given an opportunity to interact with women who already had successful military and police careers. It was suggested that this could be achieved either by increasing the number of female teachers at these education institutions, or by frequently inviting qualified women as guest lecturers. More specifically, the number of women police instructors involved in the basic police training course could be increased.

4.6. Position of women already employed in security sector

The number of women employed in the security sector in Serbia has yet to reach an acceptable level, especially in state institutions such as the Ministries of Interior and Defence and the Customs Administration within the Ministry of Finance (departments of customs investigations and the prevention of smuggling). Women are more often represented in administrative, analytical and policy-formulating positions, as well as in lower- and middle-level executive positions.

The security sector in Serbia typically has a male-dominated recruiting service and lacks civilian experts. Therefore, both the Ministries of Interior and Defence have more officers than civilians, i.e. more male than female staff.⁸⁰ The defence reform process seeks to introduce a substantial transformation aimed at achieving a greater balance among military and civilian staff, and is a commendable first step. However, security institutions need to adopt a more systematic approach not only to increase female recruits, but also to improve the working conditions for female personnel once they have entered the service, and to provide equal opportunities for their career development.

77 http://www.vs.rs/index.php?women_in_saf=yes

78 SEPCA: WPON report, 23-27.

79 E.g. Municipal Safety Councils and Municipal Gender Councils/Commissions.

80 Women have been able to apply for enrolment in the Police and the Military Academies only since 2001, i.e. since 2007 respectively. The Yugoslav Armed Forces, and its successor, the Serbian Armed Forces, were the recruiting armies and only men were obliged to do military service. It is foreseen, that the Serbian Armed Forces becomes a professional army in the course of 2010.

No security institution in Serbia has yet developed gender-sensitive policies that take into account the retention and career development of women already employed in the security sector. Nor have any state institutions developed policies that specifically promote a harmonious balance between family life and work.

Women Police Officers Network (WPON) in South-East Europe

The network is expected to function as an independent service under the umbrella of SEPCA members. UNDP, with the Norwegian government financial backing, is currently assisting in the setting-up of this network by providing support and expertise both for this initial phase and long-term institutionalisation of the network. The project will support the creation of basic statutes governing management and membership structures as well as specific efforts addressing the recruitment, promotion, retention and career building of women police officers in the region.

Textbox 8: *Women Police Officers Network (WPON) in South East Europe.*

In all consultations the lack of family friendly institutional policies and practices was highlighted as probably the biggest obstacle to the retention and advancement of women in the security sector. An illustration of this state of affairs is the fact that significantly more women than men who graduated from the same Police College and gained employment with the Ministry of Interior are working in non-police jobs.⁸¹ Therefore, it is of crucial importance to create formal support mechanisms for women and their families. As far as can be ascertained, no current policies dealing with safety at work are gender sensitive – e.g., with regard to the protection of pregnant women.

Equal pay for equal jobs is guaranteed by legislation, but the reality appears to indicate that positions held by men are valued more highly than those most frequently assumed by women. Active measures to retain women in operational posts should be established, including policies that encourage their promotion based on merit. For this to happen, it must first be determined whether the current system of salaries, incentives and pension insurance favours male over female officers in certain positions (e.g. military over civilian jobs in the Ministry of Defence). If this is the case, the job descriptions and skills needed to perform these jobs, including the use of force, as well as qualifications such as the ability to solve problems, work with local communities and cooperate with other state bodies need to be reviewed. This would ensure that positions more frequently occupied by female police officers (e.g., to address juvenile delinquency, sex crimes, work with children, domestic and GBV) are not informally valued as less important than other police jobs when decisions on promotion are made. To achieve this, a transparent system of human resources management that values competences and initiative must be introduced. No such system currently exists in any state security institution. Also, the legal framework that regulates the position of women in the security sector needs to be improved. The establishment of gender focal points in human resources departments or in staff associations would be another important step towards ensuring formal and informal support for women working in security sector institutions.

81 Novović, "Women in Police", 93.

4.7. Internal anti-discrimination policies

In order to facilitate the career development of women, anti-discrimination policies should be developed within security institutions. Two thirds of the women interviewed during the research on the status of women in the police force⁸² said that they are sometimes victims of derision and unflattering remarks about their work capacities, as well as other forms of harassment. It should be the responsibility of their immediate supervisors to create the necessary conditions for a safe and non-discriminatory educational and work environment. Supervisors should also ensure equal treatment for all employees based on their merits, and make sure that all forms of discrimination such as sexist remarks by colleagues or peers are systematically sanctioned. To date, no security institution in Serbia has integrated measures to address these issues in specific training for managers and supervisors. In-service training for all Ministry of Interior employees simply includes a 45-minute presentation which makes a mandatory reference to the importance of upholding non-discriminatory practices. This is inadequate for the development of a gender-sensitive organisational culture. Following the successful experience of other countries, respect for diversity should become one of the selection criteria for the promotion to management positions. Finally, whenever needed, all security sectors employees should have access to a complaints-registration system within their organisations or trade unions.

4.8. Women in management posts

Although in some security sector institutions women represent up to 40% of employees (e.g. the Ministry of Defence and the Serbian Armed Forces), they mostly occupy administrative positions. The lowest representation of women is in command and/or management positions, totaling less than 2% for instance in the Ministry of Defence. As mentioned previously, one of the reasons for such a low percentage of women at senior levels is that women did not have access to military education until three years ago. The representation of women in management positions and their involvement in decision-making are areas in which certain progress has been made, although their participation in the latter remains minor.

Data on senior positions within the Ministries of Defence, Interior and Foreign Affairs shows that all ministers or state secretaries are men (five at the Ministry of Defence, one at the Ministry of Interior, and one at the Ministry of Foreign Affairs). Furthermore, only two of their seven deputy ministers are women (both at the Ministry of Foreign Affairs), and one secretary general position is held by a woman (Ministry of Foreign Affairs). This indicates that women's representation in senior positions is far lower on average in ministries dealing with security issues than in other ministries.⁸³ A positive example of women's advancement, however is the Ministry of Justice where more than two thirds of judges are women, and where they are also the majority in decision-making positions in the judiciary as a whole. In order to improve opportunities for women to be promoted to senior ranks, pro-active steps should be taken such as 'fast-track' career development measures for talented female employees.

82 SEPCA: WPON report, 51-54.

83 Government of the Republic of Serbia (2010) "Progress of the Realisation of Millennium Development Goals in the Republic of Serbia".

4.9. Social barriers to greater employment of women

The position of women in the security sector is very much a reflection of the status of women in Serbian society in general. The perception of the security sector as a “male business” is dominant, but is changing, although slowly and mainly due to the reform of the sector as a whole. The international donor community and the media have played an important role in this respect, although additional support and assistance is needed to bring about real change more rapidly.

Research conducted in the Ministries of Interior and Defence among both female and male employees, as well as discussions during the stakeholder consultations, indicate that there are predominant stereotypes about the respective and appropriate roles of women and men. It is believed that men perform better in positions requiring the use of force, whereas women excel more in resolving conflict, working with victims, and carrying out detailed analytical work. The supporting assumption is that the majority of work in the security sector is dependent on the ability to use coercion rather than intelligence or communication and analytical skills. All posts should be accessible to both sexes equally and depend on an individual’s choice and skills, in line with an equal opportunity perspective that acknowledges that skills are learned and not inherited.

The Ministry of Justice

More than two thirds of the 2,400 judges in the Serbian judiciary are women – i.e., 1,700 are women and 700 men.⁸⁴ This is mostly visible in the First and Second Primary Courts in Belgrade and in the Basic Court in Novi Sad, where men represent less than one-fifth of judges, i.e. 19 out of a total of 100, and in the First Basic Court in Belgrade where only 34 of the 192 judges are men. These figures are valid for all levels of the judiciary system: Commercial Courts, the Appellation Court, the Misdemeanour Court and the Supreme Court of Cassation. Some Magistrates’ Courts (in Aranđelovac, Trstenik, Raška, Sjenica and Kosovska Mitrovica), are “women-only” courts. Women are also the majority in decision-making positions in the judiciary: the heads of the High Judicial Council and the Supreme Court, the president of the Constitutional Court of Serbia, the Acting president of the Appellate Court in Belgrade, the president of the Appellate Court in Kragujevac, and the president of the Administrative Court are all women. Moreover, for the first time, Serbia has a woman Justice Minister.

The head of the Prosecutor’s Office is also a woman. While the majority of Public Prosecutors are men, women deputy prosecutors are in the majority. In some Prosecutor Offices there is a gender imbalance because most staff are men, as is the case in the Special Department for Organized Crime and War Crimes. Men predominate among Appellate Court deputy prosecutors, but the reverse is the case when it comes to Appellate prosecutors.

With regard to the penal system, only women officers are allowed to serve as



“The main obstacles to greater inclusion of women in security governance are prejudices based on traditional values and the unwillingness of security institutions to accept women. Prejudices are equally present in opinions of women and men”.

Participant in Kragujevac consultations

⁸⁴ Politika Daily, 9 January 2010 „Više žena u pravosuđu” [More Women in Judiciary], http://www.b92.net/info/vesti/index.php?yyyy=2010&mm=01&dd=09&nav_category=206&nav_id=403044.

guards in women’s prisons. However, as the female prison population is far lower than the male prison population, women remain generally under-represented. Gender balance also remains an issue when looking at promotion policies and the number of women in leadership positions.

The Ministry of Defence

In accordance with the provisions of the Law on Employment and Insurance against Unemployment and the Law on the Armed Forces of Serbia, women are entitled to representation in all categories of service in the Ministry of Defence and the Armed Forces. This means that they can be part of both professional military and civilian personnel. In the category of professional military personnel, women serve as officers, non-commissioned officers and professional soldiers. Of the total number of people in civilian positions in the military (12,832), 46,88% are women. By contrast, the number of women in professional military service within the Ministry of Defence and the Armed Forces totalled 330, representing 1.92% of all professional military personnel in 2009. Among the latter, there are 21 women officers (0.33%); 29 women non-commissioned officers (0.38%); and 280 (4,86%)⁸⁵ women professional soldiers.

Representation of women in the Ministry of Defence and the Armed Forces

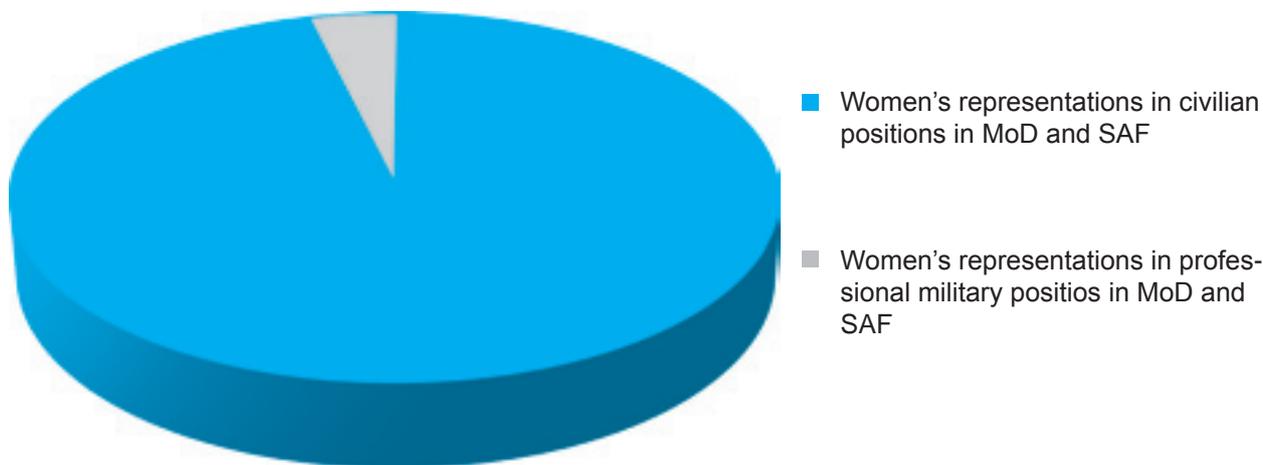


Chart 1: Representation of women in the Ministry of Defence and the Armed Forces

As mentioned previously, this low percentage of women holding senior positions can be attributed partly to the fact that no military education for women existed until three years ago. The small number of women in such positions is also a consequence of the recently repealed provision in the *Law on the Yugoslav Armed Forces* which stipulated that professional soldiers must have completed military service.⁸⁶ This obstacle was removed by

85 Official data of the MoD Human Resources Department. An increase in the number of women in professional military service (categories of officers and professional soldiers) has been recorded compared to the data presented at the introductory seminar to draft a NAP on UNSCR 1325, held on 22-24 May 2009, from the presentation of Ms. Jovanka Šaranović, PhD: 0.28% (18) women officers and 3.26% (152) professional soldiers.

86 Zakon o Vojsci Jugoslavije [Law on the Yugoslav Armed Forces], Art. 21, Službeni list SRJ [Official Gazette of the Federal Republic of Yugoslavia], Nos. 43/94, 28/96, 44/99, 74/99, 3/2002 i 37/2002 – other laws and Official Gazette of the State Union of Serbia and Montenegro No. 7/2005

the *Law on the Serbian Armed Forces* adopted in 2007.⁸⁷ Moreover, amendments of this law, adopted in 2009, stress that its provisions are equally applicable to all regardless of gender.

Women and men now benefit from equal conditions for admission to professional military service, as well as the same dress code and equal pay. However, there were cases in which internal regulations practically prevented women from becoming defence attachés since they stipulated that a candidate must be “married with a wife” and live with his wife and family while serving abroad. Women are most often found in the administrative sector of the Ministry of Defence and the Armed Forces, and very few occupy high-ranking positions. Thus, 23.4% of employees working in these administrative sectors and 17.7% of those in operational posts are women. Of the latter, 22.17% hold low to medium-level positions while only 3.09% occupy executive positions.⁸⁸

Internal human resources data have no records on the number of women in high, medium and lower-level civilian management posts in the Ministry of Defence. In the period from 2003 to 2008, 13 women were engaged in medical teams in the UN operation in DRC Congo (MONUC). No further analysis has been conducted on this issue.

The Ministry of Defence does not have gender-sensitive regulations or focal points to deal with this issue, although there are indications that its Strategic Research Institute (SRI) may be filling the latter role in an informal manner⁸⁹. The reasoning behind this presumption is that the Institute is the only body that has initiated several gender-related projects in the Armed Forces.

The Ministry of Interior

Apart from the provisions of the Constitution, the legal framework for gender equality in internal affairs consists of the Law on Police, the Police Code of Conduct and the Criminal Code. None of these laws has a gender mainstreaming component. In November 2009, women accounted for 20,64% of the total number of employees in the Ministry of Interior. Of this total, 7,49% were sworn uniformed officers and 19,95% sworn non-uniformed officers (commissioned officers).⁹⁰ Women are employed in all sectors of the Ministry of Interior, including special police units such as the gendarmerie, special anti-terrorist units (SAJ and PTJ) and the riot police (Serb. *Interventna policijska brigada*). Around two-thirds of women employees there perform mainly administrative and educational tasks.⁹¹ Also as of November 2009, women held 12, 66% of strategic management positions, and 8,59% of mid-level management positions in the Ministry of Interior. The available data from December 2006 on gender balance in lower-level management indicated that women occupied 27,88% of positions in that category.⁹² Given the only recent significant increase in the number of uniformed policewomen, it is not surprising that not many women hold command positions in the police force. In 2010, Dragica Jeftović was appointed head of the police district in Užice, the most senior command position currently held by any women in the Serbian police force.⁹³

Serbian police contingents currently participate in two UN police missions: UNIMIL in Liberia and MINUSTAH in Haiti. There is no available data on the number of women

87 Law on the Serbian Armed Forces, Art.39. Official Gazette of the Republic of Serbia No. 116/07.

88 Letter of the Serbian MoD Human Resources Sector, int. no. 5734-1, 28. 05. 2008.

89 Representatives of the Strategic Research Institute of the Ministry of Defence, at the meeting with the DCAF representative, stated that the Institute was unofficially appointed the gender focal point for the Ministry of Defence.

90 SEPCA: WPON report, 29.

91 Ibid, 30.

92 Stojanović, S. “Police Reform.”

93 News portal B92 http://www.b92.net/info/vesti/index.php?yyyy=2010&mm=01&dd=12&nav_category=12&nav_id=403586.

participating in those missions, but it is known that the current rotating Serbian team in Haiti is led by a woman.⁹⁴ This person had previous experience in Liberia where she served as an instructor at the local police academy, training future Liberian police officers. She now represents the Ministry of Interior in the inter-ministerial Gender Equality Council.⁹⁵

Security Services

Security services in the Republic of Serbia currently consist of the Security Intelligence Agency (*Bezbednosno-informativna agencija*, BIA), the Military Security Agency (*Vojno bezbednosna agencija*, VBA), and the Military Intelligence Agency (*Vojno obaveštajna agencija*, VOA) as special departments within the Ministry of Defence. Their activities are regulated by the Law on the Basic Regulation of the Security Services in the Republic of Serbia (2007)⁹⁶, which stipulates that they are under the democratic civilian control of the National Assembly, the President, Government, the National Security Council, other public authorities and the general public. Several attempts were made to direct the reform process of the security services, but only the assassination of former Prime Minister Đinđić caused deeper turbulences and slight shifts of responsibilities among the various security and intelligence agencies⁹⁷ and gave real impetus to the process. In 2009, the Law on Military Intelligence Services was adopted.

There is no understanding of the need to introduce gender equality in this sector, which is illustrated by the fact that no internal regulations exist regarding gender mainstreaming.

According to a representative of the local police in Novi Pazar, women account for 89 out of the 400 police officers working in the municipality. Of that number, only 15 are in uniform. It was noted that women's participation in the security sector changes the way it works in a positive manner by introducing a more calm approach during police patrols.

Participant in Novi Pazar consultations

No information could be obtained on internal regulations and other measures aimed at ensuring and encouraging the employment of women and members of minority communities, or on the gender and ethnic balance in this sector.⁹⁸ The only pertinent available information relates to the recruitment campaign conducted two years ago during which the BIA encouraged members of ethnic minority groups to join the agency. Furthermore, the intelligence services failed to provide information on the proportional representation of women and members of national minorities working in senior positions in the service.

Customs Administration

The number of women in the customs administration is as follows: of the 2,578 permanent employees, 1,055 or 41% are women. In the sector for the control of customs

94 Official website of the Ministry of Interior http://www.mup.rs/cms_lat/sadrzaj.nsf/mirovna-misija.h

95 According to Ms. Dragana Petrović, Executive Secretary of the Gender Equality Council.

96 Law on Basic Organisation of Security Services of the Republic of Serbia, Official Gazette of the Republic of Serbia No. 116/07.

97 The Former Chief of the Red Berets, the Special Operations Unit of the Serbian Security Service (Resor državne bezbednosti) was accused in 2007 of the murder of the late Prime Minister by the Supreme Court in 2007 and sentenced for 40 years in prison.

98 In the previously held expert consultations with representatives of the intelligence services, the managers from the military security intelligence claimed that they have recently tried to recruit more women for operational posts and that they increased numbers of women significantly.

regulations (implementation of coercive measures), 27 or around 20% of the 132 permanent employees are women, of whom only three are sworn officers. This ratio indicates that although the division of 'male' and 'female' jobs is less obvious in the customs administration, women employed there perform administrative tasks more often than men. The ratio of women working in this sector is nonetheless above the national level in public administration services.⁹⁹ However, measures are lacking in this sector to promote gender equality and thus increase the number of women employed in its operational units.

Representation of women in the Customs Administration

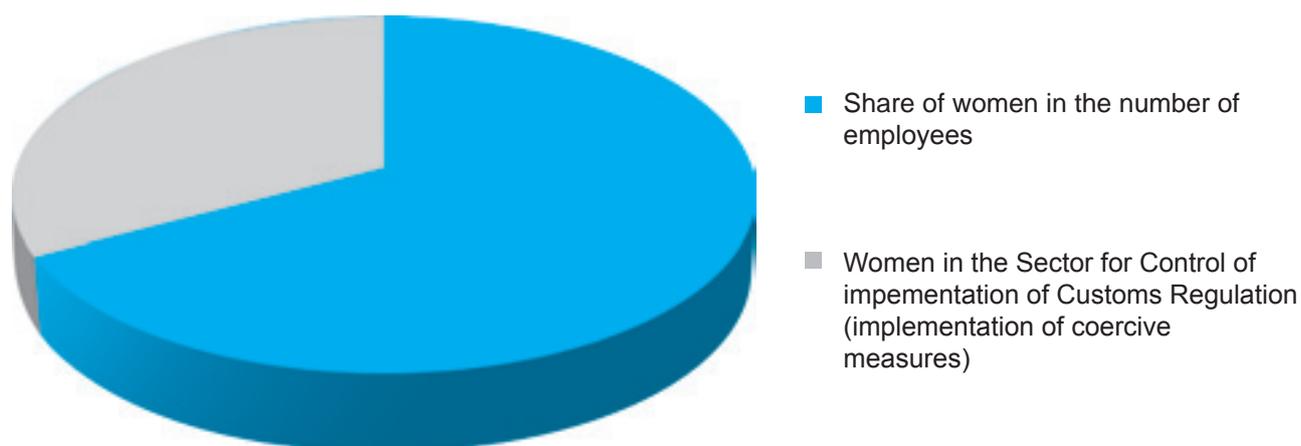


Chart 2: *Representation of women in the Customs Administration*

Only two women have been appointed to high-level positions (director and assistant director) in this administration, representing 0.07% of the overall number of people holding such posts. Sixteen women or 0.6% of the total number occupy middle-level executive positions (heads of local customs units, heads of departments, and heads of bureau). Lower-level executive positions are held by 83 women or 3.2% of the total number of people in these posts. However, there are no women in high, medium or low-level executive positions in the Sector for the Control of Implementation of Customs Regulations, where forceful measures sometimes need to be applied.

Article 318 of the Customs Law prescribes the conditions for the recruitment of customs officers. The criteria for recruitment, apart from formal requirements,¹⁰⁰ encompass the type and degree of professional qualification. Article 322 of the law refers to the requirements for promotion and stipulates that the only criteria for promotion appraisal are professional capabilities and performance.¹⁰¹ According to information received by the Centre for Civil-Military Relations from the Bureau of the Director of Customs Administration on 25 June 2008, candidates are recruited without regard for their gender, race or ethnicity. It was further stated that job requirements are never defined on the grounds of gender.

⁹⁹ Participation of women in state administration and social insurance services, according to the Republic Bureau for Statistics is 38.5 per cent. The Republic Bureau for Statistics, 'Workforce Survey for April 2008' Press release, no. 373 (2008): 9-10, <http://webrzs.stat.gov.rs/axd/dokumenti/saopstenja/RS10/rs10102008.pdf>.

¹⁰⁰ "That [the person] is a citizen of Serbia and Montenegro, that he/she has not been sentenced to a minimum three months of imprisonment, that he/she has not been convicted of fraud, violence or drugs and that he/she fulfils special health and psychological and physical requirements for specific tasks, that his/her employment in a body of public authority has not been terminated due to disciplinary measures."

Customs law, art. 318, the Official Gazette of the Republic of Serbia, No. 73/2003, 61/2005.

¹⁰¹ Customs law, art. 322.

**ADDRESSING SECURITY
CONCERNS OF WOMEN
AND MEN**



The security sector has insufficiently and only on an ad hoc basis developed policies to respond differentially to the security needs of women, girls, men and boys. The majority of new policies were developed in response to donor initiatives or EU requirements.¹⁰² These policies were often introduced in a hasty manner without consideration of previous experience gained in pilot sites or lessons learnt from the long-term engagement of civil society in addressing these issues. Most gender-sensitive policies focus on the role of women or children as victims of domestic violence or human trafficking, or on young delinquents. Research results¹⁰³ show that women and girls are exposed to both physical and psychological violence primarily in their homes, while men and boys are mainly victims of street violence. At the same time, men and boys are the perpetrators of criminal acts in more than 90% of all cases. Gender-sensitive treatment of women, girls and boys who are not victims or delinquents is not considered, except as a part of the National Youth Strategy¹⁰⁴.

The following section analyses the security sector approach to GBV, especially domestic violence and human trafficking. In this regard, elements of positive practices developed in Vojvodina and individual municipalities in other parts of Serbia will be highlighted. Topics related to gender equality and GBV are only partially integrated in the official curricula of police and military educational institutions. There is still no curriculum that specifically addresses gender-based and sexual violence and provides security sector personnel with targeted training on these issues. The main shortcomings of the gender-sensitive approach to security sector governance are its weak preventive culture and policies, insufficient inter-agency cooperation, and lack of analytical and planning capacity.

The Youth Strategy proclaims several goals that need to be reached in order to improve the level of security of the youth (in the period 2009-2014), such as: to enhance treatment of young people by the security sector employees by defining internal procedures and protocols; develop and coordinate multidisciplinary approach and inter-sectoral co-operation in indentifying, planning and implementing services for the needs of the young people, victims and perpetrators of violence; develop activities for establishing adequate communication between the youth and security sector and increase the level of trust and cooperation.

During research and consultations most of the data and information gathered related to the police and the judiciary, while the military was mentioned only by experts in relation to military preparations for participation in multinational missions.¹⁰⁵ Security sector institutions' cooperation and partnerships with CSOs in developing and implementing best practices for the introduction of gender-sensitive policies were also analysed, particularly in light of the fact that CSOs have developed significant expertise, both in providing services to victims of GBV and GBV prevention. The results showed that security sector cooperation with civil society remains insufficiently developed and is generally rather informal.

102 According to information received from Ms. Natalija Mićunović, Director of GED, August 24, 2010. As well, the same information could be found in Krvina Till Kvinna (2009) "Annual Report 2009 Serbia".

103 Statistical Office of the Republic of Serbia: Women and Men in Serbia (Belgrade: Official Gazette, 2008), 44-51.

104 Government of the Republic of Serbia: National Youth Strategy and Government of the Republic of Serbia, 2008 and Action plan for implementation of the National Youth Strategy, 2009.

105 34 members of Serbian Armed Forces participate in 4 peacekeeping missions, out of that number 6 are women.

5.1. Gender-sensitive policies and protocols in security sector institutions

The existing policies of security sector institutions are inadequate for ensuring a gender-sensitive approach. This is evident both from the lack of specific gender-sensitive protocols and policies and the inconsistent and inadequate response of these institutions to cases of GBV.¹⁰⁶ Therefore, mechanisms must be developed to consult women and girls who are not victims in order to take their views into account in decisions on security policy priorities at local and national levels. In this respect, it is necessary to institutionalise community policing nation-wide, and to encourage the Armed Forces' department for civil-military cooperation to develop activities and create partnerships with CSOs that work with women and girls, particularly with those from minority groups.

Domestic violence

In this assessment the gender-sensitive approach of the security sector was primarily analysed in relation to its response to domestic violence since the latter was identified as the most common form of GBV in Serbia, as reflected in central level data and consultations carried out in five cities in Serbia.¹⁰⁷ As stated in the progress report on the implementation of Millennium Development Goals in Serbia¹⁰⁸, the number of filed complaints of domestic violence tripled between 2004 and 2009. A total of 1,009 and 3,276 such complaints were filed respectively in 2004 and 2009. According to research of the "Women against Violence" network during the first seven months of 2010, 24 women (22 women and 2 girls) were killed by their present or ex partners.¹⁰⁹ Snežana Lakićević, the president of the Gender Equality

"Cases of domestic violence are often seen as a family matter in which police should not interfere. Police are often reluctant to engage in the protection of victims of domestic violence. Even if they interfere, they usually impose mild measures against the perpetrators, such as warnings."

Participant in Novi Pazar consultations

Council, pointed out during the last round of consultations in Belgrade that 50% of formal reports of domestic violence were rejected out of hand without any follow-up action, and that 35% of processed cases in this regard were closed and the alleged perpetrator released.

The Serbian authorities recognised the importance of this problem after intensive civil society advocacy campaigns in 2002 when domestic violence was recognised as a criminal act under the Criminal Code (Article 118a)¹¹⁰ and Family Law. In the *National Strategy on the Improvement of the Position of Women and the Promotion of Gender Equality* adopted in 2009, one of the six strategic objectives is the prevention

106 Danica Todorov, ed. „Život bez nasilja- Mreža institucija u AP Vojvodini“ [Life without violence- Network of institutions in AP Vojvodina]. (Novi Sad: The Executive Council of the Autonomous Province of Vojvodina, 2009), pp. 5. Nataša Jovanović, Jelena Višnjić, Tanja Ignjatović and Bobana Macanović, „Mapiranje praznine- Nezavisni nadzor nad sprovođenjem Zaključnih kometarata i preporuka UN Komiteta za eliminaciju diskriminacije žena državi Srbiji“ [Mapping gaps- Independent monitoring on implementation of Concluding comments and recommendations of the UN Committee on the Elimination of Discrimination against Women for the Republic of Serbia]. (Belgrade: Autonomous Women's Centre, 2009), pp. 47-55.

107 According to statistical data presented in the draft of the National Strategy against Domestic Violence which was presented to public in April-May 2010.

108 p.62

109 <http://www.zeneprotivnasilja.net/vesti/91-ubijene-24-zene-u-srbiji-od-pocetka-godine>.

110 Criminal Code, Official Gazette, No. 10/02.

and elimination of violence against women and the promotion of victims' rights. In 2008, *the Strategy for Protection against Domestic Violence and Other Forms of Gender Based Violence for the period 2008-2012* was adopted in a participatory process under the guidance of the Provincial Secretariat for Labour, Employment and Gender Equality. The close cooperation between different national, provincial and local authorities in the development of this strategy in Vojvodina resulted in a more effective response to domestic violence there than elsewhere in Serbia. This strategy is now being developed at national level through the *National Strategy for the Prevention and Protection from Violence against Women and Domestic Violence* within the Project "Suppression of Sexual and Gender Based Violence" under the supervision of the Gender Equality Directorate and with the support of UNDP.

Lack of standards and consistent enforcement of policies

There are examples of good practice by the police in response to cases of domestic violence, as well as examples of institutionalised cooperation between the police and local institutions (Kragujevac and some municipalities in Vojvodina) in this regard. On the other hand, there are not many examples of good judicial practice in relation to such cases. Due to the lack of a clear institutional policy, these positive examples are mainly the result of individual efforts and understanding of the importance of this issue. The main challenge remains inconsistent enforcement of legislation related to domestic violence. Discriminatory and stereotyped gender attitudes often prevail over official policies and professional duty to prosecute cases of GBV. One interviewed CSO representative noted that in cases of domestic violence the police did not always act primarily as a security provider, but as a mediator to "calm down" the situation.¹¹¹ In the majority of cases of domestic violence the police generally simply issue warnings or impose fines, thus enabling a repetition of violence.¹¹² Information gathered during the consultations indicates that women from minority communities are more exposed than others to such police reaction.¹¹³ In order to prevent such behaviour and ensure full and regular implementation of gender-sensitive policies police management will have to improve its capacity to control and oversee police officer conduct in response to domestic violence. Police personnel also need to be given formal training on gender issues. Similarly, there is a lack of a standard and uniform response by public prosecutors to cases of domestic violence, thus leaving the victims without adequate protection.¹¹⁴ As a result, offenders are left unpunished and women unprotected.

5.1.1. Police

Despite these challenges, the greatest progress in the security sector in applying gender-sensitive policies has been made by the police force. The police have actively participated in the work of the Gender Equality Council since its establishment in 2004. The introduction of policewomen made it possible for mixed-sex police patrols to effectively respond to cases of domestic violence. The first time that the police established cooperation with a social welfare centre in order to exchange information on reports of domestic violence was in 2004 in Sombor. A standard form for the collection of data by the police was created

111 Information is based on the experiences of the Women's Autonomous Centre and BIBIJA Roma Women's Centre and the examples they presented during the interviews.

112 Provincial Ombudsperson, *Life without Violence- Network of Institutions in Province of Vojvodina*, (Executive Council of the Autonomous Province of Vojvodina, 2009), pp. 54.

113 40% of Roma women are not able to get IDs. Without these documents they are not able to seek protection or enjoy other rights. According to information received from BIBIJA.

114 Article 284 of the Family Law stipulates that the charge [in the case of determining measures for protection from domestic violence] "could be also raised by the public prosecutor", thus giving the prosecutors discretionary rights. Most often, these charges are not being raised. *Life without Violence-Network of Institutions in Province of Vojvodina*, pp. 29.

alongside a mechanism that allowed the social welfare centre to further investigate such cases and provide adequate support to victims. Similar models (protocols) for inter-sectoral cooperation (including the police, the judiciary and CSOs) in dealing with cases of gender-based and domestic violence were later introduced in 21 cities, half of these from Vojvodina¹¹⁵. Since these cooperation protocols are not obligatory, their successful implementation mainly depends on the willingness of individual managers in these institutions.

Based on these experiences, the Gender Equality Directorate recently drafted a standard protocol for the treatment of victims of gender-based and domestic violence¹¹⁶ that envisages cooperation between the police, social welfare centres and CSOs.¹¹⁷ Since the timely exchange of accurate information between different institutions that respond to gender-based and domestic violence proved to be crucial for the adequate protection of victims, the Gender Equality Directorate¹¹⁸ advocated the creation of uniform procedures to collect data on the victims. In 2003 the Autonomous Women's Centre created a first *Protocol on Police Action in Cases of Domestic Violence*. This Protocol contained a detailed list of questions that police officers should ask in cases of domestic violence, in order to make a risk assessment. Based on this set of questions, local police in Sombor developed an initial model for the collection of data on domestic violence. This Protocol was sent to the relevant departments in the Ministry of Interior, but never adopted. Currently, the Autonomous Women's Centre's model for collection of data on sexual and GBV is being discussed with the Directorate and Provincial Secretariat on Labour, Employment and Gender Equality in order to pilot it in the forthcoming period.

5.1.2. Judiciary

The Judiciary is considered by all those consulted as the “weakest link” in the fight against gender-based and domestic violence.¹¹⁹ The greatest problems are the lack of clear institutional policies on how to treat victims of domestic violence, weak coordination with police, as well as protracted trials and lenient sentences for offenders that do little to discourage repeated acts of violence. Research by the Belgrade Centre for Human Rights shows that there is a significant difference between the way that cases of domestic violence are handled by judges who had received additional education on this social phenomenon and that of their colleagues who had received no such instruction.¹²⁰ During monitoring of domestic violence trials, the Belgrade Centre for Human Rights observed that some judges had a condemning attitude towards victims, and even blamed them for causing the violence in some cases. It also observed that sentences were often too low while trials ran for several months and judges were reluctant to issue eviction orders to offenders.

This shows that besides lacking knowledge of domestic violence, the judiciary also has no clear institutional policies or training on how to treat victims of domestic violence and conduct fair and unbiased trials.

115 According to information received from Vesna Jarić, Gender Advisor, Gender Equality Directorate.

116 “General Unified Protocol on Cooperation of Institutions in Dealing with Victims of Sexual and Domestic Violence”.

117 The draft is at the moment in the process of adoption.

118 This initiative is part of the project Combating Sexual and Gender Based Violence that the Directorate has been implementing since 2009.

119 This was a common conclusion of all interviewed CSOs. More data on how judiciary acts in the cases of domestic violence can be found in: Danica Todorov, ed. „Život bez nasilja- Mreža institucija u AP Vojvodini“ [Life without violence- Network of institutions in AP Vojvodina]. (Novi Sad: The Executive Council of the Autonomous Province of Vojvodina, 2009)

120 This refers to the ways victims, witnesses and perpetrators were interrogated, as well as duration of, trials and sentencing. Mijatović Marina, “Domestic Violence” in Life without Violence- Network of Institutions in Province of Vojvodina, ed. Danica Todorov. (Executive Council of the Autonomous Province of Vojvodina, 2009), 30.

Protocol on combating domestic violence in Kragujevac

Both women's CSOs and relevant gender authorities cite Kragujevac as the best example of how inter-agency cooperation can reinforce efforts to respond effectively to and decrease the number of domestic violence cases. Kragujevac was one of 10 municipalities chosen in 2001 as a pilot site for the introduction of community policing in Serbia. As part of this process, a Municipal Safety Council was established in Kragujevac bringing together representatives of different agencies and citizens to plan, coordinate and monitor implementation of local safety programmes. In the framework of a consultative assessment of local safety priorities, domestic violence was identified as one of the top priority areas for community policing. A dedicated inter-agency working group on domestic violence was set up under the Municipal Safety Council gathering police, social welfare centre, and healthcare and CSO representatives, among others. In 2007, the Kragujevac police department initiated the signing of a cooperation protocol with other municipal authorities in order to facilitate coordinated and timely reaction to reported cases of domestic violence. As a result, in addition to the police and the judiciary, the social work centre, healthcare institutions and the municipal gender-equality commission now also respond immediately to cases of domestic violence. The cooperation protocol defines clear procedures for the work of all these institutions in identifying and reporting on domestic violence and providing victim protection, including free medical, legal and psychological assistance. An important step towards institutional learning was the adoption of a mechanism to collect and process data on domestic violence, allowing for accurate monitoring of trends and more informed responses. The results were encouraging: no deaths in relation to domestic violence were reported in Kragujevac in 2008 and 2009, compared to 12 such deaths registered in the municipality in 2001. All institutions that signed the cooperation protocol have drawn up their own internal rules of procedure for handling cases of domestic violence. For example, the Kragujevac police department adopted a standard risk-assessment questionnaire which allows it to act preventively by judging if the reported case might result in serious casualties. It also introduced relevant staff training with the result that cases of violence that were ignored or not properly handled in the past are now being reported and processed appropriately. The Kragujevac social welfare centre, in cooperation with the Women's Autonomous Centre, has provided professional support to social welfare centres in other cities of Serbia to help them replicate this successful model.

Textbox 9: *Protocol on combating domestic violence in Kragujevac*

5.1.3. Human trafficking

Human trafficking is another area in which the mechanism for cooperation of the police, the judiciary and CSOs was formalised through the development of institutional policies and several formal bodies.¹²¹ A national mechanism for the coordination of activities and the development of policies to combat human trafficking was also created. This mechanism functions at two levels: central- strategic and operational.¹²² Elements of the central level are:

- Anti-Trafficking Council – ministerial-level body created in 2008. It consists of leaders of different working groups of the Anti-Trafficking Team and

¹²¹ The first multi-sectoral body for the fight against human trafficking was created in 2001. It gathered representatives of state institutions, CSOs and international organisations.

¹²² Strategy for Combating Human Trafficking in Republic of Serbia. Official Gazette No. 111/06.

representatives of international organisations;

- National Anti-Trafficking Coordinator – in charge of coordinating all relevant activities of the Ministry of Interior; CSOs and international organisations. The coordinator submits reports to the Anti-Trafficking Council, which assists him/her in supervising the work of the Anti-Trafficking Team;
- Anti-Trafficking Team¹²³ – created in 2002. It has 4 working groups responsible for: prevention and education, victim assistance and protection, the fight against child trafficking, and coordinated action with the judiciary and police. Members of the Team are representatives of state institutions¹²⁴, CSOs¹²⁵ and international organisations.¹²⁶

Operations of the aforementioned bodies are based within the Agency for the Coordination of Protection of Victims of Trafficking created in 2004 to coordinate all organisations and institutions actively involved in combating human trafficking. The Agency employs only two staff members and functions under the auspices of the Ministry of Labour and Social Policy.

These cooperation mechanisms are not always functional as they mainly depend on the political will and individual efforts of security sector employees. According to the bi-annual report of ASTRA (2008-2009)¹²⁷, the *National Action Plan for Combating Human Trafficking*¹²⁸ was adopted in April 2009 as an emergency procedure to meet one of the EU requirements to enable Serbian nationals to travel visa-free in Schengen countries. Furthermore, the majority of activities for combating human trafficking so far were implemented through CSOs which received donations for this purpose from international organisations and Governments.

Despite some positive changes in the legislation¹²⁹, there are still challenges in investigating cases of human trafficking arising from prejudices with regard to victims and a lack of understanding among security sector employees of their suffering caused by sexual, physical and psychological violence. No treatment protocol has been established for victims of human trafficking and existing procedures in this regard are unclear. In addition, no risk assessments are conducted in this field. Many employees in relevant state institutions are not familiar with the work and competences of the Agency for the Coordination of Protection of Victims of Trafficking.¹³⁰ Another problem is the lack of statistical data on the number of reported and prosecuted cases of human trafficking, which makes it difficult to obtain a clear picture of this scourge in Serbia.

5.2. Gender-sensitive training of security sector personnel

Training and education on gender were first developed informally by CSOs and gender studies were only introduced in one state university in 2003.¹³¹ A professional security study programme is offered at the Police Academy and the Military Academy, while more academic

123 http://www.mup.rs/cms_lat/sadrzaj.nsf/republicki-tim-za-borbu-protiv-trgovine-ljudima.h.

124 Ministry of Interior, Ministry of Justice, Ministry of Foreign Affairs, Ministry for Human and Minority Rights, Ministry of Labour and Social Rights, Ministry of Finance, Ministry of Youth and Sports, Ministry of Health, Supreme Court and Public Prosecutor's Office.

125 ASTRA, Beosupport, Victimology Society of Serbia, Counselling against domestic violence, Atina, Child Rights Centre, Antitrafficking Centre, Save the Children –UK and Fund of Christian Children.

126 OSCE Mission in Serbia, IOM, UNICEF and UNCHR.

127 ASTRA. Biannual Report 2008-2009 (forthcoming).

128 Official Gazette No. 35/09.

129 Human trafficking was recognized as a criminal act in 2003, while in 2006 the National Strategy to Combat Trafficking in Persons was adopted. The action plan for implementation of this strategy was adopted only in January 2009.

130 Biannual report of ASTRA.

131 Gender Studies at the Faculty of Political Sciences, University of Belgrade.

education on security issues is provided by two civilian faculties and one private faculty.¹³²

No security institution has yet integrated a gender component at all levels of their education and training programmes, although specific gender topics have been introduced at certain individual programme levels. The majority of security sector training on gender issues was initiated either by CSOs or international organisations. For example, in 2008, 90-minute sessions to promote respect for diversity related, for example, to ethnic minorities, gender, people with physical disabilities, sexual orientation, age or religious beliefs were introduced in a newly developed curricula for Basic Police Training courses in Sremska Kamenica,¹³³ supported by the OSCE Mission to Serbia and the British Council. During the same year, 45-minute sessions on the same topic were initiated for Ministry of Interior employees as part of their annual professional development programme.¹³⁴ In addition to the limited formal training on gender issues provided by police educational institutions, police personnel attended numerous seminars, training sessions and conferences on topics such as gender-based and domestic violence, human trafficking and the treatment of victims of these crimes held both by international and domestic organisations. For example, members of ASTRA organised training for anti-trafficking police units in 2004, and lectures on human trafficking at the Police College in 2004 and 2006, and at the Police High School in Sremska Kamenica in 2005. Police personnel in several Belgrade municipalities also participated in a series of seminars on domestic violence organised by BIBIJA. In 2008, the Women's Autonomous Centre organised a series of seminars on domestic violence, international standards and examples of good practice in 28 municipalities. These seminars were intended for judges and lawyers working in social welfare centres.¹³⁵

Despite this progress and a general increase in gender awareness among police officers, gender topics or gender-sensitive skills (e.g. for use during interviews with victims of GBV or human trafficking) have not been mainstreamed in basic, in-service and management police training and education. Certified police instructors, curriculum developers and evaluators trained by the OSCE Mission to Serbia could review existing curricula with a view to integrating a gender perspective. To this end, the curricula on gender equality, and sexual and GBV, recently developed by the Gender Equality Directorate could be used and built upon.¹³⁶ These curricula are supposed to be introduced in three institutions: the Judicial Training Centre of Serbia, the Police Academy, and the Human Resources Management Service that is in charge of human resources management, education and training of personnel in ministries and all state institutions.¹³⁷ The drafting of a handbook for the Judicial Academy is in progress alongside an instruction course for trainers who will later provide gender training for judges,¹³⁸ and a curriculum is being developed for third-year students at the Police Academy. It remains to be seen how this new curriculum will be integrated in the current curriculum of the Police Academy, although assurances have been given by its management that it will be introduced in the next training cycle.

In the Ministry of Defence, the only gender-related education was developed as a part of a peacekeeping course provided by the Centre for Peacekeeping Operations (CMO) in the General Staff of the Serbian Armed Forces. The course was organised at the request of Nordic and Dutch donors, who supported the institutional development of the CMO. The training was given by external consultants and focused on gender issues in conflict and

132 For more detail on these institutions see Annex 4: List of institutions for education and training on security issues.

133 Stojanovic, S. "Police Reform".

134 Ibid.

135 Website of Women's Autonomous Centre <http://www.womenngo.org.rs/content/blogcategory/52/96/>.

136 Ms. Vesna Jaric, Gender Adviser, project Combating sexual and gender based violence of the Gender Equality Council.

137 <http://www.suk.gov.rs/srp/>

138 Start date of trainings and dynamics depends on the future dynamics of the judicial reform, but it is planned that the trainings at the Judicial Academy start at the fall 2010.

post-conflict situations, as well as peace-support initiatives and human trafficking.¹³⁹ This experience should be institutionalised through the development of an internal Ministry of Defence capacity to provide such training, drawing on the good practices of other countries and bringing in external gender experts whenever necessary. The Department for Civil-Military Relations of the Serbian Armed Forces (i.e. the Office for Civil-Military Cooperation in Southern Serbia) could develop mechanisms for cooperation with women's organisations, for example in developing curricula on gender for Civil-Military Cooperation (CIMIC) courses¹⁴⁰ that are organised each year for Serbian Armed Forces personnel and for members of other armed forces in the region.¹⁴¹ In the forthcoming years, it is likely that Serbian Armed Forces personnel will participate more frequently in international peacekeeping missions. Consequently, it will become increasingly important for Serbian military personnel to learn more about gender issues, such as how conflicts affect relations between women and men, and the impact of such missions on the local community from a gender perspective.

139 Ms. Zorana Šijački, Youth, Education and Gender Officer in the Democratization Department of the OSCE Mission to Serbia was one of the lecturers at the CMO.

140 Courses on Civil-Military Relations.

141 From Bosnia, Macedonia, Montenegro and Albania.

Armenex

Annex 1. List of interviewed individuals

1. Anita Beretić, Deputy Provincial Secretary, Provincial Secretariat for Labour, Employment and Gender Equality
2. Birna Thorarinsdottir, Gender Advisor, UNIFEM Programme Office in Belgrade
3. Bobana Macanović, Director of the Autonomous Women's Centre
4. Branka Bakić, National Programme Officer, Law Enforcement Department, OSCE Mission to Serbia
5. Danica Todorov, Deputy Provincial Ombudsperson for Gender Equality
6. Đurđica Ergić, Program Manager, Roma Women's Centre
7. Dragana Petrović, Executive Secretary, Gender Equality Council of the Government of the Republic of Serbia
8. Ines Cerović, Ministry of Justice of the Republic of Serbia
9. Ivana Radović, Coordinator of the Prevention and Education Programme (ASTRA)
10. Jasna Vujačić, Independent Advisor, Gender Equality Directorate, Ministry of Labour and Social Policy
11. Jovanka Šaranović, Head of Defence Studies Department, Ministry of Defence
12. Katarina Harrod, Country Coordinator, Kvinna till Kvinna
13. Konstantin Samofalov, Member of the Committee on Defence and Security, National Assembly of the Republic of Serbia
14. Marijana Pajvančić, Professor at the Faculty of Law, University of Novi Sad
15. Milica Bogdanović, Public Relations adviser of Ministry of Justice
16. Natalija Mićunović, Director of Gender Equality Directorate, Ministry of Labour and Social Policy
17. Nevena Petrušić, Commissioner for the Protection of Equality
18. Snežana Novović, Deputy Head of the Department for vocational training, education and science, Ministry of Interior
19. Staša Žajović, Director of Women in Black
20. Vesna Jarić, Gender Advisor, Gender Equality Directorate, Project "Combating sexual and gender based violence", Ministry of Labour and Social Policy
21. Vesna Šijački, Provincial Institute for Gender Equality
22. Zorana Šijački, Gender Adviser, Democratisation Department, OSCE Mission to Serbia
23. Zorica Mršević, Deputy Ombudsperson (in charge, inter alia, of gender equality issues)

Annex 2. Main international actors

Both SSR and specific areas of gender equality attracted the interest of many individual donors (the record of initiatives may be found in the Development Assistance Coordination Unit (DACU) at the Ministry of Finance)¹⁴². Bilateral donors with the strongest agenda for promoting the role of gender in SSR were the Canadian International Development Agency (CIDA) and the Norwegian Ministry of Foreign Affairs. However, from December 2009 onwards CIDA considerably reduced its development assistance to Serbia. The Swedish Development Agency has announced interest in supporting efforts to implement UNSCR 1325 in Serbia.

International institutions and organisations active in incorporating gender equality into the SSR process in Serbia are the following:

- **The OSCE Mission to Serbia**¹⁴³ is active in both areas, SSR and equal opportunities. Among other very concrete and specific initiatives related to gender empowerment and gender mainstreaming (e.g., building local gender focal points, promoting Roma women in politics, working with the national Gender Equality Council and the Secretariat for Labour, Employment and Gender Equality of the Autonomous Province of Vojvodina), it is particularly active in promoting gender-sensitive policies in the police force.¹⁴⁴
- Several programmes and initiatives were either supported or led by **UNIFEM**¹⁴⁵, mostly related to the empowerment of women and the development of gender-responsive budgeting. UNIFEM's engagement in SSR is particularly prominent in the area of women, peace, and security through implementation of UNSCR 1325. Under the auspices of the regional programme "Achieving Gender Equality and Good Governance in Recovery from War in South Eastern Europe", UNIFEM has assisted the CSO Women in Black and Kosovo's Women's Network, among other women's organisations in South East Europe, to increase their involvement in political processes related to peace and security (From 2005 to 2006).
- In 2004, the UN Trust Fund Project **Women, Peace, and Democracy** was launched to increase women's participation in democratic politics and to develop political culture within civil society. The project was implemented by the CSO Women in Black.
- The experience from conflicts in the territories of the former Yugoslav republics made women there realise the importance of developing regional mechanisms to implement **UNSCR 1325**. To this end, four regional meetings were held with the support of various international donors in Sarajevo in March 2006, Ohrid in October 2007, Ljubljana in June 2008, Podgorica in September 2008, and Skopje in June 2010.
- **UNDP**¹⁴⁶ is active in supporting implementation of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Millennium Development Goal 3 for the promotion of gender equality and the empowerment of women. UNDP was also particularly engaged in SSR through institution building at the Ministry of Defence. It is also active in supporting the establishment of a Women's Police Officers Network (WPON) in South East Europe.

142 Organisational scheme of Ministry of Finance, <http://www.mfin.gov.rs/pages/article.php?id=6350>.

143 The OSCE Mission to Serbia, <http://www.osce.org/serbia>.

144 Ms. Zorana Šijački, Youth, Education and Gender Officer in the Democratization Department of the OSCE Mission to Serbia.

145 UNIFEM Regional Office for Central and Eastern Europe: <http://www.unifem.sk/index.cfm?module=project&page=country&CountryISO=RS..>

146 UNDP, <http://www.undp.org.rs>.

Annex 3. National legislation and policies related to gender and security issues

The normative and strategic framework for the enhancement of the status of women in Serbia was finalised in 2009. The next key objective is to ensure its effective implementation and the introduction of a gender perspective in all segments of state governance.

Numerous international documents call upon states that endorsed them to promote gender equality, undertake activities and adopt measures that focus, inter alia, on ensuring equal opportunities for all and the elimination of all forms of discrimination in order to create a social environment in which the principle of gender equality is respected. Serbia is a state party to almost all international conventions related to human rights, the rights of women and children and international humanitarian law adopted under the auspices of the UN. Serbia has also ratified the European Convention on Human Rights and Fundamental Freedoms.¹⁴⁷ As a member of the Council of Europe, Serbia is under an obligation to follow the recommendations of this organisation. It is also subject to the provisions of many UN, International Labour Organisation and World Health Organisation protocols that it has ratified.

After depositing the succession statement in June 2001, Serbia started to monitor international human rights standards and established the practice of submitting national reports to UN bodies and other international organs pertaining to the implementation of the provisions of international conventions that it had ratified.¹⁴⁸ Serbia has permanent delegations to the Council of Europe, OSCE, NATO¹⁴⁹ and other regional organisations.

Given that Serbia was isolated and banned from membership in international organisations until 2001, its first report to CEDAW was submitted only in 2007. Following UN recommendations, an action plan for the implementation of CEDAW has been drafted, placing Serbia among the 18 states in the world that have developed such a plan.

As a country aspiring to EU membership, Serbia is conducting a comprehensive approach to harmonising its legal system with the EU *acquis communautaire*. In that regard, Serbia is making a significant effort to fulfil EU standards related to gender equality issues. As a consequence, the European Commission's Serbia 2009 Progress Report states that civilian and political rights have been highly respected during that year under review. Nevertheless, it is noted that even though all forms of discrimination are strictly forbidden by national legislation, the level of GBV in Serbia remains unacceptably high.

Gender equality in Serbia is guaranteed by the national Constitution (2006), which strictly forbids all forms of gender-based discrimination, and guarantees an equal opportunities policy.

147 "Official Gazette of SCG - International Treaties", no. 9/2003, 5/2005 and 7/2005 - corr.)

148 So far the following reports have been submitted: the Initial Report on the Implementation of the International Covenant on Civil and Political Rights for the 1992-2002 period; the Initial Report on the Implementation of the Convention against Torture and Other Cruel, Inhuman and Degrading Treatment or Punishment for the 1992-June 2003 period; the Initial Report on the Implementation of the Convention on Elimination of All Forms of Discrimination of Women for the 1992-June 2003 period; the Initial Report on the Implementation of the Convention on the Rights of the Child for the 1992-2005 period; etc.

149 Cooperation with NATO is taking place within the framework of the agreement between Serbia and Montenegro and the North Atlantic Treaty Organisation (NATO) on transit arrangements for support to peacekeeping operations ("Official Gazette of SCG - International Treaties", no. 13/2005), through Serbia's membership to the NATO Program "Partnership for Peace", the Agreement on Security information 2008 and the Letter of Intentions to open a NATO Liaison Office in the Republic of Serbia.

The Constitution of Serbia:¹⁵⁰

- ‘Guarantees equality of women and men’ (Article 15);
- ‘Forbids any kind of direct or indirect discrimination with regard to gender and explicitly allows for the possibility to introduce special measures aimed at creating preconditions to achieve the full equality of persons or groups whose position in this regard is inferior to that of other citizens’ (Article 21);
- ‘Obliges the state to create a policy of equal opportunities (Article 1), in accordance with the principles of the rule of law, social justice, civil democracy, human rights and European values, which entails creation of conditions for the full development and advancement of women’s positions in all areas of social life (political, economic, cultural), including the area of security, in order to allow them to enjoy the same human rights and fundamental freedoms as men. The equal opportunities policy includes the possibility to introduce special measures aimed at achieving a fully equal position of persons or groups whose position in this regard is inferior as compared to other citizens’ (Article 21).

The Constitution explicitly stipulates that generally accepted rules of international law and ratified international agreements are an integral part of the legal system of the Republic of Serbia, and that they shall be directly implemented (Article 16). In the area of human and minority rights, this means the following:

- *Direct implementation of human rights guaranteed by international law* (Article 16);
- *Interpretation of human and minority rights in accordance with current international standards and the practice of international institutions that monitor their implementation* (Article 18);
- *The right to international legal protection of human and minority rights* (Article 22).

The Republic of Serbia has adopted several laws relevant to protection from discrimination and personal security:

The **Anti-Discrimination Law** regulates the general prohibition of all forms and cases of discrimination and the procedures for protection from discrimination, and introduces the Commissioner for Protection of Equality as an independent state body that independently performs the duties defined by this Law.

The **Law on Gender Equality** was adopted in December 2009 after a long parliamentary procedure and several attempts to secure parliamentary approval. It is the first time Serbia has had a gender equality law. This Law will allow Serbia to finally (as the last country in the region to do so) regulate the creation of equal possibilities for women and men to exercise their rights and obligations, and to introduce specific measures to prevent and eliminate gender-based discrimination, as well as procedures for the legal protection of victims of discrimination.

The **Criminal Code** defines all crimes that are considered so-called international crimes as stipulated in chapter XXXIV titled *Crimes against humanity and other values protected by international law*. Domestic violence was, for the first time, recognised as a specific criminal act in 2002, while human trafficking was recognized as such in 2003. The Criminal Code has been amended several times since then. The most recent amendments were made in 2009 when penalties for domestic violence were increased (Article 194) and new security measures, such as restraining orders introduced (Article 89a).

The **Law on Cooperation with the International Criminal Court** stipulates the manner, scope and forms of cooperation of state institutions of the Republic of Serbia with

150 “Official Gazette of the Republic of Serbia”, No. 98/06.

the International Criminal Court in relation to legal assistance to the Court and the execution of its decisions, and the specific characteristics of the proceedings related to criminal acts defined by article 5 of the Statute of the International Criminal Court, i.e. crimes against humanity and other values protected by international law.

3.1. Security and defence legislation and strategies

In the area of defence and security, the following laws have been adopted: the Law on Defence, the Law on the Armed Forces of Serbia, the Law on Civil Service, the Law on the Basic Structure of Security Services, the Law on the Military Security Agency and the Military Intelligence Agency, the Law on the Use of the Army of Serbia and Other Defence Forces in Multinational Operations Outside the Republic of Serbia, the Law on Military, Working and Material Obligation, the Law on Police, and the Law on the Security Intelligence Agency. These laws are neither gender sensitive nor do they refer to any of the regulations or protocols that relate to gender equality mechanisms.

National Security Strategy (2009) covers, inter alia, fundamental values in the following fields: freedom, equality, peace-building and peacekeeping, the rule of law, democracy, social justice, human rights and freedoms, national, racial and religious equality and the equality of sexes, the inviolability of property, and environmental protection. This strategy states that Serbia is committed to respect its obligations under the UN Charter, the principles of the Universal Declaration on Human Rights and the Helsinki Final Act, and to developing and creating conditions for the advancement of human security, improving the role and position of women in decision-making processes, and strengthening state mechanisms needed to ensure gender equality.

Defence Strategy (2009) underlines that Serbia will contribute to building and strengthening security through enhancing its own defence capacities, work together with other states as part of its integration into European and other international security and defence structures, and contribute to the strengthening of national, regional and global security. This strategy defines the vital defence interests of the Republic of Serbia, which entails, inter alia, the protection of citizens' security, building trust, the advancement of security and stability in the region, and cooperation and partnership with international security organisations and institutions of democratic states.

Strategic Defence Overview (2009) defines the mission and tasks of the Serbian Army, including, amongst other things: Serbia's participation in peace-building and the maintenance of peace in the region and worldwide, which in turn entails participation in international military cooperation, peacekeeping operations and a collective defence system, as well as support for civilian Governments in their efforts to counter non-military threats to security.

3.2. National Strategies on Gender

Serbia has defined its policy in the fields of social development, European integration, defence, security, the advancement of gender equality and the protection of women through several strategies. These are as follows:

National Millennium Development Goals in the Republic of Serbia specify several targets relevant to the achievement of gender equality, the advancement of the position of women and the development of the human security concept. Target 1: By 2015, halve economic inequalities between women and men (in poverty, employment, unemployment, participation in trade unions, promotion at work, wages); Target 2: By 2015, increase the representation of women at all levels of political decision-making to at least 30%; Target 3: By 2008, complete the creation of systemic foundations for achieving gender equality (plans for the implementation of the Gender Equality Law, a National Plan of Action for Promotion of Gender Equality and specific strategies); Target 4: By 2015, develop the system for the protection of female victims of violence and the system for the prevention of violence against women.

Poverty Reduction Strategy (2002) aims, inter alia, to ensure that women are recognised as a vulnerable social group, while Roma women, women refugees, displaced women and women in rural areas are identified as particularly vulnerable groups; hence, several specific measures concerning these groups of women are stipulated in the Strategy.

National Programme for EU Integration (2008) defines the following priorities as particularly important: 1. Development of the Centre for Peacekeeping Operations and participation of army personnel in peacekeeping missions, fulfilment of obligations stemming from membership in the Partnership for Peace Programme (PfP), conclusion of the security agreement with NATO; 2. Participation in multinational military exercises in Serbia and in the territories of member states of the PfP and NATO; 3. Adoption of laws which will put in place a legal framework for the engagement of Serbian Army and Ministry of Defence personnel in the provision of assistance to the civilian population (the Law on Civil Defence, the Law on Crisis Management, etc.); 4. Cooperation with the International Criminal Court for Former Yugoslavia (ICTY); 5. Monitoring of the crime rate and trends in the proceedings pertaining to criminal offences against the constitutional order and security of the Republic of Serbia, other criminal offences which are politically motivated or inspired by hatred, and criminal offences against humanity and other values protected by international law; 6. Advancement of access to justice, promotion of good inter-ethnic relations, protection of the rights of women and children, and the strengthening of institutional support for the victims of discrimination.

National Strategy on Improvement of Position of Women and Promotion of Gender Equality (2009) for the period from 2009 to 2015. This strategy specifies a comprehensive and harmonised state policy intended to eliminate discrimination against women, improve their position and integrate a gender perspective in all domains of activity in state institutions. It defines the following objectives: 1. Increase the participation of women in decision-making processes and achieve gender equality; 2. Improve the economic position of women and achieve gender equality; 3. Achieve gender equality in education; 4. Improve women's health and promote gender equality in health policy; 5. Prevent and eliminate violence against women and promote victims' rights; 6. Remove gender stereotypes from the media and promote gender equality. Draft National Action Plan for the Implementation of the National Strategy on the Improvement of the Position of Women and the Promotion of Gender Equality was presented to public in 2009, but it's still not adopted.

3.3. Gender legislation related to defence and security

Strategy for Combating Human Trafficking (2006) was developed on recommendations by the Stability Pact and the International Centre for Migration Policy Development. The strategy's most important goals relate to strengthening the institutional anti-trafficking framework, prevention, assistance, protection and the reintegration of victims, as well as the advancement of international cooperation, monitoring and evaluation of progress to combat human trafficking.

Draft National Action Plan for the implementation of UNSCR 1325 in Serbia identifies problems related to women's participation in decision-making processes and their involvement in conflict and post-conflict situations as well as in peace-support operations, the legal protection of women, and activities focused on sensitising male and female members of the Armed Forces. Activities will be determined on the basis of previously identified needs and will cover the period from 2010 to 2015. The Plan is expected to be finalised in the coming months and is expected to be adopted by the Government by the end of October of 2010. It will above all focus on starting the UNSCR 1325 implementation process, and will be regularly reviewed in cooperation with the competent national institutions and other interested parties/stakeholders.

3.4. List of legislation

- The Constitution of the Republic of Serbia (2006) http://www.parlament.gov.rs/content/eng/akta/ustav/ustav_1.asp
- National Sustainable Development Strategy (2008) http://www.ekoplan.gov.rs/DNA/docs/strategija_rs.pdf
- Poverty Reduction Strategy (2002) <http://t7.sw4i.com/engleski/dokumenta.jsp>
- National Strategy for the Accession to the EU (2005) <http://www.seio.gov.rs/code/navigate.asp?Id=12>
- National Programme for Integration with the EU –NPI (2008) <http://www.seio.gov.rs/code/navigate.asp?Id=20>
- National Strategy of Public Administration Reform (2004) <http://www.kep.rs/strategije.html>
- National Youth Strategy (2008) <http://www.mos.gov.rs/modules.php?op=modload&name=Downloads&file=index&req=viewswdownload&sid=10>
- Labour law (2005) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=208&t=Z
- Family Law (2005) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=209&t=Z
- Ombudsman Law (2005) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=273&t=Z
- http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=296&t=Z
- Law on State Audit Institution (2005) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=293&t=Z
- Law on State Administration (2005) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=275&t=Z
- Law on Free Access to Information of Public Importance (2004), http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=171&t=Z

- Law on Ministries (2004) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=118&t=Z
- Law on the National Assembly of the Republic of Serbia (2010) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=789&t=Z#
- Law on Civil Servants (2005) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=276&t=Z

Gender legislation:

- The Gender Equality Law (2009) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=724&t=Z
- National Strategy on Improvement of Position of Women and Promotion of Gender Equality (2009-2015) http://www.minrzs.gov.rs/cir/index.php?option=com_content&view=section&layout=blog&id=27&Itemid=233
- Draft Action Plan for Implementation of National Strategy on Improvement of Position of Women and Promotion of Gender Equality <http://www.gendernet.rs/dokumenti.asp?holder=contact&page=62>
- Anti-trafficking Strategy (2006) http://www.bgcentar.org.rs/index.php?option=com_content&view=category&layout=blog&id=77&Itemid=92
- Anti-discrimination Law (2009) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=539&t=Z
- Strategy for Protection against Domestic Violence and other forms of Gender Based Violence for the period 2008-2012
- <http://www.psrzrp.vojvodina.gov.rs/pages/DokumentiRavnopravnostiPolova.php?DICat=4&DlItem=46c19ccb168c71bbbd614017b26b927>

Security and Defence legislation:

- Law on Defence (2009) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=696&t=Z
- Law on the Armed Forces (2009) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=695&t=Z#
- Law on Military Security Agency and Military Intelligence Agency (2009) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=697&t=Z
- Police Law (2005)
- National Security Strategy (2009) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=443&t=O
- Defence Strategy (2009) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=444&t=O
- Strategic Defence Review (2009) is not publicly available.
- Criminal Code (2005) http://www.parlament.gov.rs/content/cir/akta/akta_detalji.asp?Id=285&t=Z
- Criminal Procedure Act (2006) http://www.parlament.gov.rs/content/lat/akta/akta_detalji.asp?Id=360&t=Z
- Accountability for Human Rights Violations Act (2003) http://www.parlament.gov.rs/content/lat/akta/akta_detalji.asp?Id=98&t=Z

Annex 4. List of institutions for education and training on gender and security issues in Serbia

The Faculty of Security Studies (www.fb.bg.ac.rs) is the only civilian state education institution with a four-year undergraduate security study programme. It covers interrelated philosophical, sociological, political, legal, economic, psychological, ethical, humanitarian, civilian-military and other aspects of security, as well as human and social resources, defence, civil defence and environment protection. Within its core activity – the security study programme - the Faculty offers basic academic and undergraduate, master degree, doctoral, and specialist undergraduate studies, as well as professional training and education.

The MA course in International Security at the Faculty of Political Sciences (www.fpn.bg.ac.rs/main/focus/master_mb.htm) started in 2007 within the Department for International Studies. Prior to this course, the Centre for Civil-Military Relations (now BCSP) twice successfully ran one-year postgraduate specialist courses on security. The core of this course is to introduce students to security studies within the disciplines of political science and international relations, and present a critical analysis of Serbia's recent security legacy. The majority of students come from public administration (Ministries of Defence and Interior, intelligence services, Parliament), as well as from academic circles and CSOs. Many of the graduates of these specialist courses are now employed in mid- and senior-level managerial positions in state institutions.

The Academy of Diplomacy and Security (www.diplomatija.com) is the only private education institution offering a study on security, among other subjects. It was founded in 2004 and runs three-year undergraduate and one-year master degree education programmes.

The Centre for Women' Studies and Gender Research (www.zenskestudie.edu.rs) was founded in 1992 as a CSO. It offers an Alternative and Institutional Programme which focuses on various aspects of feminist theory. In 2003 its two-year specialised syllabus on gender was certified at the Faculty of Political Sciences at the Belgrade University. In 2005, the centre developed a one-year M.A. on Gender and Politics, which is now provided by the Centre for Gender and Politics Studies founded in 2006 at the same faculty.

The Centre for Gender Studies at the University of Novi Sad (www.uns.ac.rs/sr/) was founded in 2002 and from 2006 onwards has been organising MA and PhD studies. Gender studies are an interdisciplinary programme of higher education studying the questions concerning gender, femininity, identity and power relations in order to enable both male and female students to better understand relations between the genders, and to apply this experience in practice.

The Provincial Institute for Gender Equality (www.brand-co.net/zzrp/strane/o_nama.htm) conducts numerous educational activities and trainings with the aim to increase the level of knowledge on gender equality.

Women's Studies and Research is a non-partisan, independent CSO which analyses, researches and strives to enhance the social position of women. It is based in Novi Sad. Its curriculum covers feminist theories. The centre also organises training on GBV.

Civilian schools do not have any specific internal provisions encouraging female students to apply, except that candidates of both sexes with a completed four-year high school education (regardless of the type) have a right to enrol in the first year of basic studies¹⁵¹.

151 http://www.fb.bg.ac.rs/index.php?option=com_content&task=view&id=251&Itemid=1261

Annex 5. Overview of consultations

Organisation:

The Centre for Civil-Military Relations (now BCSP) in partnership with local CSOs and BFPE and DCAF.

Participants:

Each workshop brought together between 15 and 30 participants. The workshop in Belgrade included Government representatives, (Ministries of Interior, Defence, and Human Rights and Gender Equality), donor-country embassies, and national and international CSOs. The four other workshops mainly targeted representatives from local government bodies, the police and CSOs, and were held in four towns throughout Serbia: Bujanovac, Kragujevac, Novi Pazar and Novi Sad. A total of 85 people participated in these workshops, and 55 in the Belgrade conference.

Kragujevac Workshop

Date: 10 March 2010

Participants: 17 (representatives of local CSOs, the Gender Equality Commission, the Ministry of Interior and media).



Illustration 3: Consultations with stakeholders in Kragujevac

Local partner (host organisation): The Roma Information Centre, a local CSO whose primary goal is to improve the social, cultural and political status of Roma people in the community.

Novi Sad Workshop

Date: 11 March 2010

Participants: 26 (representatives of local CSOs, the Gender Equality Commission, the Ministry of Interior, OSCE, the ombudsperson's office and media).



Illustration 4: *Consultations with stakeholders in Novi Sad*

Local partner (host organisation): Provincial Secretariat for Labor, Employment and Gender Equality.

Novi Pazar Workshop

Date: 16 March 2010

Participants: 10 (representatives of local CSOs, the police, political parties, the social welfare centre, the Ministry of Interior and media).

Local partner (host organisation): Urban-in, a well established local CSO which is primarily active in local institution building.



Illustration 5: *Consultations with stakeholders in Novi Pazar*

Bujanovac Workshop

Date: 17 March 2010

Participants: 26 (representatives of local CSOs, local Government, the Ministry of Interior, the police, UN Habitat and media).

Local partner (host organisation): Civil Resource Centre Bujanovac, a local CSO mandated to develop and promote civil society and build trust among citizens of different communities.



Illustration 6: *Consultations with stakeholders in Bujanovac*

Agenda:

The agenda for the workshops was designed by the BCSP to be highly participatory and interactive. Each workshop started with a plenary session where the concepts of gender and SSR and the key findings of the needs assessment in Serbia on gender and SSR were presented. Following this presentation, participants were divided into two to four groups, depending on the number of participants, and provided with anonymous questionnaires (see below). The questionnaires were shaped around three topics: the representation of women in security sector institutions; the participation of women in decision-making processes on security issues; and the attitude of security sector employees towards women. Discussions on these topics were held in small break out groups with the objective of identifying concrete recommendations and follow-up activities. According to the workshop evaluations, participants found this the most interesting phase of the consultations. The concluding session presented the findings of each working group, and outlined the way forward, highlighting the importance of the feedback in terms of input for the final consultations in Belgrade.

Questionnaire for participants in working group sessions held in Bujanovac, Kragujevac, Novi Pazar and Novi Sad.

I Topic: Women in the security sector

1. In your opinion, are there jobs in the security sector that are less “suitable” for women, than for men? Please name those jobs and explain.
2. Are there women in your town/community that are employed in the security sector? In which institutions are they mostly employed (police, military, customs, security services, etc.)?
3. In your opinion, does the participation of women in security sector institutions affect the way these institutions work? How?
4. In your opinion, what are the main obstacles to a greater engagement of women in the security sector?

II Topic: The role of women in the decision-making process

1. Are women in your town/community consulted during the process of formulating/adopting decisions that affect the safety of your community?
2. Are you familiar with any permanent bodies that consult citizens (e.g. consultation bodies in local government) in which women participate in the work (individually or through women’s organisations)? Are these consultations regular and when and on what occasions are they held?
3. In your opinion, what are the obstacles to increasing women’s participation in the decision-making process in the security sector?

III Topic: Attitude of the security sector towards women

1. In your opinion, is the attitude of security sector employees different towards women and men? If so, how?
2. In your opinion, is the attitude of security sector employees different towards women from minority groups? If so, how?
3. In your opinion, what is the attitude of the police towards cases of gender-based and domestic violence?

Questionnaire for working groups from the conference held in Belgrade

1. In your opinion, which areas/jobs in the security sector benefit most from an increase in female personnel? Please name those jobs and explain.

2. In your opinion, what are the biggest challenges faced by women working in security sector institutions? How can they be overcome?
3. In your opinion, how can security sector institutions include a gender perspective in their human resources management, and in particular increase the recruitment, retention and promotion of women?
4. In your opinion, what are the main obstacles to increasing the participation of women in decision-making processes in the security sector? How can these obstacles be overcome?
5. Are there any coordination and cooperation mechanisms between the various institutions dealing with gender and security issues at central level? In your opinion, are these cooperation mechanisms well equipped and functioning? What could be improved?
6. In your institution, are there any formal communication and coordination mechanisms in place with municipal institutions working on the same issues (e.g. gender equality council at central level, gender equality commissions at municipal level)? How can communication and coordination between central and local levels be strengthened?

Belgrade Conference

Securing the Future: Gender and SSR in Serbia

Date: 29 April 2010

Participants: 55 (representatives of the Ministries of Interior, Defence, Labour and Justice, the Security Intelligence Agency, the Anti-Money Laundry Agency, CSOs, international organisations, embassies and media).



Illustration 7: *Conference in Belgrade*

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12. United Nations Office on Drugs and Crime, www.unodc.org
13. Victimology Society of Serbia, www.vds.org.rs
14. Women in Black, www.zeneucrnom.org

Gender and SSR Glossary¹⁵²

Balanced participation of men and women

The sharing of power and decision-making positions (40-60% representation of either sex) between men and women in every sphere of life, which constitutes an important condition for equality between men and women (Council Recommendation 96/694/EC of 02/12/96, OJ L 319).

Empowerment

The process of gaining access and developing personal capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms.

Equal pay for work of equal treatment

Equal pay for work to which equal value is attributed without discrimination on grounds of sex or marital status with regard to all aspects of pay and conditions of remuneration (Art. 141 (ex 119) of the Treaty).

Equal opportunities for Women and Men

The absence of barriers to economic, political and social participation on grounds of sex.

Gender analysis

The study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc. between women and men in their assigned gender roles.

Gender and Sex

Gender refers to the socially constructed roles and relationships between women and men. Rather than being determined by biology, gender is learned. In other words, women and men are taught certain roles and appropriate behaviours according to their sex. Gender roles vary widely within and across cultures, and can change over time. In contrast to gender, 'sex' refers to the biological differences between females and males.¹⁵³

¹⁵² Except the terms Gender and Sex, Gender budgeting, Gender mainstreaming, Gender-based violence, Human trafficking, Quotas, Security Sector Actors and Security Sector Reform, all terms are taken from One hundred words for equality: A glossary of terms on equality between women and men. Office for Official Publications of the European Communities, European Communities, 1998.

¹⁵³ Valasek, Kristin. (2008) "Security Sector Reform and Gender." Gender and SSR Toolkit. Geneva: DCAF.

Gender-based violence

Gender-based violence is “any harmful act that is perpetrated against a person’s will and that is based on socially ascribed (gender) differences between males and females” (IASC, 2005). GBV takes many forms, including physical, sexual, psychological and economic violence. It has a greater impact on women and girls, as they are most often the survivors and suffer greater physical damage than men when victimized (WHO, 2005). In fact, the term “gender-based violence” is often used interchangeably with the term “violence against women.” The term is also used to point to the dimensions within which violence against women takes place: women’s subordinate status (both economic and social) makes them more vulnerable to violence and “contributes to an environment that accepts, excuses, and even expects violence against women” (Heise et al., 2002; cited in Betron and Doggett, 2006, p. 7). It is also important to note, however, that men and boys are equally survivors of GBV, such as rape as a method to de-masculinise men or the sexual abuse of boys. Gender roles also contribute to the fact that men and boys not only feel pressured by their male peers to express their masculinity through acts of violence against women but also against other boys and/or men, as is often the case with gang violence. Given the overwhelming evidence that GBV disproportionately affects women, however, this assessment focuses primarily on GBV against women (Betron and Doggett, 2006). GBV takes many forms, including physical, sexual, psychological, and economic violence. Defined here are the types of violence discussed throughout the assessment (Betron and Doggett, 2006, pp. 7–13).

Gender budgeting

Gender budgeting represents one of the strategies aimed at achieving gender equality, and is part of a broader approach to gender mainstreaming. It is an “application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality”¹⁵⁴.

Gender ceiling

The invisible barrier arising from a complex set of structures in male dominated organisations which prevent women from accessing senior positions.

Gender contract

A set of implicit and explicit rules governing gender relations which allocate different work and value, responsibilities and obligations to women and men and is maintained on three levels: cultural superstructure – the norms and values of society; institutions - family welfare, education and employment systems, etc.; and socialisation processes, notably in the family.

Gender disaggregated data

The collection and separation of data and statistical information by gender to enable comparative analysis/gender analysis.

¹⁵⁴ Gender budgeting (2005) Final Report of the Group of Specialist on Gender Budgeting (EG-S-GB). Strasbourg: Council of Europe, Directorate General of Human Rights.

Gender equality

A concept meaning that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different behavior, aspirations and needs of women and men are considered, valued and favoured equally.

Gender gap

The gap in any area between women and men in terms of their levels of participation, access, rights, remuneration or benefits.

Gender mainstreaming

Gender mainstreaming is '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. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all spheres so that women and men benefit equally and inequality is not perpetuated.'¹⁵⁵

Gender neutral

Having no differential positive or negative impact for gender relations or equality between women and men.

Gender planning

Gender planning is an active approach to planning which takes gender as a key variable or criteria and which seeks to integrate an explicit gender dimension into policy or action.

Gender relations

The relation and power distribution between women and men which characterise any specific gender system (see Gender contract).

Gender roles

Gender roles is a set of prescriptions for action and behaviour allocated to women and men respectively, and inculcated and maintained as described under 'Gender Contract'.

Human rights of women

Human rights of women are the rights of women and girls as an inalienable, integral and indivisible part of universal human rights and including the concept of reproductive rights.

Human trafficking

Human trafficking is a crime against humanity. It involves an act of recruiting, transporting,

¹⁵⁵ Valasek, Kristin. (2008) 'Security Sector Reform and Gender.' Gender and SSR Toolkit. Geneva: DCAF.

transferring, harbouring and receiving a person through the use of force, coercion or other means, for the purpose of exploiting them. Exploitation shall include, at minimum, exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.¹⁵⁶

Invisible barriers

Attitudes and their traditional assumptions, norms and values which prevent (women's) empowerment / full participation in society.

Positive action

Measures targeted at a particular group and intended to eliminate and prevent discrimination or to offset disadvantages arising from existing attitudes, behaviours and structures (sometimes referred to as positive discrimination).

Preferential treatment

Preferential treatment is the treatment of one individual or group of individuals in a manner which is likely to lead to better benefits, access, rights, opportunities or status than those of another individual or group of individuals. May be used positively when it implies a positive action intended to eliminate previous discriminatory practice or negatively where it is intended to maintain differentials or advantages of one individual/group of individuals over another.

Quotas

Quotas are measures for women's representation in political institutions. Quota in politics involve setting up a percentage or number for the representation of a specific group, here women, most often in the form of a minimum percentage, for instance 20, 30, 40 percent. Quotas are used as a measure to increase representation of the historically excluded or under-represented groups. Gender quotas may be constructed so as to require a minimum representation of women or may state a maximum-minimum representation for both sexes, for instance no more than 60, and no less than 40 percent for each sex.¹⁵⁷

Security sector actors

Security sector actors are the organizations which are responsible for the protection of the state and society. Based on a holistic approach to SSR, actors are divided into four groups. The first group includes *statutory actors that have the right to use coercive means*, such as the military, the police, the intelligence services and other governmental bodies which are authorised to use some police powers. These governmental bodies have a monopoly over the legitimate use of power form the "hard core" of the security sector. The second group are *statutory actors that do not have the right to use coercive means*, and are directly in charge of managing the security sector. These include parliament, Government, the Ministries of Defence, Interior, Finance and the judiciary. These institutions are at the same time in charge of democratic civilian control and oversight of Government bases of power, and therefore

156 United Nations Office on Drugs and Crime, <http://www.unodc.org/>

157 Dahlerup, Drude (2006) *Women, Quotas and Politics*. London: Routledge. For more information about quotas see <http://www.quotaproject.org/aboutquotas.cfm>

have a central role in SSR. The third group of actors in the security sector are *non-statutory actors who have the right to use coercive means*. These include private organisations which legitimately use coercive means, such as private security companies, intelligence services and military companies. Finally, the fourth group includes all civil society institutions which do not use coercive means, but are involved in public oversight and discourse on security issues. These are CSOs, the media, universities and social movements.¹⁵⁸

Security sector reform (SSR)

Security sector reform (SSR) is a concept essentially aimed at the efficient and effective provision of state and human security within a framework of democratic governance. Hence, two normative elements which constitute the core of the SSR concept are: development of (1) affordable security bodies capable of providing security (operational effectiveness and efficiency aspect) and (2) effective oversight mechanisms consistent with democratic norms (democratic governance aspect).¹⁵⁹

Segregation of the labour market

The concentration of women and men in different types and levels of activity and employment, with women being confined to a narrower range of occupations (horizontal segregation) than men, and to the lower grades of work (vertical segregation).

Sexual harassment

Sexual harassment is unwanted conduct of a sexual nature or other conduct based on sex affecting the dignity of women and men at work, including the conduct of superiors and colleagues (Council Resolution 90/C 157/02 of 29/05/90, OJ C 157).

158 Hadzic, M. et al (2009) Yearbook of Security Sector Reform in Serbia. Belgrade: Centre for Civil-Military Relations.

159 Hänggi, Heiner. (2004) 'Conceptualising Security Sector Reform and Reconstruction.' Geneva: DCAF.

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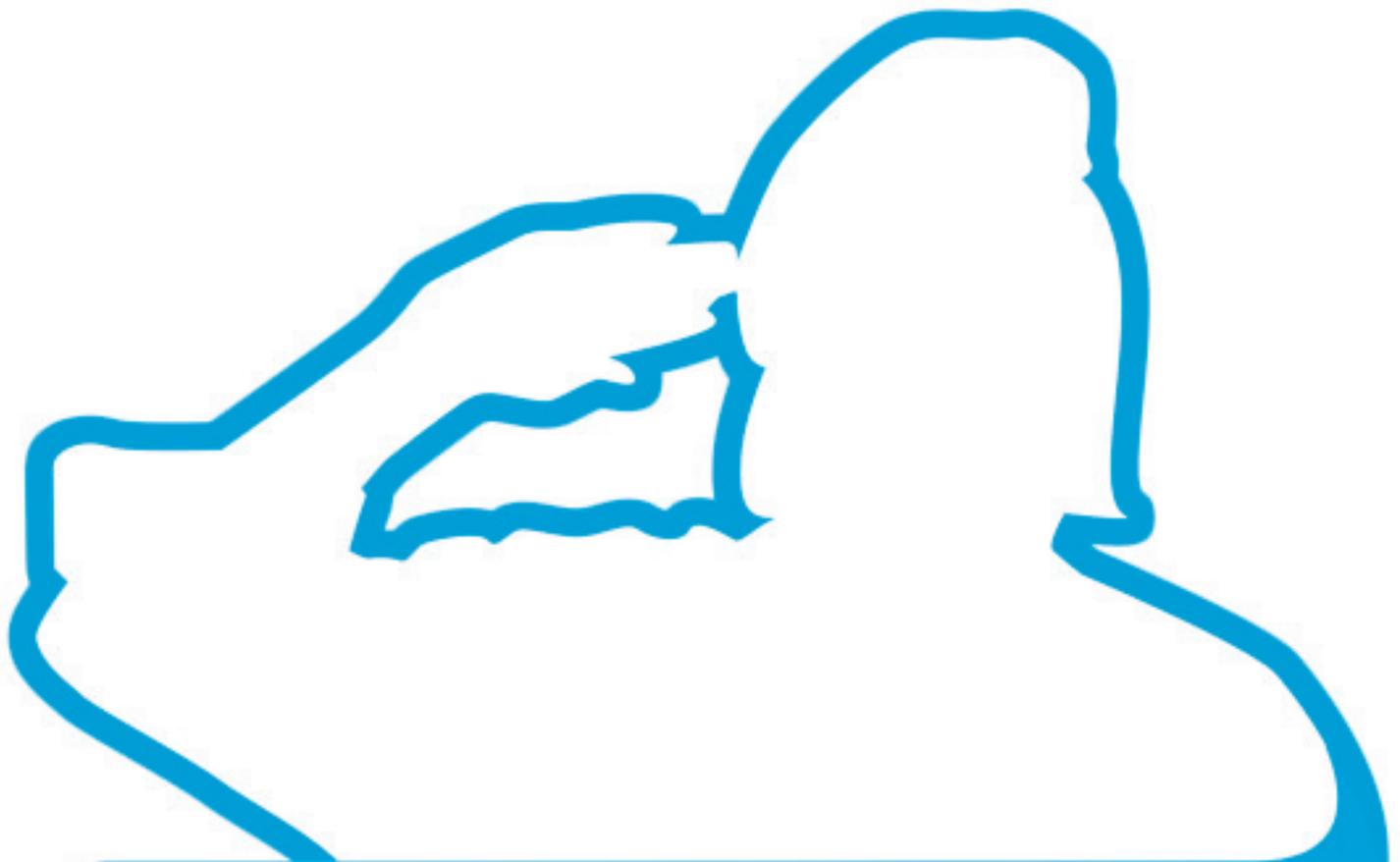
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In September 2009, DCAF initiated a long term and dedicated programme on gender and Security Sector Reform in the Western Balkans, with the primary focus on Serbia. Given the complex environment in the region, as well as the number of local and international actors involved in SSR, it was decided that a first crucial step would be a thorough needs assessment on the status of gender mainstreaming in the security sector, and of current initiatives on the issue.

The needs assessment has the following objectives:

- To identify international, regional and local stakeholders working on gender and security issues;
- To generate a detailed baseline for the current state of gender mainstreaming in security at a national and institutional level, and existing initiatives in the field;
- To identify local needs, gaps and shortcomings of the current SSR processes and prioritize needs which should be addressed by national authorities and civil society, possibly with the support of the international donor community, including DCAF's gender and SSR project;
- To raise awareness of gender and security and enhance community support;
- To establish a network of relevant gender and security sector actors, and where it already exists, to further strengthen it.