

Independent

Implementation
of NAP for UNSC
Resolution 1325
in Serbia

Report

INDEPENDENT REPORT ON THE IMPLEMENTATION OF NAP FOR UNSC RESOLUTION 1325 IN SERBIA

JULY 2012 – JULY 2013



Publisher	Belgrade Centre for Security Policy www.bezbednost.org Đure Jakšića 6, 11000 Belgrade Tel/Fax: +3811 3287 334 and +3811 3287 226 E-mail: office@bezbednost.org
Authors	Maja Bjeloš and Tamara Skrozza
Expert associate	Aurelija Đan
Translation	Vesna Podgorac
Proofreading	Ana Djordjevic
Design and layout	Marko Marinković and Nataša Marinković
Printing	UNAGRAF d.o.o., Beograd
Copies	150

ISBN 978-86-6237-044-0

Belgrade, 2013.
© BCBP
All rights reserved.

CIP - Каталогизacija у публикацији
Народна библиотека Србије, Београд

351.86:305-055.2(497.11)

БЈЕЛОШ, Маја, 1984-
Независни извештај о спровођењу NAP-а за
примену Резолуције SB UN-а 1325 у Србији :
јул 2012 - јул 2013. / [ауторке Маја Бјелош и
Тамара Скрозза]. - Београд : Београдски
центар за безбедносну политику, 2013 (Београд
: Unagraf). - 68 стр. : табеле, граф. прикази
; 24 cm

Тираж 200. - О истраживачком тиму: стр.
66-67. - Напомене и библиографске референце
уз текст. - Библиографија: стр. 64-65.

ISBN 978-86-6237-044-0
1. Скроза, Тамара, 1973- [аутор]
а) Безбедносни сектор - Жене - Србија б) Родна
равноправност - Безбедносни сектор - Србија
COBISS.SR-ID 204011020

This publication was made within the Advancing the Implementation of UNSC Resolution 1325 on Women, Peace, and Security in Western Balkans (2011-2013) Project implemented by UN Women with the financial support of the Government of the Kingdom of Norway.



The views expressed in this publication belong exclusively to the authors and do not necessarily present the views of UN Women, the United Nations, or any other organisation under the aegis of the UN.

Contents

Abbreviations	6
List of sidebars, tables, and graphs	7
Introduction.....	8
Moving from policy towards changes.....	11
I INSTITUTIONAL BODIES AND MECHANISMS FOR THE IMPLEMENTATION OF THE NATIONAL ACTION PLAN.....	15
II WOMEN IN THE SECURITY SECTOR	25
III PROTECTION OF WOMEN IN THE SECURITY SECTOR.....	33
IV EDUCATION OF SECURITY SECTOR MEMBERS	42
V PARTICIPATION OF CIVIL SOCIETY IN THE IMPLEMENTATION OF THE NAP.....	48
VI MONITORING AND REPORTING ON NAP IMPLEMENTATION.	52
VII MEDIA REPORTING ON WOMEN IN THE SECURITY SECTOR	58
Literature	66
About the Research Team	68
Annex	70

Abbreviations

BCSP	Belgrade Centre for Security Policy
BFPE	Belgrade Fund for Political Excellence
BPTC	Basic Police Training Centre
CA	Customs Administration of the Republic of Serbia
PA	Police Academy
CPO	Serbian Armed Forces Centre for Peacekeeping Operations
DEPS	Directorate for Execution of Penal Sanctions
MA	Military Academy
MD	Ministry of Defence of the Republic of Serbia
MIA	Military Intelligence Agency
MNO	Multinational operations
MoI	Ministry of Interior of the Republic of Serbia
MSA	Military Security Agency
NAP 1325	National action plan for implementing UN SC Resolution 1325
PoT	Person of trust
SAF	Serbian Armed Forces
SB	Security sector
SDP MD	Sector for Defence Policy within the Ministry of Defence
SIA	Security-information Agency
UN	United Nations
UNSC	United Nations Security Council

List of sidebars, tables, and graphs

- Sidebar 1: Gender budgeting in the Ministry of Defence
- Sidebar 2: Percentage of women promoted to the position of low, middle, and strategic management level in MD and SAF
- Table 1: Existing mechanisms for control of compliance and employee rights protection
- Graph 1: Women's representation in MD and SAF, compared with the total number of employees
- Graph 2: Women's representation in MoI, compared with the total number of employees
- Graph 3: Women's representation across SIA regional centres compared with the total number of employees
- Graph 4: Women's representation according to the staff category, compared with the total number of professional members of military
- Graph 5: Women's representation in operational and logistics positions, compared with the total number of women in SIA

Introduction

This is the second independent report on the implementation of the National Action Plan (NAP) for Implementing UNSC Resolution 1325 in the Republic of Serbia. The first report was published in 2012. It covered the period from the NAP adoption in December 2010 to July 2012. The aim of the second report is to present the greatest achievements in the process of NAP implementation for the period July 2012 - 2013, to point out the challenges faced within this process, and to suggest the measures to overcome these challenges and advance the implementation of the NAP. Looking at the progress made in the implementation of the NAP during the relevant period, we will focus on the main accomplishments of the previous period, and particularly on the challenges, with the intention to see whether they were addressed by public authorities in the past year.

Taking into consideration that three years have passed since the adoption of the NAP, key findings and messages of this Report will hopefully generate discussion and prompt a review of the NAP to ensure a better understanding of what has been completed done thus far, while equally identifying priorities for the coming period of the NAP implementation.

Structure of the Report

The Report is divided into seven chapters addressing the following matters: the establishment of institutional bodies and gender equality mechanisms for the implementation of the NAP; women in the security sector and their protection against discrimination; the education of security sector personnel; the inclusion of civil society representatives in the implementation of the NAP; monitoring and reporting on the implementation of the NAP; and, finally, media reporting on women in the security sector. These chapters of the Report discuss the majority of areas covered by the NAP,¹ with the exception of the area related to increasing women's participation in peace negotiations and post-conflict peacebuilding, due to its significant coverage in the independent monitoring and reporting of the *Women in Black* organisation which has several decades of expertise in the field.

1 NAP consists of seven thematic chapters: 1) establishing the institutional mechanisms for the implementation of NAP; 2) increasing women's representation in security sector and increasing their influence on peace and security related issues; 3) increasing women's participation and influence in decision-making in the areas of defence and security; 4) increasing women's participation in settlement of conflicts and post-conflict situations and increasing women's participation in multinational operations; 5) using the instruments for legal protection of women; 6) education and professional development of security sector members; and 7) providing the support of media for NAP goals.

Taking into consideration that the last Report elaborated on the instruments for legal protection of women, and that there were no fundamental changes in this area, this topic was omitted from this Report. Like last year, cooperation between civil society and the government, namely the inclusion of civil society in the implementation of the NAP, was discussed in a separate chapter given that the representatives of civil society are key actors in the security sector and their role and contribution in this process should not be ignored. A novelty in relation to the previous report is a chapter about monitoring and reporting on the implementation of the NAP. Taking into account that there is a consensus among all relevant statutory and non-statutory actors that this area is of critical importance for continued effective implementation, we believed that it should be addressed in this Report.

The findings and recommendations presented in this report were drawn on the basis of publicly available documents and information about the activities undertaken by the public authorities responsible for the implementation of NAP 1325. These include an analysis of the answers provided by public authorities on the survey which was, in accordance with the Law on Free Access to the Information of Public Importance,² forwarded to them by the Belgrade Centre for Security Policy (BCSP) in late May – early June. Above public authorities were: Security-information agency (SIA), Customs Administration (CA), Directorate for Execution of Penal Sanctions (DEPS), the Ministry of Defence (MoD), and the Ministry of Interior (MoI). Moreover, initial findings were supplemented after the interviews conducted with the representatives of public authorities and the representatives of civil society organisations which also monitor the implementation of the NAP or address issues of gender equality and improvement of the status of women in Serbia.

In line with the aforementioned, Chapter I discusses the institutional bodies and gender equality mechanisms for the implementation of the NAP which were established in the previous period, and the factors influencing the pace of which these bodies and mechanisms were established. Moreover, this Chapter attempts to assess their performance thus far.

Chapter II presents key findings on the current situation of women's representation in the security sector, their participation in the decision-making process, and the participation of women in multinational operations. Likewise, the intention is to show whether any progress was made in these areas.

² SIA and CA submitted their answers within 15 days after they received the survey questions, and other institutions resorted to the option allowed by law to provide the information of public importance within 40 days.

Chapter III examines what public authorities have done so far with regard to the protection against gender-based discrimination. This Chapter will particularly focus on introducing the antidiscrimination mechanisms called ‘persons of trust’ in the security sector.

Chapter IV analyses the activities undertaken by the public authorities in the area of educating and training persons employed in the security sector pertaining to gender and security.

Chapter V is devoted to the establishment of dialogue between the representatives of civil society and public authorities, and to the possibilities for greater inclusion of civil society organisations in the implementation of the NAP.

The intention of Chapter VI is to demonstrate the manner in which the implementation of the NAP was reported on, and key statutory and non-statutory actors involved in these processes, while equally identifying the main challenges faced by the main actors in the monitoring and reporting processes.

Finally, Chapter VII presents an analysis of media reporting about women in the security sector. The analysis of print media covered the period of January-May 2013; conducted to determine the extent to, and manner in which women in the security sector are present in the media.

Every chapter ends with recommendations for improvement of the implementation of the NAP in the area covered by that particular chapter.

Moving from policy towards changes

The Republic of Serbia is in its third year of the implementation of the NAP for implementing the UNSCR 1325. In these three years the process of NAP implementation was slowed firstly by a delay in setting up key institutional bodies whereby the implementation of a large number of activities planned in 2011 was postponed until 2012. Moreover, the pace of the NAP implementation was greatly affected by the pre-election campaign and the parliamentary elections of May 2012, as the implementation of the activities under the NAP was postponed until after the new Government was constituted. However, this does not apply solely for the implementation of gender equality policy; equally impacting other policies and processes within public authorities. Because of personnel issues and the outcome of the elections, some ministers and state secretaries were replaced in 2012 and the Political Council ceased operation. Considering that the new Government which was constituted in July did not start operation before September 2012, the establishment of the aforementioned body, in addition to the supervisory mechanism for monitoring the implementation of the NAP, was postponed until 2013. It was felt that the political situation threatened to end the entire process, however the political decision-makers' support to NAP activities and objectives was restored.

In the period immediately following its constitution, the main priorities of the new Government were anti-corruption, EU integration, and Belgrade-Prishtina dialogue. Although, not surprisingly, gender equality in the security sector was not among its top priorities, the new Government did not disregard the issue, placing it high on its agenda. For instance, several months after coming into office, then Defence Minister Mr Aleksandar Vučić announced that the Ministry of Defence and the Serbian Armed Forces (MoD and SAF) would take significant steps towards increasing the number of women in the military and that Serbia would get its first woman army general - an important historical step for the Serbian Armed Forces. The establishment of the Women's Parliamentary Network and the Gender Equality Council were important benchmarks for the political context of the NAP implementation. The Women's Parliamentary Network, comprised entirely of female members of the National Assembly of the Republic of Serbia, was established on February 14th, 2013 with the intention to address the legislative framework for health care, education, combating violence against women, and economic empowerment of women. The decision to set up an expert advisory body of the Government of the Republic of Serbia in the area of gender equality and the promotion of the status of women followed in April of the current year, and the Council was established in June. The Council is led by the State Secretary of the Ministry of Labour, Employment, and Social Policy, and its members inclu-

de, in addition to representatives of public authorities, seven representatives of civil society.

The establishment of these institutional bodies and gender equality mechanisms for NAP monitoring and implementation were among the main accomplishments during this reporting period. The greatest achievement of public authorities in the security sector was the establishment of cooperation and regular communication between various institutions. The analytical groups and research teams within the public authorities responsible for the implementation of the NAP and the multi-sector coordination body succeeded to maintain continuity of their operations in the previous period. However, inefficiency was most evident in the work of gender equality advisors, particularly in the Ministry of Defence, the Customs Administration, and the Directorate for the Execution of Penal Sanctions as these institutions failed to appoint persons to be in charge of these tasks for the greater part of the observation period.

Statistical data on women's representation in the security sector, observing all employees and those employed in decision-making positions, suggest that no major progress was made to increase the number of women employed in the security sector. The situation was almost identical to that of the previous year, 2012. The Directorate for the Execution of Penal Sanctions, the Customs Administration, and the Security-Information Agency still employed more women than the Ministry of Interior, the Ministry of Defence, and the Serbian Armed Forces. The most visible progress was the increased number of female professional soldiers and greater representation of women in military officer positions as a result of the first generation of women to graduate from the Military Academy. Regardless of these advancement, however, the Ministry of Defence and the Police Academy (PA) maintained their policies to restrict the number of women candidates for enrolment in the Military Academy and PA. Relative to the previous period when a quota limited the enrolment of women to the MA to about 20%, a negative trend was noticed this year. Namely, the current year's MA enrolment requirements for candidates from civilian ranks allowed for women to comprise a maximum of 15% of those eligible to acquire education in this institution. Progress was made in educating security sector employees, particularly in raising awareness of the importance of gender equality and the level of information pertaining to this and other gender related issues. With the exception of the MoI, no other public authorities organised any training for staff at the management level.

The recognition of the role that women civil society organisations and independent institutions had in the process of NAP 1325 implementation may be deemed another success achieved during this period. A significant step forward was made in establishing dialogue between civil society organisations and public authorities. However the dialogue instituted lacks sustainability, while the entire process

of implementation and implementation oversight is still not fully inclusive of all parties who wish to be involved in the process.

Reporting on women in the security sector still occurs only sporadically and the number of related articles published in print and electronic media remains very low. Moreover, media representatives' presentation of women in the security sector remains dominated by stereotypes, and the use of gender-sensitive language is still not widely used in reporting.

Major weaknesses were encountered in the process of NAP implementation monitoring and reporting. In comparison to the previous year, no significant progress was made considering that common indicators for NAP implementation monitoring and reporting are still absent in relevant public authorities and bodies. Moreover, there is no publicly available information as to whether these indicators were adopted at the level of MSCB. In the absence of common or general indicators, by preparing the biannual and annual reports to MSCB, the Ministry and other Government bodies monitor the implementation of the NAP based on their own parameters and in accordance with their own operational plan for the current year. A shortcoming of this approach to monitoring and reporting is that the reports submitted by the institutions to MSCB vary in content and scope and, moreover, lacks comparability. Furthermore, the approach of having the reports prepared based on a list of completed activities makes it impossible to measure the actual effects of the NAP implementation considering that any qualitative analysis of what has been done is nonexistent. In addition to monitoring and reporting by public authorities and bodies, the independent monitoring performed by civil society organisations is also observed. Characteristic for this independent monitoring thus far is that CSOs follow the implementation of the NAP in different ways and report on it according to diverse criteria and indicators. Nevertheless, poor transparency of the process of NAP implementation and insufficient data availability are the aggravating circumstances in conducting effective independent civil society oversight.

Considering that NAP implementation has thus far focused on the establishment of institutional bodies and mechanisms, and on increasing women's representation in the security sector, the topics which were omitted during this period included the protection of women and other vulnerable groups against gender-based violence in Serbia, the prevention of conflicts, and the inclusion of women in decision-making on topics of security. Moreover, the process of NAP implementation is still not mainstream within in state institutions given that regular activities in addition to the implementation of the NAP in government remain predominantly parallel processes, and most public authorities have no definite allocation of financial or material resources for the implementation of the NAP. Two particular aspects are critical for the sustainability of the NAP in the coming period since the institutionalisation of the plan in all public authorities will ensure that its imple-

mentation is not subject to the political situation, nor is it dependant on a small number of highly motivated and committed individuals. Up to now, the impression left by the implementation of the NAP is that the institutional policies have not 'descended' to the lowest levels, and furthermore that not all employees within the security sector are aware of the changes which have not actually left 'Belgrade', the government central, to include the local level. To accomplish this, it is necessary to change the discourse on the NAP and Resolution 1325, in addition to informing security sector employees of the significance of these two documents in relation to their status and rights, and the possible benefits the citizens of Serbia may expect from their implementation.

I INSTITUTIONAL BODIES AND MECHANISMS FOR THE IMPLEMENTATION OF THE NATIONAL ACTION PLAN

Three years after the NAP was adopted, all institutional bodies charged with its implementation were constituted: the Political Council, the Multi-Sector Coordination Body, the Supervisory Body, and the Assessment Groups, as well as all gender equality mechanisms, namely gender equality advisors, persons of trust, and gender budgeting.

Analytical groups in ministries, administrations, and directorates³ were the first bodies to be assembled shortly after the adoption of the plan, but the decision regarding the establishment of two crucial bodies for the implementation of the NAP, the Political Council and the Multi Sector Coordination Body (MSCB), did not occur before the middle of October 2011⁴. The parliamentary elections in May 2012, and moreover a type of 'blockade' of institutions which occurred both before and after, affected not only the establishment of new institutional bodies, but also the functioning of existing ones (BCSP Independent Report, 2012). For instance, the National Assembly adopted the decision for the establishment of the Supervisory Body (*the Commission for monitoring the implementation of the National Action Plan for Implementing the United Nations Security Council Resolution 1325 – Women, Peace, and Security in the Republic of Serbia (2010 – 2015)*) at the end of December 2011⁵. Furthermore, the Commission was not established shortly after the relevant decision was adopted, despite the expectation that it would be set up when the new members take their seats in the Parliament. In addition, the Political Council, whose members are political appointees rather than civil servants, ceased ope-

3 First assessment group was set up in the Ministry of Defence in late May 2011, while assessment groups in MoI and Customs Administration were set up in late December 2011. In SIA and DEPS, the research team and the assessment group, respectively, were set up in 2012. The MoD assessment group has the largest number of members, twenty two, and the CA has the smallest number, only three. The SIA research team and assessment group have seven members, and the assessment group set up within the Directorate for the Execution of Penal Sanctions has four members but the plan is to add one more.

4 The Decision of the Government of the Republic of Serbia of 13 October 2011, *Official Gazette of RS*, No 02-7706/2011

5 The Decision was adopted at the sixth sitting of the Second Regular Session of the National Assembly of the Republic of Serbia in 2011.

<http://www.parlament.rs/%C5%A0esta_sednica_Drugog_redovnog_zasedanja_Narodne_skup%C5%A1tine_Republike_Srbije_u_2011._godini_14762.941.html>

ration soon after the decision on its establishment was made and its founding meeting was held in November of 2011. However, nearly a year and a half later, both of these bodies were established and commenced normal operation. The **Commission for monitoring of NAP implementation** was instituted in February of 2013 with the appointment of its six members: the representatives of the National Assembly's committee for gender equality; the committee for defence and internal affairs; the committee for foreign affairs; the committee for labour and social policy; the committee for judiciary and public administration, and a representative of the Commissionaire for the Protection of Equality.⁶ The purpose of the Commission was to make status assessments and to monitor the implementation of the NAP, and to examine regular reports regarding the implementation of the NAP in addition to biannual reports on the activities of the Political Council for the implementation of NAP. At least once a year, the Commission was charged with submitting information pertaining to its activities to the National Assembly, and, before the end of the NAP implementation period, it would equally submit a report with proposed measures to the National Assembly.

Based on the proposal of the Ministry of Defence Secretariat, on June 12th, 2013 the Government of the Republic of Serbia made the decision to appoint thirteen representatives of public authorities to the **Political Council**. The Council is comprised of a President and two Deputy Presidents⁷, ten members who are Deputy Ministers or State Secretaries in the Office for Kosovo and Metohija, the Ministries of Foreign Affairs, Justice and Public Administration, Finances and Economy, the Ministries of Culture and Information, Regional Development and Local Self-Government, the Ministries of Health, and Labour, Employment, and Social Policy, and the Ministry of Education and Science and Technological Development. Additionally, the head of its logistics department represents the Security-Information Agency (MoD's Answer to BCSP's Survey, June 2013). The current Council's structure constitutes three additional members in comparison with the previous Council.

As for gender equality mechanisms, the timeframe and the ways in which these mechanisms were instituted differ from those related to the establishment of institutional bodies. Currently, all institutions have appointed their **gender equality advisors**, with the MoI and the Customs Administration being the first bodies to institute this function in December of 2011. In March of 2012 the Ministry of De-

6 The proposal was that the following MPs become the members of the Commission: Ms Zlata Đerić, Mr Milovan Drecun, Ms Sanda Rašković Ivić, Ms Milanka Jevtović Vukojičić, Ms Katarina Rakić, and Ms Kosana Beker, Assistant Commissionaire for the Protection of Equality. http://www.parlament.gov.rs/upload/archive/files/lat/pdf/akta_procedura/2013/326-13Lat.pdf

7 Mr Miroslav Jovanović Deputy Minister for Defence Policy was appointed as the President, and Mr Vladimir Božović State Secretary in the Ministry of Interior was appointed as the Deputy President. Also, Mr Mitar Kovač, PhD, Head of the Directorate for Strategic Planning within the Ministry of Defence's Sector for Defence Policy was nominated as the Deputy President of the Government's Multi Sector Coordination Body of the to replace Mr Božidar Force, the retired major general.

fence appointed its first woman advisor for gender equality, and its second gender equality advisor was appointed in July, while the SIA appointed its gender equality advisor in June 2012. The Directorate for the Execution of Penal Sanction was the last on the list of institutions to appoint a gender equality advisor - in September of 2012. Although all institutions have gender equality advisors at this time, the reporting period is characterised by a 'backlash' in the activities of gender equality advisors in the Ministry of Defence, the Customs Administration, and the Directorate for the Execution of Penal Sanctions. This situation may be explained by the fact that, as a result of the elections and the change of government, the Ministry of Defence did not appoint a new advisor for nearly a year after the term of office of its first gender equality advisor expired; or further by the fact that the gender equality advisor in the Customs Administration has not carried out her duties since September of 2012 and no one was appointed to replace her. It was not before late 2012 that DEPS appointed its gender equality advisor, however, even this appointee left office soon after and now the procedure for appointment of a new one is in progress.

The institutions differed in the personnel and organisational structure related arrangements they implemented in the appointment of persons to discharge the duty of gender equality advisors. In the MoI, Ms Vesna Nikolić, then Head of the General Affairs Department in the MoI Secretariat and now advisor to the Minister of Interior, was appointed as the advisor. She is at the same time carrying out the duty of the President of the Multi Sector Coordination Body. In the Customs Administration the tasks of the gender equality advisor are performed by Ms Dragana Prokić, inspector for supervisory activities in customs investigations. Although the intention was that she advise the Customs Administration Director, during the systematisation of work positions she was 'placed' in the HRM Department. However, it is important to note that this is (still) the only systematised work position for a gender equality advisor in security sector. In the MoD the first appointee as an advisor was Ms Tanja Mišćević the State Secretary for Defence Policy, who was equally performing the duty of the President of the Political Council before the new Government was constituted. From the time of expiration of her term in office until July 15th, 2013, when the Minister of Defence's took the decision to appoint a person authorised to discharge the duties of a gender equality advisor to the Minister, the Ministry of Defence did not have an advisor. Now Ms Jovanka Šaranović, PhD, Assistant Professor, Director of the Institute for Strategic Research of the MoD's Sector for Defence Policy (SDP) is delegated to execute these duties. Ms Snežana Radanović, head of the organisational unit responsible, among other things, for HRM, has been appointed to the position of gender equality advisor in SIA. According to the SIA's response to the BCSP's 2012 Survey, the intention was that Ms Radanović performs the duties of the advisor on a temporary basis pending the formal assignment of a member of the Agency to this position. To this date, however, the bylaw on internal organisational structure and systematisation of work positions was not amended and, accordingly, no gender

equality advisor to the Director of SIA was appointed. In DEPS the head of the HRM Department was assigned to the position of the advisor, but she is currently on maternity leave and the procedure for the appointment of a replacement for this position is in progress.

The introduction of the anti-discrimination mechanism entitled '**person of trust**' took effect in late 2011 when twenty-three persons of trust were appointed in SIA. In comparison with the previous reporting period, persons of trust (thirty-one) are now appointed in DEPS as well. CA reported that they do not perceive any necessity to introduce such a mechanism now and that it would be best to extend the scope of work of the appointed support persons to include this segment (CA's Answer to BCSP's Survey, June 2013). In the wake of the arrangement adopted at CA, MoI, too, believes that at this time it would be more beneficial to extend the scope of work of the psychological support mechanism in such a way that 'peer support' persons deal with employee discrimination cases as well. In the previous period, the most active relevant institution was SIA, which was the first institution to appoint 'persons of trust' and draft a proposal of a bylaw to define the person of trust appointment, powers and responsibilities, and job description. SDP MoD's Sector for Strategic Planning also drafted instructions dealing with the appointment, term of office, and the function discharged by the 'person of trust' in the Ministry of Defence and the Serbian Armed Forces. After the opinion of the Legal Directorate of the Ministry's Secretariat was obtained, it was forwarded to the Minister of Defence for signing (MoD's Answer to BCSP's Survey, June 2013). Other institutions are in the process of preparing this by law, however it is still uncertain when any of them will adopt such a document. Considering that not all appointed persons of trust have undergone training to gain the knowledge and skills required for performing this duty, it may be stated that this mechanism is not yet fully applicable.

No progress was observed with regard to the introduction of gender budgeting in the security sector considering that, as was the case last year, **gender budgeting** has only been instituted in the Ministry of Defence. In spite of this, apart from the financial funds that MoD allocated for NAP implementation, a considerable number of activities in 2011, 2012, and 2013 were supported by international organisations such as the OSCE Mission in Serbia, the United Nations agency dedicated to gender equality and empowerment of women - UN Women, or UNDP/SEESAC (MoD's Answer to BCSP's Survey, June 2013).

Antrfile 1: Gender budgeting in the Ministry of Defence

In MoD the process of gender responsible budgeting was instituted on November 10th, 2011 when the MoD SDP Directorate for Strategic Planning submitted a proposal for the project "National Action Plan for implementing the UNSC Resolution 1325 in the Ministry of Defence and the Serbian Armed Forces", which includes two sub-projects, to the Financing Department and PPBI SDP MoD; the project having been accepted with its practical implementation having already begun. Out of a total of 450 thousand dinars earmarked for gender sensitive budgeting in MoD and SAF in 2012, the MoD and SAF Assessment Group found and announced in its annual report (available on the MoD website) that the total of RSD 54,643.00 was spent as of the end of December 2012. A total of 450 thousand dinars were planned and approved for activities related to the implementation of the NAP in MoD and SAF in 2013. In May 2013, the MoD and SAF Assessment Group executed an analysis of the financial expenditures which were allocated for gender sensitive budgeting in 2013, reporting that a total of RSD 95,757.00 was spent during the period of January-May 2013.

Source: MoD's Answer to BCSP's Survey, 20 June 2013.

In addition to the aforementioned bodies and mechanisms, the Government of the Republic of Serbia Office for Cooperation with Civil Society also played an important role in the process of NAP implementation during the relevant period. The Office has been much more active in this process since the middle of 2012, and recently the Director of the Office became a member of MSCB.⁸ According to the NAP document, although the original intention was not to become a member of the MSCB, the Office was given a critical role in the two-way communication between the representatives of civil society and public authorities. In accordance with its powers and responsibilities, the Office will, in the coming period, contribute to arranging or facilitating dialogue between civil society and the government related to NAP 1325 monitoring and implementation in Serbia, and has introduced these meetings into its regular operational plan. Since the NAP does not make any mention of the Office for Cooperation with Civil Society, it is necessary to provide for the Office's membership in MSCB and to define its role within the overall process of NAP implementation.

⁸ The information about the appointment of the Office representative as a member of MSCB was confirmed at a meeting in the National Assembly, arranged on 22 July 2013

Weaknesses in the establishment of institutional bodies and gender equality mechanisms

The NAP does not address the manner in which members of the Political Council, Supervisory Body, MSCB, and Analytical groups are to be appointed and replaced, nor the protocol to be followed as a result of the expiration of a member's term in office, or for example, if a member resigns or is removed from duties carried out within the public authority which had nominated him/her for membership to a particular body. In the absence of clearly defined, legislatively provided, and transparent procedures for appointment and replacement of the members of the above bodies, various irregularities in practice were observed. In some institutions, for instance, the group leader undertook the initiative for the appointment or replacement of the Analytical Group members, while at the multi-sector level, the MSCB President forwarded requests for appointment of new members to public authorities and bodies represented within this body. In the case of the appointment of members to the Political Council, it is the Secretariat of the Ministry of Defence that, based on the proposals for the appointment of members provided by individual institutions, is tasked with presenting the final proposal to the Serbian Government. Regardless of previous (non-uniform) practices, caution should be taken in the coming period to avoid the nomination or appointment of members to these bodies for unsubstantiated reasons. Rather, rules and procedures should be put in place to specify which institutions may be represented in the above bodies and the level of political appointees, or civil servants, which is to be deemed representative for each of the institutions. With regards to the appointment of members to bodies such as Analytical Groups, it is necessary that their structure is representative and that all relevant organisational units of the system are taken into consideration. As for gender equality mechanisms, their legislation should be regulated prior to their establishment and the nomination and appointment of members, after which, members should undergo relevant training in order to effectively carry out their duties. In the case of the 'person of trust' mechanism, this procedure was not followed.

Performance evaluation for the established institutional bodies and gender equality mechanisms

Due to a delay in constituting key bodies, most of 2011 was perceived to have fallen short of expectations as a large number of activities scheduled to be performed in 2011 were postponed for 2012 (BCSP Independent Report, 2012). However, in 2012, the parliamentary and presidential elections, and the prolonged negotiations related to the constitution of the new Government, had an adverse effect on the pace of NAP implementation. It may be said that the situation had 'returned to normal' only in 2013 when two bodies of critical importance for the implementation of the NAP, the Political Council and the Supervisory Body, were finally

established. Despite some setbacks, it cannot be said that 2012, was another ‘wasted’ year: the greatest accomplishments in the implementation of the NAP were made with regard to the education of security sector members, namely members of institutional bodies, the establishment of the anti-discrimination mechanism of ‘persons of trust’, and the initiation of dialogue with civil society.

The Analytical groups and the MSCB were the most active bodies in the implementation of the NAP in the previous period. These two bodies proved to be effective mechanisms in keeping the NAP issues relevant, even when political guidelines pertaining to the direction of the plan’s implementation were unclear. Given that the former Political Council was ‘short-lived’, and that the present Council and the Commission for monitoring and reporting were only relatively recently constituted, the results of their work are still to be seen. The evaluation of the performance of the persons of trust is rendered difficult since this role is not yet present in all institutions and further due to the absence of publicly available reports on the activities of the persons of trust who were relatively recently appointed. The most challenging to evaluate during the observation period, however, was the performance of gender equality advisors, as explained below.

In terms of the Analytical Groups⁹, the SIA Research Team and the MoD, SAF, and MoI Analytical groups exhibited the best performance, while the poorest performance was seen in the DEPS and CA Assessment Groups. Despite the overall inadequacy of some groups, their most important achievements related to the implementation of gender analysis, the in-depth research of cases pertaining to gender equality and discrimination, the proposal of measures for the promotion of existing policies, the generation of gender sensitive statistics, the composition of periodical reports on NAP implementation, the development of special brochures to better inform employees about the NAP, the participation of members of these bodies in different forms of education, etc.

Information about the activities of MSCB¹⁰ are still not publicly available, neither on the official website of the Government of Serbia, given that MSCB is a Go-

9 Assessment Groups (Research Teams) within competent public authorities are responsible for monitoring the implementation of NAP based on predetermined indicators, for annual planning, and for the initiation of the activities specified in the plan.

10 The members of MSCB are: Deputy Minister for Kosovo & Metohija; Director of the Ministry of Labour and Social Policy’s Directorate for Gender Equality; Director of the Ministry of Defence’ Institute for Strategic Research; Head of the SIA HRM Department; Head of the Ministry of Justice’s Directorate for the Execution of Penal Sanctions’ Department for the protection of persons deprived of liberty and their rights; Head of the Ministry of Education and Science’s Department for Strategy and Development; Main Advisor in the MoI’s Directorate for Professional Training and Development, and Science; Professor at the Military Academy; Representative of the Serbian Statistical Office’s Division for Social Indicators, Judiciary and Gender Statistics; Ministry of Finance’s Customs Administration’s Inspector for supervision of customs activities; advisors in the Ministry of Foreign Affairs and the Ministry for Human and Minority Rights, Public Administration, and Local Self Government; psychologist in the Military Information Agency.

vernment body, nor on the website of MoI or in the MoI's Information Bulletin, considering that MoI provides expertise and administrative-technical support to MSCB. There are no minutes or other information regarding the matters discussed at MSCB meetings, and as a result the information related to the activities of MSCB to date were gathered only through direct communication with the members of these bodies, including the President, and through the presentation of MSCB activities at a number of public meetings in which their members took part.

During the reporting period, MSCB focused mainly on collecting data from the analytical groups and integrating the first annual report on the implementation of the NAP for implementing the Resolution 1325 in Serbia. Consequently MoI, which is supporting MSCB in its activities, faced a large number of challenges in this process as no general indicators for monitoring and reporting on the implementation of the NAP have been adopted to facilitate the MSCB's efforts in reporting to the Political Council and other bodies. The MSCB Report is not available to the wider public but, as it is a requirement for the maintenance of dialogue between civil society and MSCB, in December 2012 the report became accessible to the professional community, including a number of CSOs which participated in the Dialogue. Besides reporting, MSCB co-organised the above Dialogue for the purpose of the establishment of regular communication between public authorities and representatives of civil society, and provided support in organising other meetings to discuss Resolution 1325 implementation related issues.

According to the President of MSCB, the MSCB Operational Plan and their definition of priorities for the coming period are not to take place before the second half of the current year. Moreover, the goal is to define criteria and to adopt procedures so as to establish regular communication between MSCB and the representatives of civil society. It is not known whether the activities of MSCB throughout the reporting period reflected the defined priorities or whether they were *ad hoc* based.

It may be said that, in view of the time period spent performing this duty, 'the longest period of service' is that of the gender equality advisor in MoI, while the advisor in the Directorate for the Execution of Penal Sanctions served the shortest period. During this reporting period it was not possible to study the performance of the gender equality advisor in MoI as, due to the advisor's absence, the Ministry was unable to provide any information on her activities (MoI's Answer to BCSP's Survey, July 2013). In addition, the impression left, based on the answers provided by DEPS to the BCSP's Survey, is that the former advisor was not in the position to do much more than initiate a couple of activities within this institution. DEPS reported that the goal for the new advisor, once the advisor is elected, take part in the creation of the Directorate's future plans and bylaws. The previous BCSP report mentioned that, in the first six months after the first advisors were appointed, the most efficient performance was observed of the gender equality

advisor in CA. On the other hand, it was impossible to properly judge the performance of the Customs Administration advisor during this period given that the advisor has been on a sick leave from September 2012 and that her replacement has still not been appointed. Since MoD did not have an advisor in place during the reporting period, any results of the activities taken by the recently appointed advisor can only be expected from the subsequent period. SIA did not have any interruptions in the work of the gender equality advisor, and the Agency reported that, during the previous period, the advisor had provided support to the Research Team and the persons of trust, took part in the organisation and implementation of SIA seminars on gender equality, etc. Moreover, SIA stated that the gender equality advisor was consulted and her opinion was sought whenever old policies, plans, or bylaws were amended and new ones were created.

Based on above, the impression is that, due to the interruptions in work (caused by belated nominations, appointments, or expiry of the term of office, or for private reasons), gender equality advisors were prevented from implementing a significant number of activities and influencing policy changes at the system level.

Key priorities in the implementation of the NAP in the coming period

All public authorities, with the exception of the Customs Administration, reported that one of their key priorities is to educate their employees with regards to gender equality and protection against discrimination. In addition to this priority, which was shared by all institutions, each individual institution listed several other priority areas within NAP implementation.

MoD and SAF will strive to complete the processes of establishing all required institutional bodies and gender equality mechanisms for the implementation of the NAP in the coming period. When amending their existing regulatory, planning, and action documents, MoD and SAF aim to incorporate proposals which should effectively promote the status and position of women employed in MoD or SAF, and to equally improve the career guidance system for women employed in MoD or SAF. MoI priorities include shifting the NAP to the local level, recognising discrimination, and encouraging the use available protection mechanisms. The application of a special protocol for law enforcement in cases of domestic violence is also among their top priorities. For SIA, the creation of conditions for the implementation of equal opportunity and the removal of obstacles to greater representation and promotion of women is one of the key priorities for the coming period. DEPS priorities focus on the adoption of documents to define the mandate and job description of the person of trust, internal training, and the improvement of communication and coordination of activities of all bodies and gender equality mechanisms established within the Administration.

Recommendations

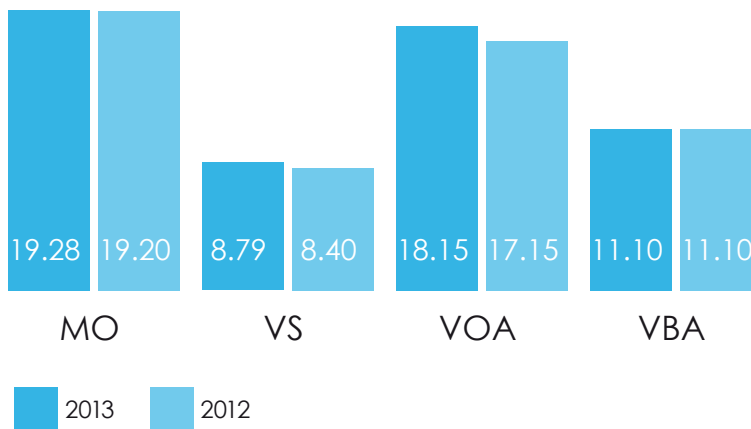
1. Begin planning for an initiative for NAP reviewing which, among other things, should provide the following:
 - Procedures and regulations for the appointment and replacement of the members of the Political Council, MSCB, and Assessment Groups, with the aim of preventing any obstruction of these bodies.
 - Reduce the number of activities and goals for the implementation of the NAP, with the aim of allowing institutional bodies and gender equality mechanisms to implement all activities under the plan within a realistic time frame. When defining priorities, goals, and activities, it is necessary to consult the citizens and the representatives of civil society so as to ensure that the plan better reflects the genuine security needs of all Serbian citizens.
 - Ensure the membership of the Office for Cooperation with Civil Society in MSCB and clearly define its role in the overall process of NAP implementation.
2. It is necessary to adopt operational plans for all the institutions which have not yet done so. The operational plans of institutional bodies should be transparent and publicly available (e.g., the Serbian National Assembly's Rules of Procedure).
3. Government authorities which have not yet initiated a gender budgeting process should conduct a gender analysis of their existing budget and determine how to include the costs of financing activities for the implementation of the NAP in the regular budget.

II WOMEN IN THE SECURITY SECTOR

Statistical data regarding women's representation in the security sector suggest that no significant progress has been made towards increasing the number of women employed in the security sector, and that the situation is relatively similar to that of the previous year, 2012. Although a slight increase in the employment of women in some public authorities has been noted, this trend is still insufficient to suggest that women are better represented in the security sector. The number of women in the Directorate for the Execution of Penal Sanctions, Customs Administration and Security Information Agency is still higher than in the Ministry of Interior, the Ministry of Defence, and the Serbian Armed Forces.

Available data regarding the percentage of women in **the Ministry of Defence (MoD) and Serbian Armed Forces (SAF)** show that women's representation in these institutions is essentially the same as in 2012 (see Graph No 1).

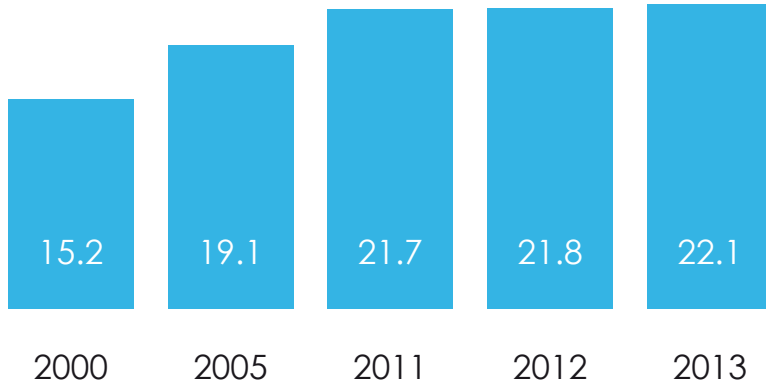
Graph 1: Women's representation u MoD and SAF, in relation to the total number of employees (%)



Statistical data from July 2013 show that the percentage of female employees in the **Ministry of Interior (MoI)** has been continuously growing in the last ten years (see Graph No 2). However, when considering the last four years, it is noticeable that the increasing trend of the number of women in MoI has stagnated since 2010

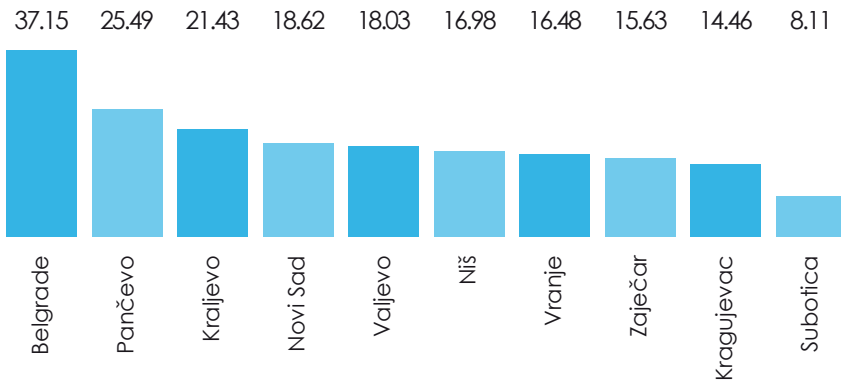
to date. This can be best illustrated by the fact that the percentage of women increased by only 0.4% in the period from 2010 - July 2013.

Graph 2: Women's representation in MoI, in relation to the total number of employees (%)



In the **Security Information Agency**, women's representation is 30.39%, which is 0.3% less than the previous year (SIA's Answer to BCSP's Survey, June 2013). If women's representation across the Agency's regional centres are examined, women are most represented in the Belgrade, Pančevo, and Kraljevo regional centres, and least represented in the regional centres of Zaječar, Kragujevac, and Subotica (ibid).

Graph 3: Women's representation across SIA regional centres, in relation to the total number of employees (%)



Although **Customs Administration (CA)** demonstrated an increase in the number of employees in 2013, by 228 persons compared to 2012, the numbers do not suggest that the percentage of employed women is any higher. Customs Administration currently employs 2698 people on a permanent basis, out of which 1122 or 41.6 % are women (CA's Answer to BCSP's Survey, June 2013). The numbers for last year were 41.7% or 1030 women out of a total of 2470 employees. Of all fifteen customs outlets located throughout Serbia, women are most represented in Belgrade (53.38%), Kruševac (48.57%), and Kragujevac (47.31%), and least represented in the customs outlets of Kladovo (25%), Užice (23.3%), and Priština (6.66%).

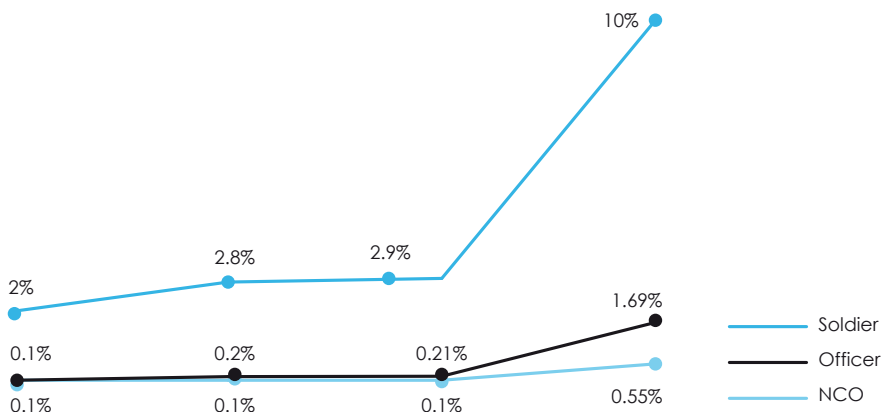
Currently, women's representation at the headquarters of the **Directorate for the Execution of Penal Sanctions** is 53%, and 24% in penitentiary facilities and county prisons.

Jobs (work positions) in which women are most represented

The security sector is still deemed to be a predominantly 'male' profession as men are considerably more represented in operational positions while women are mainly involved in administrative and low-responsibility positions.

In **MoD**, for instance, women remain most represented in the Sector for Finances, Sector for Material Resources, the Legal Directorate of this Ministry's Secretariat, the Military Medical Academy, the Directorate for Military Health Care, and the Sector for Defence Policy's Institute for Strategic Research (MoD's Answer to BCSP's Survey, June 2013). A similar trend is noted in **MSA** and **MIA** where women are most represented in administrative positions. No woman has yet performed the duty of a military-diplomatic representative abroad. The same applies for all units and commands of **SAF** where women are most represented in administrative positions. The largest percentage of women in MoD and SAF works in civilian positions, whereby in 2013, women accounted for 56.95% of all civilian employees. It should be noted, however, that the percentage of women in the category of professional soldiers has tripled in the last year and currently amounts to 10%. Also, a considerable increase, by nearly 8 times, is noted in women's representation in the category of officers. The explanation for this increase may lie in the fact that the second generation of women cadets graduated from the MA in 2012 and, accordingly, this increasing trend is expected to continue.

Graph 4: Women’s representation across staff categories, in relation to the total number of professional members of the military



The highest rank held by women in the Serbian Armed Forces remains that of Colonel, however, it was announced that by 2014 the Army will instate its first female General.¹¹ According to the available data, the greatest percentage of women hold the rank of Second Lieutenant, and only an exceptionally small percentage of women hold the rank of Major.

Rank	Percentage of the total number
Second Lieutenant	15.70 %
Lieutenant	3.38 %
Captain	0.33 %
Major General	0.07 %
Lieutenant Colonel	0.33 %
Colonel	0.22 %

According to data obtained from **MoI**, the largest number of women is employed in the MoI Secretariat, the Internal Audit Department, the HRM Directorate, the Directorate for Administrative Affairs, the Department for Management of EU-funded Projects, and the Assessment Directorate. In the operational ranks, women account for 24.6% of all employees with 'OSL' status, while 8.6% of women have 'UOSL' status¹², and 8.3% are in the uniformed police ranks with responsibilities that are general in nature. In security positions, the percentage of women is 11%,

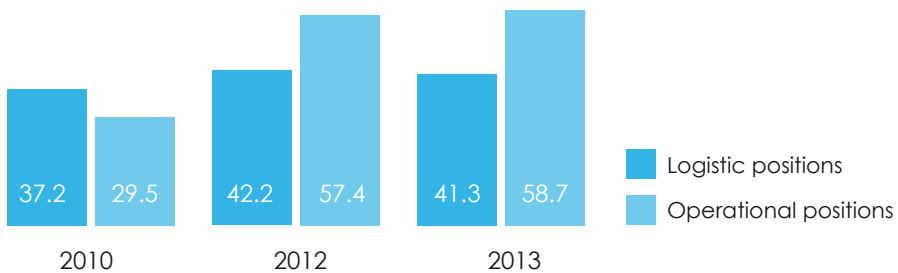
11 A statement of Mr Aleksandar Vučić the Minister of Defence, B92, 21/05/2013 http://www.b92.net/info/vesti/index.php?yyyy=2013&mm=05&dd=21&nav_category=12&nav_id=715621

12 OSL stands for 'officer', and UOSL stands for 'uniformed officer'

and their percentage in positions performed by border police is 18%, with a very small number of women found in traffic control security positions (5.5%). Out of the total number of employees in the operational ranks of crime suppression related positions, women account for 19%, with 25% of women employed in the sector for emergency situations.¹³ Women are also represented in the special units: 5.3% of women are employed in the Special Anti-terrorist Unit, 4.8% in the Co-uter-Terrorist Unit, 16.4% in the Helicopter Unit, and 4.9% in the Gendarmerie.

The **Security-Information Agency** saw a slight increase in the number of women employed in operational position in 2012, but this figure represents a considerable increase in comparison to 2010 (see Graph 5). Although the percentage of women in logistics related positions increased in 2012, a slight decrease in the overall representations of women (by 1.1%) was also noted this year (SIA’s Answer to BCSP’s Survey, June 2013).

Graph 5: Women’s representation in operational and logistics jobs, in relation to the total number of women in SIA (%)



According to data provided to the BCSP by the **Customs Administration**, most women (78%) work in administrative positions and logistics related jobs (56.3%), while women are less represented in operational jobs (35.5%). The percentage of women in the sector for overseeing the application of customs regulations is 23.8%.

DEPS, on the other hand, did not provide data regarding work positions in which women are most represented in the Directorate’s headquarters nor correctional facilities.

¹³ Data from MoI’s December 2012 Report on NAP 1325 Implementation

Women's representation in managing and commanding positions

Women are still remarkably less represented in managerial and commanding positions in the security sector in relation to their male peers. In almost all institutions, the situation regarding the representation of women in managerial positions is the equal to that of 2012, amounting to approximately 10% of the total number of managerial positions. The only exception is in the Directorate for the Execution of Penal Sanctions where 31% of the above positions are occupied by women.

In **MoD** and **SAF**, women comprise 10.4% of employees performing managerial/commanding duties, which is equal to 1.4% of the total number of persons employed in MoD and SAF. From June 2012 to June 2013 the number of women in managerial positions of low, middle, or high strategic levels of management did not see a significant increase. According to the data provided by the Directorate for Human Resources in June 2013, women were assigned to 1.32% of all commanding and commandeering positions in the Serbian Armed Forces (MoD's Answer to BCSP's Survey, June 2013).

Sidebar 2: The percentage of women promoted to positions of low, middle, and strategic management levels in MoD and SAF

The Ministry of Defence reported that, during the period of June 2012 - June 2013, 0.0221% of women employed in MoD were promoted to managerial positions at the lower management level; 0.001% to positions at the middle management level, and 0.0005% to positions at the strategic management level. The percentage of women in the Serbian Armed Forces who were promoted to higher positions during the same period was 0.052% (MoD's and SAF's Answer to BCSP's Survey, 2013). It is very difficult to determine the actual number of women who were promoted since the impression is that the numbers presented likely indicate a statistical error rather than a real increase in the representation of women in managerial positions.

According to the **MoI** Report submitted to MSCB in December 2012, the number of women in managerial positions fell from 11.4% to 9.9% of the total number of persons employed in managerial positions. The explanation for this decrease was that it was a consequence of the amendment of the systematisation bylaw which removed various positions of operational group leaders. On the other hand, the same Report states that women's representation at higher management levels increased, e.g., in the position of the Head of Directorate, from 18.5% to 23.1%; and in the position of the Head of Division, to 25.5%. The number of women in managerial positions at the operational level remains low - only one woman is the head of the Police Directorate; two women are commanders of police outlets (PO); one is a PO Deputy Commander; while 6 women, or 2.6%, are police department commanders. There are no women among the Heads of Directorates or in

Criminal Police Departments, neither are women represented in the police forces with the competence of a general nature.¹⁴ Finally, the data also suggested that within the first five months of this year, for the first time in the last four years, the negative trend of decreasing the number of women at managerial positions was discontinued, and their representation was increased by 1%, amounting to 10.9% (MoI's Answer to BCSP's Survey, July 2013).

The data from 2013 shows that women's representation among the total number of employees in **SIA** managerial positions amounts to 11.5%. As for women's representation across the managerial levels, women account for 15.4% of employees at the higher strategic level of management, 6.2% at the middle management level, and 12.4% at the low management level.

The representation of women employed in managerial positions in the **Customs Administration** is 107, or 38.35% of all employees at this level. This figure signifies that, compared with last year, only one additional woman was assigned to these tasks. Now, the number of women in positions at the middle managerial level is 7% lower than that of the previous year (35.6%), whilst their number at the lowest level of managerial positions was increased by 3% (43.2%).

Women's representation in multinational operations

Serbia has intensified its participation in peacekeeping operations compared to last year, which resulted in an increase in the number of military and police staff participating in UN and EU missions. The members of the Republic of Serbia MoD and SAF currently take part in eight multinational operations, namely: Congo (MDNCA/MDNUSCO), Liberia (UNMIL), Ivory Coast (UNOCI), Cyprus (UNFICYP), Lebanon (UNIFIL), Middle East (UNTSO), Somalia (Operation ATALANTA), and Uganda (EUTM Somalia). Out of the eleven (ongoing and completed) peacekeeping missions in which Serbia took part, women were involved in four multinational operations – Congo and Cyprus (ongoing), and Central African Republic and Chad (completed missions). Until May 2013, a total of 42 women participated in UN multinational operations in 54 mandates, which means that the participation of women increased by 19 from the previous year (MoD's Answer to BCSP's Survey, June 2013). In DR Congo women were working within aeromedical evacuation teams (doctors and technicians), and in the Central African Republic and Chad they were within the Norwegian field hospital and the independent field sanitation team (performing the duties of medical and dental technicians). The only significant change, in comparison with the previous period, is that since March 2012 women have been performing military duty in MNO. Until May 2013 eight women had been performing the duties of professional soldiers

¹⁴ MOI's December 2012 Report on Implementing NAP 1325.

in multinational operations in Cyprus, while the total of six women professional soldiers were involved in Lebanon.

Police officers are currently engaged in a small number of missions: in the Republic of Liberia, the Republic of Cyprus, and Haiti. Out of 13 police officers engaged, one woman is now in Liberia where she is training the R. Liberia police forces. Last year a woman police officer from the Gendarmerie took part in the peacekeeping mission in Cyprus. Since 2004, when police forces first became engaged in peacekeeping missions, the total number of police staff which had participated was 77, with 10 women among them (13%).

Besides the participation in MNO, various activities related to other aspects of women's participation in conflict settlement continue. According to the MoD's first report on the implementation of the NAP, the task to include more women from MoD and SAF in the settlement of the problems with the post conflict rehabilitation of society was not accomplished because of the lack of funds. Also, during the observation period there were no appointments of advisors to national contingent commanders in multinational operations, nor their secondments to operations. Despite the lack of appointments for the performance of this duty, in 2012 the Centre for Peacekeeping Operations organised training for gender equality advisors to national contingent commanders in peacekeeping operations. The goal of this training was to teach the trainees the skills needed to work as advisors to national contingent commanders in peacekeeping operations complying with UN, EU, and NATO standards.

Recommendations

1. It is necessary to have the information bulletins issued by public authorities in the security sector updated regularly, including data related to women's representation.
2. It is necessary to improve the maintenance of gender-specific records and statistics, and to report based on the same indicators so that the data are comparable and that any change in women's representation in the security sector, and particularly in managerial positions, could be immediately visible.
3. It is necessary to conduct a survey in MoD/SAF and MoI to examine the reasons for women (not) deciding to go on peacekeeping missions.
4. In the selection of candidates to participate in missions, it is essential to employ positive discrimination so that women, who have the same skills as men, would be given priority for going on missions.
5. In the coming period, it is imperative to appoint and second members of MoD, SAF, and MoI to the duty of gender advisors to national contingent commanders in peacekeeping missions.

III PROTECTION OF WOMEN IN THE SECURITY SECTOR

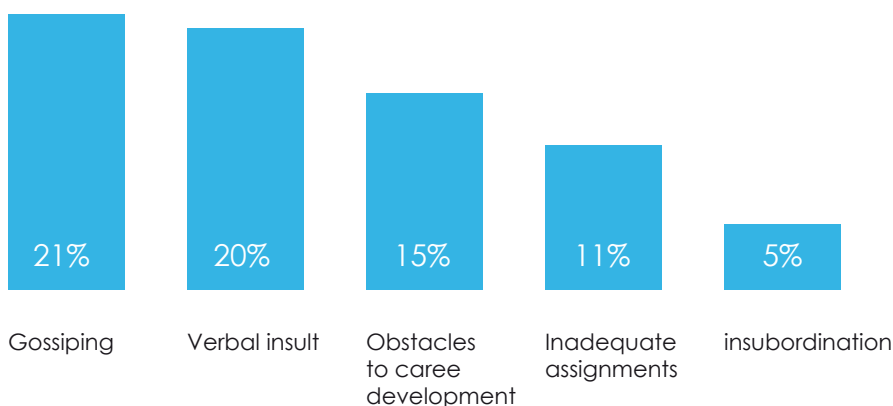
With regard to the protection of women against discrimination in the security sector, the most progress has been made in the assessment of the present status with regard to discrimination, and the least in establishing initiatives to change policies and introduce measures to improve the position of women within the system and to protect them against (gender-based) discrimination. The main activities which were implemented for the assessment of status with regard to gender equality and the identification of any presence, scope, or form of gender-based discrimination included the SIA's initial survey on gender equality and discrimination in this Agency, and a gender analysis conducted in MoI. With regard to protection against discrimination, the most significant change, compared to the previous period, is the appointment of 'persons of trust'. Furthermore, the MoI assessment group undertook an initiative to have affirmative action measures introduced into the regulatory area to remove any obstacles to the promotion of women. During this period, public authorities equally created a self-assessment of the existing protection system, in an attempt to determine who holds the powers and responsibilities of addressing discrimination cases in the security system.

Survey on gender equality, status of women, and gender-based discrimination

The SIA Research Team members developed survey questions on gender equality and discrimination, and at the beginning of the current year conducted a survey with a sample of 1,218 people employed in SIA- 30% of whom are women. The answering of these survey questions was on a voluntary and anonymous basis; the questions were distributed to the employees through persons of trust, and returned via the same channel. The survey questions consisted of four parts: general demographic data; personal experience; familiarity with gender equality mechanisms and institutions; and attitudes on gender equality. According to the SIA representative, the sample was representative and the findings reflected the actual situation within the Agency.

The findings of the SIA's May 2013 Report ¹⁵ revealed the following: when asked about the general impression of gender equality in their Agency, 71% of respondents answered that they believed that its level is adequate; 14% that it is low; and 2% that it is very low; while the personal impression of 51% of the respondents was that gender equality is at a satisfactory level. When the same question was directed to women only,, 30% of them answered that they are not satisfied, 6% that they are completely dissatisfied, and approximately 51% of them answered that they are satisfied with the status of gender equality.

With regard to employment opportunities, 43% of respondents said that men are given priority, and 54% said that men and women are given equal employment opportunities. Most respondents (78%) states that there is no difference in remuneration for the same job, however, 19% claimed that women worked at lesser paid positions and that it is mostly men who are selected for business trips. Further analysis shows that 80% of respondents believe that men are given priority in being assigned some specific tasks; 71% that they are given priority when certain vacancies are to be filled; and 66% said that men are given priority when vacancies at managerial positions are to be filled.



The second part of the survey focused on the respondents' personal experience. The percentage of people claiming to have personally been victims of discrimination was 7%, specifically: victims of gender-based discrimination (30 cases); discrimination based on age (20); based on personal relationship (13); discrimination on other basis (26 cases); while 6% of women respondents said they were victims of sexual harassment. When asked what it means, from their personal experience,

¹⁵ Report from the fourth meeting of the members of assessment groups and research teams for the implementation of the NAP for Implementing UNSC Resolution 1325 - Women, Peace, and Security in the Republic of Serbia, and the analysis of its implementation. The meeting was hosted by SIA, on 30 May.

to be a woman, women respondents mentioned workplace gossip, inappropriate verbal communication, impeded career advancement, assignments to unattractive tasks, and disobedience of subordinates.

Considering that a significant percentage of female managers (11.5% of all women in managerial positions) were disobeyed by their subordinates, the SIA report stated that this issue should be given more attention in the coming period.

Gender equality is considered to be a very important issue for 580 respondents, while 554 respondents said that it was less important, and 74 said that it was not important. When asked how much attention is devoted to gender equality, 787 respondents said that gender equality is devoted enough attention, 333 said that it is given too little, and 76 that it is given too much attention.

The respondents were poorly informed about gender equality mechanisms outside SIA; namely, 57% of respondents said that they did not know enough about gender equality mechanisms outside the system, 16% said that they knew nothing about them, and 26% said that they were familiar with these mechanisms. In contrast, most respondents (74%) within the Agency knew of the existence of this mechanism and of its scope of work, however, one fourth of respondents (25%) said they had no knowledge of internal mechanisms for gender equality and protection against discrimination. For 71% of respondents, the 'person of trust' (PoT) is perceived as a beneficial mechanism, as 6% had already contemplated contacting the PoT (92% did not), 70% of respondents stated a likelihood to contact the PoT if faced with discrimination in the future, and 28% claimed they would not contact the PoT. When asked whether it is possible to improve existing mechanisms, 60% of respondents said that they felt it is possible, while 25% said that there remained much room for their improvement.

Besides SIA, the MoI assessment group, too, developed a problem analysis entitled "Women in MoI – Problem Analysis of the Participation, Influence, and Protection of Women in MoI of the Republic of Serbia". This analysis contained an overview of the problems identified in these areas and specific recommendations for their resolution (MoI's Answer to BCSP's Survey, July 2013). In this analysis, the assessment group employed the answers to the survey questions submitted to all organisational units of MoI, as well as an analysis of the content of internal documents, including official documents of independent public authorities, surveys made by CSOs, etc. The analysis, along with its recommendations, was submitted to the top management of MoI for their consideration (ibid). The Customs Administration, the Directorate for the Execution of Penal Sanctions, and the Ministry of Defence, reported that no similar research or surveys relating to gender equality and discrimination among employees were carried out during this period. In the coming period, such research is planned in the DEPS Headquarters and in several penitentiary institutions.

Outside the security and defence sector, only limited research was completed on the topic of discrimination of women in security sector, e.g., Belgrade Centre for Security Policy executed a pilot survey about the status of women in police and military in 2012 with aiming to instigate debate about possible further steps to create the conditions for equal inclusion of women in these institutions. Within this research, special attention was devoted to the identification of formal and informal obstacles to better employment and promotion of women within these institutions, and to the assessment of the level of trust in existing protection mechanisms, within and outside these institutions, which are supposed to ensure that wronged and discriminated employees can exercise their rights. The findings of this research were published in “Always a Woman, Never a Workfellow”¹⁶, and confirmed those of former research in which some form of discrimination of women were identified.

Mechanisms for the protection of employees against discrimination

Although the Laws on Gender Equality and the Prohibition of Discrimination were adopted in 2009, their implementation within institutions mainly consisted of providing information about the existence of relevant legislative framework. The employees receive information about discrimination and legal framework and mechanisms for protection in different ways: when entering the security and defence system; when all employees are provided information about legal framework; or by the development and distribution of specific booklets, such as through the organization of training or lectures on this topic.

Besides the dissemination of information, the previous period saw significant advancement in the assessment of the current situation in the area of protection against discrimination. This feature can act as a starting point for the definition of recommendations regarding the improvement of the system for protection of the rights of employees in the security sector. Namely, within internal consultations, such as the consultations of experts in Ečka in October 2012¹⁷, public authorities mapped all the points within the system which are responsible for addressing the cases of discrimination of women, and assessing the existing protection system. According to the results of consultations among experts, and the public authorities’ answers to BCSP’s Survey, it seems as though a large number of internal mechanisms for the protection of employees against discrimination exists. Up to this point, of all the existing mechanisms, employees have mainly contacted their immediate superior to seek protection against discrimination.

16 http://www.bezbednost.org/upload/document/uvek_zena_nikad_koleginica.pdf

17 See more about this event in the chapter on the education of security sector staff

Table 1: Existing mechanisms for compliance control and protection of employees' rights

MoI	<ul style="list-style-type: none"> • Police internal control sector • Bureau for complaints and grievances • Service for psychological prevention • 'Peer support' programme • Gender equality advisor • Support person, harassment contact officer • Free legal aid provided by trade unions
MoD and SAF	<ul style="list-style-type: none"> • Official meeting with the immediate superior, and second-level supervisor • Defence inspectorate • The institution of a general inspector for the Military Security and Military Information Agencies • The institution of internal control for MIA and MSA • Support person, harassment contact officers • Psychologists • The helpline in the Military Academy • Commander • HRM personnel • Mental hygiene prevention teams (psychologist, battalion commander, squad commander) • Trade union
SIA	<ul style="list-style-type: none"> • Internal and budget control • Department for health psychology and prevention • Three support persons, harassment contact officers (psychologists) • Twenty three 'persons of trust'
CA	<ul style="list-style-type: none"> • HRM Department • Internal Control Department • Eighteen support persons, harassment contact officers • The immediate superior
DEPS	<ul style="list-style-type: none"> • The Oversight Department • Thirty one support persons • Harassment contact persons (legal experts) • Trade union • The immediate superior • Thirty one 'persons of trust'

It is difficult to conclude on the precise scope and frequency of gender-based discrimination within the security sector, as relevant statistics are missing and the data available from different sources is often contradictory. For example, based on the answers from MoI, in the first half of 2013 its Sector for Internal Control received 41 complaints regarding the harassment of police officers, yet, considering that nearly one fourth of the complaints were anonymous, no precise statistics can be developed to specify how many of these complaints were filed by women. It is known, however, that four women have filed written complaints about workplace harassment and their complaints are now being processed (MoI's Answer to BCSP's Survey, July 2013). On the other hand, this Ministry did not report whether there were any reported cases of gender-based discrimination. According to the President of MSCB, who is also the gender equality advisor in

MoI, 17 cases of gender-based discrimination were reported, and all of them were settled 'in house'.¹⁸ Based on this example, it can be concluded that there are no integrated data pertaining to the number of discrimination cases which were reported and processed, and that the collection, classification, and gender-sensitive analysis of these data should be improved in the coming period.

Introduction of the 'person of trust' in the security sector

The 'Person of trust' is a gender equality mechanism which, according to the NAP, should intermediate, advise, and take measures to resolve specific disputable issues in the area of gender equality and discrimination. This mechanism has not currently been fully implemented in security sector as public authorities have not yet appointed all their required 'persons of trust'. Furthermore, although SIA and DEPS have appointed their persons of trust, these bodies have not yet adopted an internal regulation or instruction to formally introduce this mechanism in the system, and as a result they have not adequately defined the tasks and job description for these persons. In order for the appointed persons to be 'fully operational', they should undergo relevant training. Until now, training was organised by UNWOMEN for those who will train the persons of trust in their respective institutions, and thus ensure that they possess the required skills. Bearing in mind the above stated, it may be said that this mechanism is not yet fully operational nor can it be considered an effective mechanism for protection against discrimination.

Initiatives for changing the discriminatory policies

During the previous period, the Law on Police within the MoI had been amended, removing the factual inequality of women with regard to their career promotion. The inequality concerns arose from the fact that maternity leave (for pregnancy and birth) which exceeded six months was considered leave from work for the purposes of meeting the requirements for promotion to a higher rank or position. Furthermore, the quota limits for the admission of women to basic police training, or to the PA, were abolished; but this was not the case for studies financed from the state budget.

In addition to the initiative brought forth by public authorities, BCSP as a CSO also presented an initiative to the Commissionaire for the Protection of Equality with the aim to change the discriminatory policies of the Ministry of Defence and the Serbian Armed Forces, and the Police Academy.

On February 15th, 2013, the Ministry of Defence announced a call for civilians to submit their applications for enrolment at the Military Academy and the VMA

¹⁸ The information imparted at the meeting held in the National Assembly on 22 July 2013.

Medical Academy within the University of Defence in Belgrade. The requirements¹⁹ for enrolment at the Military Academy (MA), as well as for basic studies at PA (when financed by the state budget) are discriminatory based on gender and civil status.²⁰

The general requirements for enrolment at MA state that candidates must be a citizen of the Republic of Serbia, medically able to attend classes, not have any ongoing criminal proceedings against them nor have ever been convicted of a criminal offence, and furthermore, candidates must meet the requirement that they are not married or in a civil partnership. In addition, when submitting their applications to enrol, candidates must also include a “statement that they are not married, that they are not in a civil partnership, and that they do not have any children”, which they are to sign and submit at the territorial branch of the Ministry of Defence Regional Centre. This requirement breaches the Law on the Prohibition of Discrimination Art. 19, which states that “It is forbidden to obstruct or prevent entry into an educational institution to an individual or a group of persons on the grounds of his/her or their personal characteristics, or to exclude them from these institutions, to obstruct or prevent their attendance of classes and participation in other educational activities, to categorise pupils on the basis of personal characteristics, to mistreat them and unwarrantably differentiate among them in other ways, and to treat them in an unequal manner”.

Moreover, in the call for submission of applications, the Ministry of Defence stated that, in line with the needs of the defence system for school year 2013/2014, no more than 15% of the total envisaged number of candidates to be accepted would be women. Setting an enrolment ceiling based on gender is discriminatory and contrary to the legal framework of gender equality and security-related strategic documents. Since this institution began to allow the enrolment of women in 2007, the number women interested in the Academy increased, and the quota limits stretched up to 20% of the total number of enrolled students. Quota limits, justified by the unclear phrase “the needs of the system”, were expressed as the maximum number of female students which can be enrolled in MA. Given that only access to the lists of accepted candidates are available, it is difficult to distinguish whether the use of limit quotas resulted in the discrimination of any female candidates who had met the requirements, and had achieved higher scores for the entrance exam than their male peers. None of the calls for applications, current or previous, defined the “needs of the system” and the criteria and procedures for setting the quota limits for the enrolment of female students in MA. Similarly, in PA it is stated that of 60 students who are accepted to be financed by the state budget for the study programme of basic academic studies, only 15 can be women.

19 http://www.va.mod.gov.rs/documents/konkurs2013/Integralni_tekst_konkursa_sajt_va.pdf

20 Call for submission of application to enrol for the first year of studies at PA, <http://www.kpa.edu.rs/cms/index.php/info Konkursima/osnovnestudije>

Limit quotas are special measures that the government may introduce to ensure full equality of persons, or groups of persons, who are considered to be at an unequal position in comparison to other citizens. Given that women are much less represented in the ranks of SAF officers or MoI operational ranks, quota limits should be used to guarantee minimum enrolment of eligible women in these two institutions. This does not require any modifications of enrolment requirements; only that these two Ministries and two educational institutions continuously make an effort to promote military and police careers among women. This practice would be in conformity with the equal opportunity policy protected by the Constitution (Art. 16), the Law on the Prohibition of Discrimination (Art. 14, 21, and 53), and the Law on Gender Equality (Art. 7, and 11).

Furthermore, the envisaged number of female students in MA and PA is contrary to the goals of the National Action Plan for the Implementation of UNSC Resolution 1325 – Women, Peace, and Security, in the Republic of Serbia, which the Government of the Republic of Serbia adopted on December 23rd, 2010. The second section of NAP 1325 regarding the increase of women’s representation in the security sector and their influence on matters related to peace and security, page 33, mentions a specific goal (2.2.), which reads: “Ensure suitable women’s representation by introducing a minimum 30% limit quota for enrolment of female students in Military Academy and Criminology Police Academy, and align their professional orientation and training with the requirements of the profession and the goals of the National Action Plan.”

Based on the described cases of discrimination, BCSP filed a complaint with the Commissionaire for the Protection of Equality, who, in June 2013, issued an opinion whereby the presence of discrimination, namely the violation of the Law on the Prohibition of Discrimination and the Law on Gender Equality²¹, was found in both cases. In accordance with this Opinion, the Commissionaire further issued a recommendation that the texts of both calls be amended to align with anti-discriminatory regulations; specifically by removing the requirement related to the maximum number of female students financed from the state budget in PA; by removing the 15% enrolment limit quota for female students in MA; and removing the requirements related to the marital and family status of candidates.

21 For MoD, Commissionaire for the Protection of Equality’s Opinion with a Recommendation (No 07-00-114/2013-02, 26 June 2013.)
For PA, Commissionaire for the Protection of Equality’s Opinion with a Recommendation (No 07-00-148/2013-02, 21 June 2013)

Recommendations

1. It would be desirable that, besides SIA and MoI, other public authorities, which have not yet completed an assessment of the current status of gender equality and protection against discrimination, also develop survey questions regarding gender equality and discrimination, and conduct a survey among all their employees, or of a representative sample of the total number of employees.
2. It is essential to continuously work on raising the awareness of all employees in the defence and security system about discrimination and the possibilities of protection against discrimination.
3. It is necessary that public authorities complete the process of drafting and adopting the bylaws to define the powers and responsibilities, and job description for the 'person of trust'. Afterwards, it is necessary to appoint 'persons of trust' in the public authorities which have not yet done so.
4. It is imperative that the Ministry of Defence and PA comply with the opinion and recommendation of the Commissionaire for the Protection of Equality - to remove the requirement related to the maximum number of female students in PA financed by the state budget, to remove the 15% enrolment limit quota for women students in MA, and to eliminate the requirement related to the marital and family status of candidates.

IV EDUCATION OF SECURITY SECTOR MEMBERS

The education of security sector staff on gender equality related topics was a key segment of the NAP implementation during the previous period. Among the numerous goals envisaged by the NAP, education is seen as one of the priorities for the coming period and, with this, a priority would not only be to educate institutional bodies and established gender equality mechanisms within the system, but also to educate the management.

Regarding the education of staff, several types of training were organised for various profiles of civil servants within the public authorities responsible for applying the NAP for the Implementation of 1325. So far, the greatest progress made in the education programme were related to the education of civil servants who are the members of analytical groups and Research Teams, and the partly implemented training of newly-appointed persons of trust and other officers who are responsible for NAP implementation monitoring and reporting in their institutions. Although the training took place in 2012 and 2013, the number of trainings and trainees are still small. This is particularly apparent when the number of the Ministry of Defence and the Ministry of Interior employees trained in gender equality is compared with the total number of employees in these institutions. Given that no training was organised for management or a wider circle of employees in the previous period, it is planned for the coming period, with the exception of MoI, which organised two seminars for management in 2012.

All public authorities have their own training-research centres²² and, according to official data, a certain number of instructors were trained. Until now, the training for security sector staff was mainly organised by independent experts or by representatives of CSOs and international organisations in Serbia (such as UNWOMEN, UNDP/SEESAC, OSCE Missions to Serbia), with the contribution of UN Women crucial expertise and financial support. The aims of most training and seminars held thus far were to raise awareness of employees, to impart new knowledge related to gender equality, and to build the capacity of civil servants to conduct further training within the system.

22 SIA Training - Research Centre, Customs Administration Training Centre, DEPS Centre for Training and Professional Development, MoI Directorate for Professional Education and Development, and Science.

It is questionable how much of the knowledge acquired in seminars can be transferred to the system unless the training on gender equality and R 1325 becomes an integral part of formal education, that is, unless it is introduced into the curriculum for adult education at all levels of education and professional training. Apart from compulsory reporting to immediate superiors following a training event, only a negligible number of public authorities reported that their members of staff, who had undergone some kind of training, later organised in-house training or lectures for other members of staff or management. For instance, SIA reported that brief information-sharing meetings were organised between the members of Research Teams and the person of trust.

In comparison to the previous reporting period, more progress was made in the area of gender mainstreaming within the security sector education and training. Gender equality-related topics were introduced in the curricula at all levels of education and professional training in the security sector, but the number of classes devoted to these topics remains very modest. Considering that civil servants who follow and report on the implementation of the NAP are already familiar with the gender equality issues, the training of management should be a top priority in the coming period. Furthermore, it is necessary to widen the circle of security sector staff to include the largest possible number of staff at all levels in the training related to gender equality, discrimination, and gender-based violence, not just at headquarters, but also for staff at territorial directorates, regional centres, etc. Additionally, it would be desirable that members of analytical groups undergo additional training about the methods of data collection and report development based on qualitative and quantitative indicators, and about evaluation, so as to ensure effective implementation of the NAP. Since the training for gender equality advisors and persons of trust is currently absent from the system, it should be put in place in the coming period. Valuable expertise in this process could be provided by representatives of civil society and international organisations in Serbia.

Most institutions state that a lack of financial funds creates a major problem in the implementation of training. Considering, however, that public authorities reported that NAP training related goals were introduced into the regular curriculum for the education of employees, it can be assumed that the required funds will be duly allocated from the budgets of respective authorities. It is nonetheless possible to expect that, in the coming period, public authorities will be supported by international organisations, such as UNWOMEN, OSCE Mission to Serbia, and SEESAC, as well as Serbian CSOs, considering that, up to now, the training was implemented with their assistance and cooperation.

Overview of implemented training

In 2012 and 2013 cross-sector training was organised for the members of public authorities responsible for NAP monitoring, as well as training in individual ministries. Here below follows a description of the most important seminars held in this period.

Particularly standing out among the cross-sector seminars were the following: the training for the members of analytical groups and research teams; expert consultations devoted to the introduction of the 'persons of trust' anti-discrimination mechanism in the security sector; and a seminar about gender issues in multinational operations.

The training of analytical groups and Research Teams began in 2012, and was held in 2013 with the support of UNWOMEN. So far, a total of four seminars for analytical groups were organised: two in 2012; and two in the first half of 2013.²³ The Analytical groups thus far addressed the issue of gender and the security sector, the notion of discrimination, gender analysis, data collection and processing methods and techniques, gender-sensitive statistics, the status of women in the security sector, and NAP implementation monitoring and reporting.

In addition to the training for assessment groups, expert consultations entitled "Introduction of the Person of Trust in Security Sector" were organised at the beginning of October 2012. The goals of these consultations were to provide support to public authorities in the introduction of anti-discrimination mechanisms, to increase the understanding of the importance of protecting women in the security sector against all forms of discrimination, to analyse existing mechanisms for the protection of the rights of security sector employees to examine the degree and manner in which they provide protection against discrimination, to intensify cooperation among institutions and thus improve the status of women in the security sector, and to share experience and good practice. Moreover, at the end of March 2013, training on protection against discrimination was organised for the civil servants who are, in the coming period, expected to use the knowledge and skills acquired to train the persons of trust and teach them the required skills. The output of this training was the development and the adoption of an instruction which defines the powers and responsibilities, and job description for the persons of trust, as well as the development of a training manual for the persons of trust. Considering that public authorities recognised the importance of introducing such a mechanism into the security and defence system, the plan is to organise one more consultation or training before the end of 2013. The work on introducing

²³ Training for assessment groups in February and September 2012, and in the end of January and in May 2013

the persons of trust mechanism is supported by UNWOMEN in cooperation with the office of the Equality Commissionaire.

A specialist course on gender in multinational operations²⁴ for the members of the Ministry of Defence and the Ministry of Interior was organised in April 2013.²⁵

The goal of this course was also to ensure gender mainstreaming in the process of planning and the implementation of tasks and activities in multinational operations, and to gain a better understanding of gender needs and the problems faced by the local population in host countries. The total number of trainees who completed this year's course is 30; specifically 15 MoD and SAF members and 5 MoI members. Given that that the course was open to representatives of the academic community who follow or are involved in multinational operation issues, the training was also completed by two members of the Police Academy, two from the Faculty of Security, and one from the University of Belgrade Faculty of Political Studies.

The course was unique as, for the first time, experts from CSOs appeared in the role of lecturers or trainers, in addition to members of security sector. This specialist course has still not been included into the Annual Plan for MoD and SAF Curriculum, but the procedure for its inclusion has commenced. In addition to this course, the courses for participation in multinational operations taking place in the Serbian Armed Forces Centre for Peacekeeping Operations (CPO) regularly cover topics related to the protection of women against violence in conflict and post-conflict situations, and other gender-sensitive issues, all according to the "UN Basic Standard Training Module for Multinational Operations".

At the level of individual institutions, especially important were the seminars for MoI management which were organised in 2013.

Up to now, two out of three rounds of training for MoI management were organised. The first seminar, which was organised in cooperation with DCAF and OSCE Mission to Serbia, was devoted to the topics of gender equality and discrimination, and international standards in police work. The second seminar was devoted to gender mainstreaming in police work, while the last training to support raising the awareness pertaining to gender equality was organised in October. The second and third round of training are organised within the Programme of

24 The course took place on 1 – 5 April 2013. See more details about the course at: http://www.vs.rs/index.php?news_article=3c852caa-9ac0-11e2-a05a-00163e135009

25 First course for the training of gender advisors to national contingent commanders in peacekeeping missions took place on 2 – 6 April 2012. The goal of the first course was to train professional soldiers, military staff and civil servants, as well as police officers, to play the role of gender advisors in multinational commands and general staffs of national contingents in multinational operations, in accordance with UN, EU, and NATO standards. See more details at: http://www.vs.rs/index.php?news_article=c4c0475c-ce10-102f-8d2f-000c29270931

Cooperation between the Swedish National Police Board and MoI, supported by the Swedish International Development Cooperation Agency (SIDA). Apart from this, in June 2013 a seminar on discrimination was held for strategic and middle level management which included 160 managers from MoI headquarters and police directorates. This seminar was organised by the gender equality advisor in MoI in cooperation with experts in the field of discrimination, and the Commissaire for the Protection of Equality.

Seminars on topics related to gender equality were also organised in police directorates, the Police Academy, and the Centre for Basic Police Training in Sremska Kamenica. Based on an agreement concluded with the Ministry of Labour, Employment, and Social Policy, PA implemented a total of 15 seminars on the topic of "Gender Equality and Gender-based Violence", With MoI operational and uniformed staff as the target group.

The training related plans for the coming period also include the introduction of gender equality as a subject in PA curriculum; the organisation, within the programme for professional development, of seminars on gender equality and domestic violence for police staff, continuing the training for the management, etc.

Furthermore, the Ministry of Defence implemented many activities which had a gender equality related educational component. For example, at the end of May 2012, a round table was organised at the Military Academy on "Gender and Human Security – Conflict Prevention and Development of Tolerance", which was attended by approximately 80 cadets, both male and female. Later, a presentation was held about gender equality by a female brigade commander in the Army National Guard of Ohio, USA; while another presentation was made by members of the Royal Netherlands Army sharing their experience with the practice of involving women in the armed forces and multinational operations.

The representatives of CSOs also contributed to raising the level of knowledge and capacity of security sector staff, not only as lecturers at internal training, but also as the organisers of educational seminars, training, public debates, and similar. During the previous period, the Belgrade Centre for Security Policy (BCSP) and the Belgrade Fund for Political Excellence (BFPE) were the most active organisations in this segment. To support the implementation of NAP, BCSP organised a number of round tables on the topics of women in the security sector and mechanisms for protection against discrimination, and to share the experiences of other countries regarding the implementation of R 1325 which, among others, included representatives of the security sector. BFPE also implemented several seminars on the implementation of R 1325 which focused on building the capacity of female politicians involved in these issues.²⁶ Moreover, the Fund assisted in

²⁶ <http://www.bfpe.org/sr/aktuelno/249-zene01>

establishing the Women Parliamentary Network through the “Women for Democracy and Equality” project financially supported by the Delegation of the European Union in Serbia, the Embassy of Finland in Serbia, and the OSCE Mission to Serbia. Through the programme entitled “Women for Democracy and Equality”, female MPs were given the opportunity to, through a number of seminars, familiarise themselves with the situation of women’s rights in Serbia and, through workshops, to make concrete steps towards creating the Women Parliamentary Network. With the aim of sharing experiences, a study trip to Finland was organised for female MPs who were given the opportunity to more closely observe the manner in which the Finnish Parliament functions and to share experiences with representatives of the Women’s Caucus in Finland. Additionally, in 2012 these two organisations coordinated, for the second time, an international event named the Belgrade Security Forum²⁷, within which much attention was paid to the implementation of R 1325 in Serbia and globally. Of essential importance for the protection of Serbian women is the training of police officers on human trafficking and witness protection, and training about domestic violence which has already been established for many years by ASTRA and Autonomous Women’s Centre.

Recommendations

1. Design a model for training management in the area of gender equality, taking into account their responsibilities and scope of work.
2. It is necessary to increase the number of sessions devoted to gender equality topics, at all levels of training and professional development in the security sector.
3. Continue and intensify analytical groups training for members of analytical groups within institutions on topics such as budget allocations in conformity with gender-sensitive issues, gender analysis, discrimination, gender-based violence, the use of gender-sensitive language, and similar.
4. Organise joint training for persons performing the task of gender equality advisor to the Minister/Director.
5. Design and implement the curriculum and training programme for selected and appointed ‘persons of trust’.
6. Government authorities could provide additional funds for the implementation of goals and activities envisaged by NAP by drafting the projects and applying for EU funds.

²⁷ <http://www.belgradeforum.org>

V PARTICIPATION OF CIVIL SOCIETY IN THE IMPLEMENTATION OF THE NAP

The main remark made by the CSOs in the previous report related to the non-transparency of NAP implementation, and the security sector's insufficient trust in the work of most CSOs, which prevents their full inclusion in the decision making of security issues and the implementation of security policies. In comparison with the previous reporting period, there was no significant increase in the transparency of public authorities responsible for NAP implementation, but some positive progress was made to 'open' the public authorities to the representatives of civil society. This 'opening' implied the initiation of dialogue between CSOs and public authorities, namely the MSCB on the implementation of the NAP in Serbia to establish regular communication regarding R 1325, which was prompted by a meeting between the representatives of interested organisations and competent state institutions in December 2012, organised by the BCSP. MSCB and the Government of the Republic of Serbia Office for cooperation with civil society were also involved in the organisation of the event.²⁸ At this conference, approximately eighty representatives of civil society, public authorities, and international organisations had the opportunity to share their achievements related to gender equality and security in the Republic of Serbia, and, through participating in working groups, to discuss the following: the possibilities of mutual cooperation in the implementation of the NAP; violence against women; achievement of NAP goals related to the protection of women against gender-based violence and discrimination, the discrimination of marginalised groups in Serbia, and the ways to improve their security. The conference acted as the first step towards the establishment of a platform for continuous communication and cooperation between public authorities and representatives of civil society in the implementation of the NAP. Despite the intention to establish dialogue between CSOs and the government, cooperation between the security sector and civil society in Serbia still lacks clearly defined rules and criteria for information-sharing, consultations, and discussion in order to sustain effective dialogue between these groups. A sustainable mechanism for a more significant involvement of CSOs in the implementation of the NAP remains absent at both the central, and local levels, and consequently, the process of NAP implementation is not inclusive of all interested representatives of civil society who wish to participate in this process.

28 <http://bezbednost.org/Vesti-iz-BCBP/4991/Civilno-drustvo-se-kroz-dijalog-sa-drzavom.html>

To improve the situation, BCSP initiated a new round of consultation meetings with representatives of CSOs, dealing with security and the protection of human rights, particularly women's rights, with the aim to determine the best ways to establish a regular communication channel between civil society organisations, particularly women's CSOs, and public authorities in the security sector, pertaining to the implementation of NAP for Implementing Resolution 1325 and gender issues.

The outcome of the first consultations in June 2013 further insisted that government institutions meet the CSOs' demands to create the conditions for a wider inclusion of CSOs in the process of NAP implementation and oversight. These demands relate to the following:

- All public authorities responsible for the implementation of the NAP should ensure that annual plans and reports on the achievement of goals and activities under NAP are made publicly available;
- The Multi-sector body, or Political Council for the implementation of NAP, should, at least on an annual basis, organise a meeting with the representatives of civil society to discuss the implementation of NAP.

In addition, the consultations concluded that it is necessary to broaden the topics of this year's CSO-government dialogue. Besides the definition of minimum demands from MSCB, the consultations also resulted in building trust among CSOs themselves, and in creating an informal network of the organisations interested in implementing and/or monitoring the implementation of NAP.

The aggravating circumstances for the establishment of better mutual cooperation and inclusion of CSOs in the implementation of NAP are perpetuated by the fact that those within the security sector do not know enough about CSOs; namely the issues in which CSOs are involved, and the ways they contribute to the operation of individual institutions. Moreover, the representatives of public authorities within the security sector do not know enough about the modes and models for organising consultation and other forms of cooperation with CSOs. However, many CSOs are similarly unfamiliar with the way in which public authorities within the security sector function, as well as how to best establish communication with them. This can be overcome by organising a specific educational seminar for the representatives of civil society on the security sector, and oppositely, seminars to inform the representatives of the security sector on CSOs and their role in the creation and implementation of security policies. In order to acquire additional information pertaining to civil society's areas of involvement, and gender equality and security-related expertise, the BCSP has been charged with developing a directory of the representatives of civil society who are interested in the implementation of the NAP.

Given that the role of CSOs in the process of NAP 1325 implementation is only recognised to a certain extent, the newly-formed Commission for Monitoring of NAP Implementation initiated, with the support of the Office for Cooperation with Civil Society and MSCB, an information meeting with the aim of informing the representatives of civil society of the competencies of the Commission. It was also emphasised at this meeting that MSCB is undergoing the process of defining the criteria for the inclusion of CSOs in the implementation of NAP.

However, it is important to note that the dissemination of information is a one-way process of providing information pertaining to the activities of public authorities, and that it is a precondition for all other forms of participation. Public authorities should therefore make an effort in the future to organise a holistic dialogue with the representatives of civil society. This dialogue may include public debates, panels, expert seminars, consultation bodies (either permanent or *ad hoc*), special meetings between CSOs and MSCB, Commissions, or individual ministries, etc., which are not limited to the discussion of a specific topic or area, but rather a wider range of topics. The outcome of this dialogue may include joint recommendations, but also proposals to adopt/modify strategies or laws. This type of dialogue implies more frequent and regular meetings to develop specific, substantive policies; with the ultimate outcome to result in a consensus among civil society, citizens, and Government bodies. Dialogue is particularly important in the processes of setting priorities and drafting documents. Considering that MSCB is tasked with defining its operational priorities within the next two years, such established dialogue may be an opportunity to discuss these priorities.

Based on the answers to survey questions, public authorities perceive opportunities for cooperation with civil society in the areas of education, and sharing information and experiences, with the aim to improve the position of women in the security sector. In addition, CSOs are welcomed to take part in seminars, counselling, consultations at different levels, dialogue, etc.

Recommendations

1. The process of NAP implementation should be inclusive and open for all interested representatives of civil society who wish to be included in this process. R 1325 is not solely concerned with women's numerical representation in security institutions, and female victims of gender-based and sexual violence. According to the Resolution, women should have an active role in decision making on security, including conflict prevention, peace processes, reconstruction and peacebuilding. Therefore the inclusion of women and their associations, and other groups of citizens, in decision-making about security is imperative.
2. It is necessary to increase the transparency of NAP implementation and, accordingly, the activities of public authorities within the security sector, as this is a key precondition for greater participation of civil society representatives in the implementation of NAP. Information should be made publicly available on the website of the Government of the Republic of Serbia, and can be additionally provided by organising public debates, hearings, round tables, meetings, and similar events.
3. It is important that MSCB define the criteria and procedures for the inclusion of civil society representatives in the implementation of NAP as soon as possible.
4. It is necessary that the Multi-Sector Coordinating Body, in cooperation with the Office for Cooperation with Civil Society, organise a meeting with the representatives of civil society to discuss the implementation of NAP at least once a year. This meeting should cover a wide range of topics, rather than to solely inform the public on the process of NAP implementation.
5. It would be beneficial to organise special educational seminars about the security sector for the representatives of civil society, and vice versa. (seminars about CSOs, and their role in security policy creation and implementation for the representatives of security sector).

VI MONITORING AND REPORTING ON NAP IMPLEMENTATION

The situation with regard to NAP implementation monitoring and reporting is such that it has proven to be a challenging aspect to analyse without relevant expertise and detailed observation of the developments in the area. Specifically, difficulties with producing a list of all bodies involved in monitoring the implementation of NAP in Serbia, as well as those who are reporting on this process and the basis by which they do so, have been observed. In comparison with last year, no progress has been made as common indicators for NAP implementation monitoring and reporting in all competent public authorities and bodies is nonexistent, nor is there any publicly available information to suggest that such indicators have been adopted at the level of MSCB. In situations where common or general indicators are absent, the Ministry, and other government bodies, monitor the implementation of NAP based on their own parameters, and, in accordance with their own operational plans for the current year, they produce biannual and annual reports for submission to MSCB. The downside to this approach in monitoring and reporting is that the reports submitted by the institutions to MSCB differ in content and volume and, as a result, they are not easily comparable. Furthermore, reporting based on a list of implemented activities results in the impossibility of measuring what has actually been accomplished with regard to NAP implementation due to the absence of any qualitative analysis.

Apart from public authorities and bodies, two CSOs, as well as *Women in Black (WiB)* and the Belgrade Centre for Security Policy, are actively following the implementation of NAP in Serbia and producing independent reports on the process. The advantage of independent monitoring is that the above-mentioned organisations monitor the implementation of NAP in different ways and report their findings based on varying criteria and indicators. Inadequate transparency of the NAP implementation process and the lack of data accessibility are further aggravating the circumstances for effective performance of independent oversight by civil society.

Official monitoring

Official monitoring features a complex scheme of institutional mechanisms and bodies charged with monitoring the NAP implementation and reporting on its key achievements. Crucial bodies for monitoring and reporting are **Analytical groups (or Research Teams) with** in competent government authorities, and **MSCB**. In

addition, an important role in this process rests on the Political Council and the Overseeing Body, the Commission for NAP Monitoring and Implementation.

The task of the Analytical groups is to, based on established indicators, collect data pertaining to the implementation of NAP, and to produce assessment reports for submission to MSCB and the Overseeing Body on a biannual basis, and to the Political Council on an annual basis (NAP, 2010: 19). MSCB is then required to analytical groups compose an integrated report based on the findings of the individual reports received, which is to be submitted to the Political Council within the above mentioned timeframe. Furthermore, the Political Council has the obligation to report to the Government and the National Assembly of the Republic of Serbia on the results of NAP implementation once a year (NAP, 2010: 18). The NAP also states that the Overseeing Body should receive biannual and annual reports from the Political Council and MSCB, given that these bodies control and oversee the activities of all authorities and mechanisms concerned with NAP implementation (NAP, 2010: 19). These guidelines demonstrate that the existing reporting process, as envisaged by NAP, is very complex and that, in the event the NAP is revised in the coming period, the process should be simplified.

From the time of the adoption of the NAP, MSCB has produced only one integrated report based on the reports received by the Analytical groups and Research Teams. This report was made in December 2012 and, bearing in mind that the Political Council and the Commission were only recently established, it is expected that these two bodies will review this report in the coming period, and subsequently report to the Government and the National Assembly on the results of NAP implementation.

After the first NAP implementation monitoring period was completed, and the first MSCB report was published, two new major challenges were noted. The first, and most significant challenge relates to the non-existence of a set of standard indicators based on which all public authorities and bodies should monitor the implementation of NAP and generate their reports. As a result of this shortcoming, public authorities report either based on their own specialised indicators, as was done by the Ministry of Defence, or based on the activities implemented within the preceding six months or year, or according to the goals described by the NAP. To date, there were two attempts to formulate common indicators; with the first through the organisation of a seminar on the indicators for the implementation of NAP 1325 in Serbia, in June 2011 (BCSP Independent Report, 2012).²⁹ By joining efforts at the seminar, the representatives of public authorities, civil society and international organisations in Serbia, local experts, and UNWOMEN experts produced a list of 14 indicators for monitoring the implementation of NAP which

²⁹ This seminar was organised by the UN Agency for Gender Equality and Empowering of Women (UNWOMEN) and the Ministry of Defence Institute for Strategic Research

comprised six areas of the NAP (with the exception of the chapter related to the establishment of institutional mechanisms). While this endeavour failed to result in the adoption of common indicators by public authorities in the security sector, government authorities expressed the necessity of holding another meeting for their representatives to discuss ways to improve the reporting process. The last seminar for Assessment Groups, organised in May 2013 in SIA, was devoted to the identification of all reporting challenges, and to determining methods for its improvement, including drafting a proposed list of common indicators. One of the conclusions from this seminar was that, in addition to a list of common indicators, public authorities will also define specialised indicators so as to be able to follow the progress within their own systems. This was essential given that public authorities charged with the implementation of NAP differ in function within their institutions, their organisational structures, and number of employees. It is still unknown to general public, however, whether the final list of general indicators has been adopted and instituted by MSCB.

Further impeding on the reporting process is the absence of a uniform structure and format for the report. As a result, some authorities report using text format, some report using a table, and others employ a combination of both. Regardless of the reporting format chosen by public authorities, yet another difference has been noted: some reports are short (up to five pages) and concise; while others are extensive and sometimes spread over more than fifty pages. MSCB representatives often emphasize that among the main problems observed with regard to reporting is the lack of understanding of the purpose of reporting, and to whom MSCB is to report. In this regard, given that the end users of the report in question are actors from the Government, the National Assembly, and the general public, it is preferable that the reports be concise, and clearly indicate the progress made in the implementation of Resolution 1325 in Serbia, rather than activities implemented by individual ministries, directorates, or Government agencies.

Independent monitoring

Apart from the public authorities which are responsible for NAP implementation and regular reporting on NAP implementation, Serbian civil society organisations oversee the activities of public authorities and bodies, and generate independent reports on the implementation of NAP. *Women in Black (WiB)* and BCSP have both published two annual reports thus far. CSOs reporting on benchmarks in the implementation of NAP has various shortcomings which are primarily due to the fact that reporting lacks consistency, given that not all CSOs monitor the same area under NAP, nor do they report based on common indicators. As a result, two organisations which actively follow the implementation of the NAP, *Women in Black (WiB)* and the Belgrade Centre for Security Policy, generated two completely different, although complementary, reports in 2012. The variations noted in moni-

toring and independent reporting may be explained by the difference in areas of expertise to which these two organisations belong.

Women in Black (WiB) organisation developed an independent report on the implementation of Resolution 1325 in Serbia³⁰ focusing on the protection of female victims of gender-based violence, the inclusion of women in peace negotiations and in the processes of post-conflict reintegration, rehabilitation, and disarmament, women's influence on decision-making regarding defence and security, and the inclusion of CSOs in the discussion of security issues. Their first report was based on monitoring 48 indicators and then, based on the experience acquired from data collection and processing, and the development of the first report, these were revised and ultimately reduced to 10 indicators.

Alternately, the report published by the Belgrade Centre for Security Policy³¹ places more focus on the position and protection of women against discrimination in the security sector, the education of employees on gender equality, media reporting on women in the security sector, and the role of civil society in NAP implementation and monitoring. The BCSP Report is not based on any specifically defined list of indicators; it follows the main achievements with regard to the implementation of the NAP under the majority of the chapters contained in the NAP. The fourth chapter, which concentrates on increasing the number of women in the settlement of conflicts and the post-conflict situation, and the protection of women against gender-based violence in those situations, is excluded from monitoring, as the Centre lacks developed expertise in this area, in addition to the longstanding monitoring of developments in this area by other organisations, e.g., WiB or Autonomous Women's Centre.

The inadequate transparency of the NAP implementation process is an aggravating factor for the effective performance of independent oversight carried out by civil society, and for reporting.

The Ministry of Defence is currently the most transparent institution, as it regularly updates its website, uploading new documents, namely assessment groups' biannual and annual reports on the implementation of NAP, while other public authorities do not.³² As a result, interested CSOs and other representatives of civil society are obstructed from obtaining a complete overview of the achievements of other institutions in this regard. It is expected that MSCB will be required to, provide information regarding the implementation of NAP on behalf of government

30 http://www.zeneucrnom.org/pdf/nezavisni_monitoring_primene_rezolucije1325_u_srbiji.pdf

31 http://www.bezbednost.org/upload/document/nezavisni_izvestaj_o_sprovođenju_nap_1325_u_srbiji.pdf

32 http://www.mod.gov.rs/cir/dokumenta/akcioni_planovi/godisnji_izvestaj_o_sprovođenju_nap.doc i http://www.mod.gov.rs/cir/dokumenta/akcioni_planovi/Sestomesecni_izvestaj_o_radu_AG_MO_i_VS.doc

authorities and bodies, however, this body does not currently do so in an institutionalised manner. This task should imply that information become publicly available on the website of the Government of the Republic of Serbia, that official information is provided based on requests for access to information of public importance, and that meetings are organised between MSCB members and the representatives of civil society, to ensure a more accurate and complete depiction of the activities carried out by public authorities with regard to the implementation of NAP. Although it was announced last year that all information regarding the activities undertaken by government institutions in the implementation of this document will be available in one place, this has not yet taken effect. Thus far, public authorities have only acted transparently by providing answers and information upon the requests for free access to the information of public importance, as two organisations, namely the Belgrade Centre for Security Policy and *Women in Black*, exercised their legal right to gain access to information regarding the implementation of Resolution 1325. In addition to the two above-mentioned means of demonstrating transparency, institutions may also undertake the organization of public debates, hearings, round tables, meetings and similar events in which the results, future plans, and priorities of different institutions related to the implementation of NAP could be discussed. A small number of public events have thus far been organised or co-organised by public authorities in order to discuss the implementation of NAP. Although outside the current reporting period, it should be mentioned that the Defence and Internal Affairs Committee has, to date, organised only one public hearing in the National Assembly of the Republic of Serbia, in 2011, which was devoted exclusively to the implementation of NAP.³³ The above-mentioned dialogue between CSOs and MSCB, which was organised at the end of 2012, is the second highly significant event related to these issues. Moreover, in the spring of the current year, the newly-formed Women's Parliamentary Network organised a public hearing on the status of women in Serbia, where the NAP for implementing Resolution 1325 was mentioned. On July 22nd, 2013 the newly-formed Commission for NAP Implementation Monitoring coordinated, with the support of the Office for Cooperation with Civil Society and MSCB, an information meeting with the aim to inform representatives of civil society of the powers and responsibilities, in addition to the results achieved by the Commission thus far.

Contrary to the government authorities, the representatives of civil society and international organisations have, over the same period of time, organised a much greater number of public events devoted to these issues.

33 http://www.parlament.gov.rs/%D0%9E%D0%B4%D1%80%D0%B6%D0%B0%D0%BD%D0%BE_%D1%98%D0%B0%D0%B2%D0%BD%D0%BE_%D1%81%D0%BB%D1%83%D1%88%D0%B0%D1%9A%D0%B5_%D0%BD%D0%B0_%D1%82%D0%B5%D0%BC%D1%83.14728.43.html

Recommendations

1. It is important to simplify the reporting process and to more clearly define the reporting levels, namely who is to report to whom and in which timeframe.
2. MSCB, in accordance with its mandate, should adopt a list of general indicators for monitoring and measuring the progress in the implementation of the NAP as soon as possible. Also, it is necessary that MSCB defines the reporting structure and form.
3. It is essential to improve reporting on the implementation of the NAP, and to report on main achievements and challenges in the implementation NAP - specifically the progress made in the implementation of NAP, and not only the activities undertaken.
4. All public authorities responsible for the execution and monitoring of the implementation of the NAP should make their annual plans and reports on the realisation of goals and activities under NAP publicly available. An integrated website could be established for this purpose.
5. It is necessary that, at the first following session, the Political Council consider the MSCB report on the results made up to this point in the implementation of NAP, and, based on its conclusions, draw up the guidelines for further work of MSCB in the implementation of NAP.
6. It is imperative that independent reporting on the implementation of NAP be improved by producing an integrated list of indicators which is aligned with the MSCB list of indicators. Moreover, in the coming period the representatives of civil society could generate only one report to include all topics and areas under NAP, as opposed to publishing two separate independent reports.

VII MEDIA REPORTING ON WOMEN IN THE SECURITY SECTOR

*Tamara Skrozza*³⁴

Analysis of print media reporting on women in the security sector, for the period of 1 January – 15 May 2013

Methodology

The texts analysed were published in six daily, and two weekly publications: the daily newspapers *Blic*, *Dnevnik*, *Danas*, *Večernje novosti*, *Politika*, and *Kurir*, and weekly magazines *Novi magazin* and *Vreme*. Throughout the observation period, local press published 981 texts related to security issues - 12 of which were in connection with women in the security sector.

The analysis of these texts took into account different aspects which (either directly or indirectly) transmit a specific message to the readers; examining the following:

- What is written and why – this shows how women in the security sector are viewed; whether they are devoted due media attention, or whether they are only reported on in the event of a major incident - something that is ‘interesting’ for media consumers
- How it is written – Here we observed the general ‘tone’ of the text; the attitude taken by the undersigned author or editorial board; the ‘profoundness’ or ‘superficiality’ of reporting; persistence of seeking answers to the questions relevant for the issue concerned
- How authors chose the subjects of interviews – whether women are only written about in a vague sense or whether they are selected as interlocutors in the text; whether women are the main source of information or hold only a ‘decorative’ role.

34 A journalist in the weekly magazine called *Vreme*

- Headlines, sub-headlines, etc. – headlines in printed media often fail to transmit the same message as the texts; it is therefore essential that they are analysed very carefully and independently from the content of the text to which they relate; this is the part of the text which acts to attract the readers' attention and is an important factor in deciding whether or not to read the text
- Use of gender-sensitive language – gender-sensitive language has, for quite some time, been the element which demonstrates the attitude of the editorial board of a public media outlet towards gender equality, and furthermore, in this case, towards the status of women in the security sector
- Photographs within the text, photo captions – just as the headlines, photographs may be a completely independent segment of journalist report; therefore, their position and content/representation should be carefully analysed. Placement of the text within the newspaper – it may, or may not, suggest the status of a certain topic in the editorial policy of the media concerned and, accordingly, the status of that topic among the wider public.

All these elements contribute to a better understanding of how the media perceive women in the security sector, and women in general: whether they contribute to the reduction of stereotypes, if any, or the introduction of new misconceptions; how and to what extent they influence gender equality within the security sector; the message they impart and the effect they have. Such an analysis is also necessary in the context of monitoring the effectiveness of the implementation of the National Action Plan (NAP) of the Republic of Serbia for Implementing UNSC Resolution 1325.

Topic

The texts analysed show that reporting on women in the security sector remains primarily focused on the 'oddity' of the fact that women are actually present in this sector. Even though the number of women who are professionally engaged in the police or military is constantly rising, the media still seems to be marvelling at their presence there. The texts published in the first five months of 2013 mainly describe individual cases, focusing on women who perform certain tasks in the security sector. These texts speak very positively of the women concerned, and they inform the public of the work these women perform and their everyday life; this, however, does not mean that a positive trend may be noted. The fact that women are presented individually, and solely because they are women performing these jobs, is, in itself, a type of gender-based discrimination – even despite its positive tone. If women who fly aircrafts or work in border police are always depicted as something remarkable, idiosyncratic, or exceptional, their numbers in those jobs will not increase; quite to the contrary, they will remain something to amaze media consumers.

Only three of the texts which were analysed address specific problems encountered by women in the security sector: “Women and Security in Serbia” (*Kurir*, 12 April 2013); “Fewer Places for Women at Military Academy” (*Blic*, 3 May 2013); and “Eight Serbian Women Among the Peacekeepers” (*Danas*, 16 April 2013).

Also interesting is the selection of security sector related topics describing women who do not live in Serbia. Local media rarely responds to stories about these women, despite the fact that all reader target groups would find them extremely attractive. For example, of all analysed media, only *Vreme* weekly published a text about Julia Pearson, the new director of the American Central Intelligence Agency (CIA) - the first woman ever to hold that position.

The selection of topics which the press deals with when tackling the issue of women in the security sector suggests that the true understanding of this matter is still missing, namely that it is perceived only as ‘light reading’, something interesting to read. The Republic of Serbia’s National Action Plan for Implementing UNSC Resolution 1325 is a document that of great importance not only for the security sector, but for gender equality in general. It is, however, mentioned in only one of the analysed texts – which brings into question the level of awareness among Serbian citizens, but also of the obligation of the media, bearing in mind public interest, to inform and educate.

How the topics are addressed

All analysed texts demonstrate a positive view of women in the security sector. However, this does not mean that they do not contain any blunders – details incongruous with objective reporting on women in the security sector.

The sidebar of the above mentioned text “Fewer Places for Women at the Military Academy” (*Blic*) mentions a serious problem concerning men and women in the security sector: the Military Academy enrolment requirements which state that candidates may not be married, nor living in a civil partnership. This is described in three lines of text, saying that “the Ministry of Defence explains the further complications students would face in exercising their rights if they were to have a child, for instance. This information could have been an excellent cue for many texts to follow: to examine whether any violations of human rights are implied; to analyse the presence of any discrimination of women in this context (considering that a woman’s biological ability to give birth is very closely related to their age, as opposed to men); to compare the situation in Serbia with that of other countries (are similar requirements found elsewhere); etc. - and yet no further probing into these issues was undertaken. Information which is relevant not only for future students of the Military Academy, but also to people close to them, and to Serbi-

an citizens in general, was reduced to the form of a thesis, limited only to a very meagre sidebar.

The choice of interlocutors for these texts is suitable for the choice of topics; therefore the potential for drawbacks brought on from having a man speak of women and women's issues was eliminated – something often seen in texts about women in other areas. Since individual women were in focus, they spoke about themselves and acted as the main source of information. Men who appeared as interlocutors spoke about women who were main characters described in the texts, but they never appeared as the main source.

A significant interview in this context was made with Ms. Biljana Stojanovic, who was employed in a company which provides security services, and was later published in *Kurir*, Answering a number of questions, she provided much information related to the problems faced by women in the security sector, and the barriers she and her female peers encountered during their school years and the potential challenges in front of them – a clear and transparent overview of the status of women in this sector. The overall positive tone of the interview, however, was tarnished by the fact that the journalist spoke to Ms. Stojanovic using the second person singular - in an informal manner. Even if a journalist and interviewee are personal friends, to maintain professionalism, the use of informal language is generally prohibited in the media; with the only exception being publications intended for a younger target group - which was not the case for the *Kurir* article. It is also important to note that this newspaper does not normally publish texts in which people address each other in an informal manner, irrespective of the status and profession of the persons involved. When she was spoken to in this manner, Ms. Stojanovic was directly placed in a subordinate position in relation to other persons who were interviewed for other texts and articles.

Even though the average reader of printed media would not immediately notice these details, they are nevertheless suggestive and have long term effects on the public opinion of women in the security sector. When some issues are afforded much attention, time, and media space, while others, – , are reduced to only a few lines, and go relatively unnoticed, a clear message is being sent as to the level of importance attached to specific topics. The public's orientation towards certain issues is precisely what determines the focus of newspapers and their articles. Likewise, the manner in which the media treat their interlocutors influences the attitude the public will have towards them – in this case, it is the attitude towards women in the security sector, and towards women in general. For instance, if a muscular security man was interviewed in lieu of Ms Biljana Stojanović, would the journalist address him in an informal manner as well? We do not know the answer to this question for sure, but it is highly unlikely that the undersigned author of the text would opt for an informal approach.

Gender-sensitive language

In the texts which are the subject matter of this analysis, gender-sensitive language was used consistently, and the professions practiced by women were given a female form. There were no texts in which the professions of women were written in male form: not even in the case of the profession of a 'pilot' (the text "First Woman Pilot of a Fighter Plane", *Blic*, 20 January) where the name of the profession in the feminine form has still not yet been adopted, and the undersigned author insisted on the term 'woman-pilot'.

The text "The Army is Voluntary, but the Discipline is Unimpeachable" published in *Blic* on 29 March deals with the lives of a number of volunteer soldiers, one of whom is a woman. It is mentioned that she would like to become an artilleryman, which is surely the masculine form of this profession. A potential solution could be to use the term "artillery woman", but this form is not yet widely recognized.

It is interesting and of utmost importance that, in two different reports which were broadcast in electronic media (and are therefore not included in the subject matter of this analysis), the language used met the gender-sensitivity requirement, despite the fact that many terms are still quite uncommon. More specifically, these were the reports of two radio stations which responded to the call for the best report regarding women in the security sector, announced by the Belgrade Centre for Security Policy, in which the words 'solider woman' and 'commander woman' were used.

Consistent use of gender-sensitive language in texts about the security sector – in which women were quite a rarity until recently – is an important progression in comparison to the near past, and has a long-term effect on the perception of gender equality within the security sector. The use of terms which are not commonly used also shows that journalists, both male and female, are making a genuine effort to 'tune' the language used in media. It is up to linguists to judge whether the result of their efforts is successful, but in the context of this analysis, it is nevertheless important to strive to ensure that the language used in media is in conformity with grammar rules (using the proper declension of a noun) and gender-equality principles.

With regard to the use of gender-sensitive language, the only text that can be said to be somewhat problematic is the text "Only for the 'Ladies'", published in *Večernje novosti* on 23 January. This article discusses the initiative to reopen the women's prison in Kikinda, and thus unburden the prison in Zrenjanin. For a long time, the word 'lady' has been avoided in direct communication with women, and even in the written form it acquired a pejorative connotation; namely, it now denotes a woman who has low moral standards, and not a woman of noble origin and good manners, as was the case in the past. More troubling is the use of

this word inside quotation marks, as is seen in this text, further attaching a negative connotation to the person concerned. Even in the context of the description of female convicts in the media, such practice is contrary to the Code of the Journalists of Serbia and the standards of the profession.

Text position and layout

None of analysed texts were found on the first pages of the newspapers – they mostly occupied ‘the back part’ of the newspapers. Although the positioning of articles usually suggests what status a topic enjoys within a society, this is probably not the case in this particular instance. The first half of 2013 was marked with important economic and corruption scandals, the EU integration process, economic downturn, and other topics of exceptional social importance. No matter how important the topic of women in the security sector is, it was simply impossible – bearing in mind the above stated – to appear in a more prominent place within the media. Therefore, in this case it is not indicative of their subordinate position in society, but rather of the fact that society is preoccupied with a multitude of problems to which the first pages are devoted.

The headlines and photographs published with the analysed texts are likewise in accordance with the rules of journalism, and meet all criteria specified in the Code of the Journalists of Serbia and the principles of the profession. Photographs are not discriminatory, nor do they objectify women by presenting them merely as “models wearing a uniform”. Women are presented at their workplace, together with their male colleagues, suitably dressed, with no focus on their sex appeal or any other characteristic which would place them in a subordinate position in relation to men.

As for the headlines and sub-headlines: they are in accordance with the content of the text in all the cases which were analysed.

Stereotypes

Taking into account aforementioned findings of the analysis of the press, one cannot really conclude that women in the security sector are presented negatively or unrepresented. Nevertheless, these texts clearly demonstrate that the journalists, male or female, are not fully aware of the implications of their texts, particularly the message they are transmitting – and this is typical of texts concerning women.

Transmitting portions of a report from Syria published by the British *Telegraph*, Novi Sad *Dnevnik* daily wrote about a female sniper from the city of Aleppo. Their article explains that she chose to take arms when her children were killed, but that

she did not neglect to take care of her looks: spending her days on the front, in a city in which bloodshed had been occurring for months, “dressed in green khaki trousers and a grey jumper dress” but “despite the war, she was immaculate – eyebrows perfectly plucked, blusher and a little eyeliner”. Firstly, the mention of the state of her eyebrows and makeup was unnecessary for the context of the story, and was also indirectly discriminatory against women: there is no doubt that most readers will ask a logical question about the humanness, intelligence, and emotions of the woman in that demolished city who, despite the fact that her children were killed and the fact that she is killing people every day, regularly plucks her eyebrows and puts on a blusher and eyeliner. Moreover, the otherwise affirmative portrait of this female warrior acquires a completely different connotation, and at the same time such a text acts to influence the general image of women in the security sector. When writing about women, including women in the security sector, journalists often find it difficult to avoid the details which are attractive to the media and which contribute to the enlivening of the texts, but which, at the same time, may distort the principle of equality in presenting women in the media. In the otherwise exceptional and interesting text “Police women with X-ray Eyes”, published in *Novi magazin* on 7 March, there are three instances of the above, found in consecutive order. Firstly, women employed in border police are stated as increasingly gaining better knowledge of the Turkish language because of “Turkish soap operas, which are becoming more and more popular in Serbia and are much enjoyed among customs and border police officers, and particularly among female officers”. Directly following this statement, the author writes of female police officer that “God gave them intuition, and the police training gave them additional tricks so they now know how to discover even the smallest lies”. Finally, the female police officer was quoted as saying that she had noticed some cultural differences: “Whilst Turkish women, for example, never get involved in the conversation between the customs or police officer and the driver, Serbian women are all set to, from the passenger seat, answer instead of their husbands”.

The first example arises from a common stereotype regarding women as primary consumers of soap operas given that these programs do not require much brainpower and do not have any artistic quality. Although there is no research to confirm this stereotype in any way whatsoever, it is unrelenting- even in a text about women on border police. Suggesting that women’s intuition is something that female police officers got as “a gift from God” could be interpreted by some readers as the real reason behind the success of these women in their jobs, rather than many years of hard work and effort, and that police training only taught them “additional tricks”, as was said in the text. Finally, the comparison between Turkish and Serbian women is equally discriminating against women of both nationalities: Turkish women are presented as being mutely compliant and victims; and Serbian as being aggressive (they are “all set” to butt in!). These details are considered entertaining by the media, which explains their presence in such a newspaper article. In the context of gender equality, the use of such statements may be disputable, but their

deliberate consecutive placement however, as seen in this particular text, is much more controversial.

Final remarks

The primary findings of this analysis are that local press publish only a small number of texts about women in the security sector. If nearly a thousand texts on this topic were published in the first five months of 2013, it would be accurate to conclude that at least one fifth of all texts related to the security sector are related to women, corresponding to women's percentage in the military, police, and other related sectors. With this, rather than twenty percent, women were devoted approximately 1.2 percent of the total number of texts: instead of 200, there were only 12 texts.

This low number of texts reveals that media are still not sufficiently interested in women in the security sector. This is confirmed by the topics chosen when writing about women who work in this sector: the majority of these texts are success stories about women, their personal lives, and individual cases – mostly serving the purpose of entertaining, rather than informing and educating, the readers. Moreover, having satisfied this characteristic, the use of gender-sensitive language, and proper positioning and layout of the texts (aspects also analysed in this report) are given insufficient consideration.

The increase of media representation of specific populations or professions does not depend solely on journalists and the media. Although they have a responsibility to report on everything occurring around them, including women in the security sector, the media, at times, simply 'does not see' what they should : they may be preoccupied with other topics, or simply not interested – which is unacceptable. We must shake them up, wake them up, and oblige them to be interested in topics they have afforded very little attention up to now. A good example of this practice are observed by the texts analysed above, whereby several were produced as a result of an organised visit to a border crossing in which women are employed. The recommendation, therefore, is that such visits should be made more frequently as they would serve to better inform journalists – even if they do not write a text about that specific event – as to the topics which merit increased attention

The practise seen in other sectors also demonstrates that media representation of a specific population is significantly increased following improved and accelerated communication with the media. Eloquent spokespersons, skilfully written press releases, well-organised media conferences, and ensuring the rights of interlocutors alter the nature of communication with the media – all contributing to enhanced media representation of women in the security sector, as well as to increased and improved media representation of the security sector in general.

Literature

Žene u crnom (*Women in Black*). Nezavisni monitoring primene Rezolucije 1325 u Srbiji (*Independent Monitoring of the Implementation of Resolution 1325 in Serbia*). Belgrade, Žene u crnom, 2012.

Gorana Odanović and Maja Bjeloš. Nezavisni izveštaj o sprovođenju NAP 1325 u Srbiji (*Independent Report on the Implementation of Resolution 1325 in Serbia*). Belgrade, Belgradeski centar za bezbednosnu politiku, 2012.

Sever Džigurski. Praćenje i izveštavanje o sprovođenju Nacionalnog akcionog plana Republike Srbije za primenu Rezolucije 1325 Saveta bezbednosti Ujedinjenih nacija (*Monitoring and Reporting about the Implementation of the Republic of Serbia National Action Plan for Implementing the UN SC Resolution 1325*). Belgrade, Belgradeski centar za bezbednosnu politiku, 2013.

Nacionalni akcioni plan za primenu Rezolucije 1325 Saveta bezbednosti Ujedinjenih nacija – „Žene, mir i bezbednost u Republici Srbiji (2010–2015) (*National Action Plan for Implementing the UN SC Resolution 1325 – Women, Peace, and Security, in the Republic of Serbia*). Belgrade, 2010.

Shadow Report to the CEDAW Committee

Official Documents:

The Ministry of Interior Report on the Implementation of NAP for Implementing R 1325 in Serbia submitted to the MSCB, Belgrade, December 2012

Commissionaire for the Protection of Equality. Commissionaire for the Protection of Equality's Opinion with a Recommendation (No 07-00-148/2013-02, 21 June 2013)

Commissionaire for the Protection of Equality. Commissionaire for the Protection of Equality's Opinion with a Recommendation (No 07-00-114/2013-02, 26 June 2013)

Aswers to BCSP's survey questions:

SIA. "Answer to the Belgrade Centre for Security Policy's Survey". Belgrade, 10 June 2013

Customs Administration. "Answer to the Belgrade Centre for Security Policy's Survey". Belgrade, 10 June 2013

Ministry of Defence. "Answer to the Belgrade Centre for Security Policy's Survey". Belgrade, 20 June 2013

Directorate for the Execution of Penal Sanctions. "Answer to the Belgrade Centre for Security Policy's Survey". Belgrade, 22 July 2013

Ministry of Interior. "Supplemental Answers to the Belgrade Centre for Security Policy's Survey". Belgrade, 29 July 2013

Ministry of Defence. "Answer to the Belgrade Centre for Security Policy's Survey". Belgrade, 31 July 2013

About the Research Team

Maja Bjeloš graduated from International Relations at the Faculty of Political Sciences in Belgrade where she also completed Master studies in Inter-gender Security. Since 2009 she has been employed as a researcher at the Belgrade Centre for Security Policy. She is the author of a number of texts about security in Europe, national security policy, and gender equality in the security sector. Her specific interests include security sector reform in Serbia, security in Europe, and gender equality in the context of the security sector reform process. Contact: maja.bjelos@bezbednost.org

Tamara Skrozza is a journalist. She has been employed with *Vreme* weekly magazine since 2000 and she writes for all sections of the magazine. Previously, she was a journalist and editor of *Radio Indeks* (1997-2001). Furthermore, she was and editor for NAJ educational magazine for teenagers and was involved in a number of documentary films made by *Mreža* Production Groups and *Vreme* weekly's TV Production. She occasionally writes for *Grazia*, *Elle*, *Status*, and *Link* magazines. She is the author of a book entitled "Sve po spisku" (All and Everything), a compilation of insider journalist columns. She is a lecturer at seminars and trainings devoted to media ethics, the status of women in the media, and writing for the media, and in connection with this she has been engaged by OSCE, NUNS, LABRIS, Faculty of Political Sciences, GIZ Konrad Adenauer Foundation, Women's Information-Documentary Centre, etc. She is also a member of the Press Complaints Commission.

Aurelija Đan graduated from the Faculty of Philosophy in Novi Sad. She has acquired the academic title of a Master of Gender Studies at the Central European University in Budapest. She worked as a peer educator in the Province of Vojvodina's Secretariat for Labour, Employment, and Equality, on a project for the suppression of violence against women, and volunteered in the Women's Safe House. She was an intern at the Belgrade Centre for Security Policy, and then received the opportunity to further develop professionally through the Young Development Professional Programme supported by Open Society Foundations. Now, she is employed with the Belgrade Centre for Security Policy. Her research interests include gender and security sector reform, with a special focus on gender mainstreaming in police work. Contact: aurelija.djan@bezbednost.org

BCSP (www.bezbednost.org)

Belgrade Centre for Security Policy (in the period 1997 – June 2006 known as Centre for Civil-Military Relations) is an independent research centre working on the improvement of the security of citizens and society. The focus of BCSP's interest are the policies aimed at the improvement of human, national, regional, and inter-gender security, particularly the consolidation of security sector reform and the integration of the Western Balkan countries in the Euro-Atlantic community. BCSP achieves its objectives through research, analyses, policy proposals, public advocacy, education, publishing, technical assistance to reforms, and networking of all relevant actors in the security community.

Annex

Annex I. List of civil society organisations taking part in the consultations about how to involve the representatives of CSOs in overseeing the implementation of NAP for Implementing the Resolution 1325 – Women, Peace, and Security

1. ASTRA
2. Autonomous Women's Centre
3. Belgrade Centre for Human Rights
4. Centre for Public Policy Research
5. Women Support Centre
6. European Movement in Serbia
7. Gay-Straight Alliance (GSA)
8. Youth Initiative for Human Rights
9. Institute for the Humanities
10. Lawyers' Committee for Human Rights (YCAOM)
11. Oasis of Safety NGO
12. Legal Scanner
13. Roma Women's Centre BIBIJA
14. Roma Association Novi Bečej
15. Association of Roma Women "Osvit" Niš
16. University in Novi Sad: Centre for Gender Studies and Women's Studies NGO
17. Victimology Society of Serbia
18. Women in Black

