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ON THE STATUS OF
IMPLEMENTATION
OF UNSC RESOLUTION 1325
IN THE WESTERN BALKANS**

2012

**REPORT ON THE STATUS OF IMPLEMENTATION OF
UNSC RESOLUTION 1325 IN THE WESTERN BALKANS**

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PART I

Research and structure of the Report

1. RESEARCH METHODS AND STRUCTURE OF THE REPORT.

This report presents the results of a survey on the progress of security sector reform and the implementation of UNSCR 1325 in the Western Balkan countries – Croatia, Bosnia and Herzegovina, Montenegro, Serbia, Kosovo¹, Macedonia² and Albania. Except for Albania, all of these countries were established through the disintegration of the former Yugoslavia. The project was implemented by the Helsinki Committee for Human Rights in Serbia as the leading csos, in cooperation with partner csos in these countries.

The report provides an overview of national action plans and other gender-sensitive strategies that the countries in the region have adopted. It assesses the progress made in the implementation of these documents. It is meant to highlight the initiatives launched by governments, as well as the authorities' commitment to gender integration, to sensitizing the civil sector and the media to gender-related issues and to securing support from relevant international and national factors.

In all the Western Balkan countries civil sectors – notably women's csos – have taken the first steps towards sensitizing societies and governments to UNSCR 1325. The report discusses relations between these parts of the civil sector and governmental institutions and agencies. The role of csos in the implementation of the Resolution is crucial. They carefully observe the process, but also publicize shadow reports and constantly put forward proposals, lobby and exert pressure on relevant national institutions. Ngos have also implemented various projects and activities that directly contribute to the Resolution's implementation and are especially focused on the role of women in peacebuilding because this issue has been mostly neglected so far.

The report is based on answers given by partner csos in a common questionnaire, which was put together by the partner csos in consultation with the UN Women's sub-regional office in Bratislava, as well as in consultation with relevant national institutions and their csos and experts in this field. Partner csos were involved in the process of producing this Report and their suggestions and input were incorporated into specific parts of it. Each of the partner csos conducted research in their own countries and

1 Kosovo under UNSCR 1244

2 FYR Macedonia

provided an insight into the institutional policies and practices of the security sector. The preliminary text of the Report is to be discussed at the forthcoming meeting in Bratislava when additional information, data and comments will be provided, conclusions and recommendations agreed, and the text of the Report adjusted accordingly.

The key research areas were: the status of national legislation in comparison with major international instruments and ongoing initiatives; and the situation in security sector institutions on the basis of surveys and interviews with officials from security institutions and civil sector activists. The intention was a) to assess achievements b) to detect gaps and challenges in the implementation of the Resolution, and c) on the basis of the information collected, to put together recommendations to national and international actors in order to enhance and strengthen implementation of UNSCR 1325 throughout the region.

The introductory part of the Report contains a brief overview of the contents and significance of UNSCR 1325, notes on the contents and methods of the Project research and a summary of key findings.

The first part of the Report offers an analysis of key policies and a survey of relevant laws and mechanisms, as well as those international instruments that are of special importance for understanding and analyzing gender mainstreaming in the security sector. This part also assesses implementation of the Resolution and the role of international donors in its implementation. Monitoring the process and the role of political parties are also discussed.

The second part of the Report discusses the status of women in the security sector, their participation in security institutions and the level of their organizational capacity in this sector. Other areas covered by the Resolution's agenda, for example the rights and needs of women victims of war, de-mining and human trafficking, were only partially addressed due to the selected focus of research and scant capacities. Indicators used in the implementation are also tackled and special attention is paid to the participation of women in international peace operations.

The third part deals with the role of the media in raising public awareness about gender issues and, specifically, about the importance and implementation of UNSCR 1325. The fourth part looks at the issue of regional cooperation and its importance in reform of the security sector.

The fifth part covers the role of the civil sector in implementing UNSCR 1325 and cooperation between the civil society and the security sector. Finally, on the basis of the analysis the Project puts forward a number of recommendations and guidelines for the authorities, csos and international actors, donors included, regarding further action in the field of security sector reform and gender integration in the reform through the development of gender-sensitive policies and practice in the region.

PART II

General information on the mechanisms, laws, strategies, and progress in implementing UNSCR 1325

2. LAWS, MECHANISMS, STRATEGIES AND PROGRESS IN THE IMPLEMENTATION

All Western Balkan countries have adopted legal frameworks on gender equality, anti-discrimination acts and strategies, and likewise taken other measures designed to enhance gender equality in accordance with the international instruments on gender equality and non-discrimination.

All seven regional countries have adopted and ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) of 1979 as well as the Beijing Declaration and Platform for Action (Equality, Development and Peace) of 1995. A number of other major international conventions and treaties have been incorporated into legislative and other measures defining the approach to gender issues in the region. These include, above all, the Universal Declaration of Human Rights (1948), the International Covenant on Civil and Political Rights, IC-CPR (1976), and the International Covenant on Economic, Social and Cultural Rights, ICESCR (1976).

Other important international instruments adopted by the regional countries are UNSCR 1820 (2008) on the issue of sexual violence in conflict, the subsequent UNSCR 1888 (2009) on strengthening international action in addressing conflict-related sexual violence, UNSCR 1889 (2009) aimed at strengthening the implementation and monitoring of SCR 1325, and UNSCR 1960 (2010) expressing the readiness of the sc to “take appropriate steps to address widespread or systematic sexual violence in situations of armed conflict”.

All of these resolutions are poignant reminders of the vulnerability and suffering of thousands of women and girls, victims of rape and sexual abuse, in the 1990s wars in the Western Balkans and, thus, are of special importance not only for the cause of women empowerment, but also for the continuing struggle of other women for survivor/victim vindication and restorative justice.

Additionally, the Western Balkan countries were guided by the EU Framework strategy for gender equality (2000), the Council of Europe (CoE) Declaration on the equality of women and men (1988), as well as by the CoE Recommendation on gender equality standards and mechanisms (2007) and the Convention on preventing and combating violence against women and domestic violence (2011), as well as a number of OSCE legal frameworks, including the 2004 Action Plan for the promotion of gender equality.

National Action Plans (NAP) on the implementation of UNSCR 1325 have been adopted in Bosnia and Herzegovina (2010), Serbia (2010) and Croatia (2011). Albania has adopted a National Strategy on Gender Equality and the Fight against Domestic Violence (2007–2010) and the revised strategy for 2011–2015 (NSGE-DV). Montenegro, Macedonia and Kosovo have begun the NAP drafting process. The goals included in NAPS refer, among other, to increasing the number of women in decision-making positions, increasing the number of women in the security sector, including women in peace-keeping missions, supporting women and girls who were victims of conflicts in the region, providing training courses for public servants on the issues of women and security, and improving cooperation between governments, civil society and international organizations.

Most countries in the region have advanced and comprehensive legal frameworks. Everywhere measures and strategies have been introduced to promote and improve the position of women. This includes strategic documents and indicators. The gender perspective has been incorporated into the training of employees in the security sector, especially for peace missions. Publications on the Resolution have been prepared and various programs and projects undertaken or planned. Education on gender equality and UNSCR 1325 is provided within the government administration, parliamentary and educational institutions, the police and armed forces and, to some degree, the political parties and the media. The 10th anniversary of adoption of the Resolution was observed in the whole region.

The activities of UN Women within the three year project *Advancing the Implementation of UNSCR 1325 on Women, Peace and Security in the Western Balkans*, launched in 2011, have played a decisive role in efforts to elaborate normative frameworks, further strengthen the security sector and civil society capacities to implement and monitor UNSCR 1325 commitments in individual countries³, improve overall progress on gender equality and empower women processes in the entire region of the Western Balkans.

3 Bosnia and Herzegovina, Kosovo under UNSCR 1244, the former Yugoslav Republic of Macedonia and the Republic of Serbia

Nonetheless, implementation of the laws and adopted measures has been slow and limited. Difficulties of implementation arise from the lack of political will the absence of widespread norms to support legislation, and the scanty human and financial resources and professional capacities. The overall slow pace of democratic transformation, compounded by the economic crisis and traditional conservative gender-related stereotypes, additionally hamper the pace of the implementation of UNSCR 1325.

Researchers provided the data below on women and gender-equality laws, mechanisms and strategies in individual countries. An analysis of what this information means in terms of the implementation of UNSCR 1325 is given in Part VII, pp. 18–19.

ALBANIA

LAWS

The Law on Measures against Violence in Family Relations (2006); Law on Gender Equality in the Society (2008); Law on Protection from Discrimination (2010); Labor Code, 1995 amended); Law on Grades and Careers (2004); Law on State Police, (2007); Electoral Code [2008];

MECHANISMS

[MOLSAEO] Ministry of Labor, Social Affairs and Equal Opportunities; GEL [2008] and the NSGE-DV 2007–2010 as well as its revised version gave the Ministry the exclusive role and responsibility in promoting gender equality. The Directorate for Policies of Equal Opportunities and for Families (2006) composed of [1] the Sector for Gender Equality and Measures against Violence; [2] the Sector for the Rights and Protection of the Child; the National Council of Gender Equality, an advisory body (2009), headed by the Minister of Labor, Social Affairs and Equal Opportunities and composed of nine deputy ministers from other ministries and three civil society representatives. The Deputy Minister of Defense is represented on the Gender Equality Council (2011); Gender Staff: at central level [ministries] and municipal level law provide the appointment of gender staff. The Ministry of Defense and Ministry of Health have institutionalized the position of full-time Gender Staff. The Ministry of the Interior has a gender focal point and a full-time diversity officer in the General Directorate of Police. At the local level, in 65 municipalities there are employees that serve as focal points for gender equality (part-time), however, only a total of 17 of them have

been appointed as full-time gender staff; Parliamentary Committees on Labor, Social Affairs and Health and on National Security examine draft laws and undertake legal initiatives in the areas of their expertise and establish cooperation with other ministries on issues of gender equality and security affairs; the Commissioner for Protection against Discrimination examines complaints of discrimination committed by individuals, groups of individuals or organizations, conducts investigations, monitors the implementation of this law, imposes sanctions for violations of the law, and organizes awareness-raising and educational activities to assist in the enforcement of this law; the Ministry of the Interior; the Ministry of Defense:

STRATEGIES AND BYLAWS

Strategy for Development and Integration 2007–2013, (NSDI); National Strategy on Gender Equality and the Fight against Domestic Violence 2007–2010 and the revised strategy for 2011–2015 (NSGE-DV); Security Strategy Document of 2000 (revised in 2004); Defense Policy Document of 2000 (revised in 2007); Military Strategy of 2002 (revised in 2005); Strategy of the Ministry of Defense Sector of 2007; National Strategy on Integrated Border Management; National Strategy on the Public Order Sector and State Police.

UN Women used a 2011 baseline/mapping technique to analyze progress towards implementation of UNSCR 1325 and to identify entry points for the potential development of the UNSCR 1325 NAP. In February 2012, assessment findings were presented to representatives of the Government and civil society. On the basis of these deliberations, the Government committed itself to a process that will lead to the elaboration of the UNSCR 1325 NAP. UN Women will assist the National Council on Gender Equality to engage in a participatory process towards that end.

The progress made in implementing the laws and building of effective mechanisms is visible. The process coincides with and is a part of the Government's strategic goal of EU integration through comprehensive electoral, judicial and property rights reforms. However, the pace of progress is negatively affected by the difficult political, economic and social situation and the absence of political culture. Thus, compatibility with international standards, harmonization between existing laws, improvement of some segments of the legislation and better implementation/enforcement of legislation still remain a formidable challenge.

There also remain significant challenges in promoting gender equality, empowering women, and changing gender-related inequalities, particularly in rural areas and some regions of the country. A legislative framework for gender-based violence has been developed, but real effects in combating impunity for perpetrators are still missing. Gaps in terms of equal pay for equal work and the pension system still exist, mostly due to the insufficient implementation of legal norms and standards.

BOSNIA AND HERZEGOVINA

LAWS

The Law on Gender Equality in Bosnia and Herzegovina (2009); A working group was established for the more efficient implementation of this law (emphasizing Article 15 of the Law). The Law was amended in 2009 and it set itself the goal to achieve the participation of 40% of women in decision-making bodies; the Election Law of Bosnia and Herzegovina (2008) stipulates that at least 30% of members must be women; under the Law on Financing Political Parties (2009), the Central Election Committee is responsible for identifying which sex is less represented, according to election results.

STRATEGIES

The Gender Action Plan of Bosnia and Herzegovina – GAP (2009)⁴; the Action Plan for Implementation of UNSCR 1325, (first in the region 2010) identifies eight goals: 1) the participation of women in politics; 2) the participation of women in the police and army; 3) the participation of women in peace missions and gender-sensitive training; 4) anti-trafficking; 5) de-mining; 6) assistance to women civilian victims of war; 7) the training of civil servants, and 8) cooperation between institutions, international and non-governmental organizations.

INSTITUTIONAL MECHANISMS

The complex form of governance established by the Dayton Accords resulted in a complex structure and numbers of governmental bodies, agencies, etc. in Bosnia and Herzegovina (BiH).

Committees on gender equality have been established within legislative powers at all levels of government. At central level there is a Parliamentary Commission for Gender Equality; Commissions for Gender

4 As of a few months ago, the updated GAP was with the Council of Ministers awaiting approval.

Equality of the House of Peoples and the House of Representatives of the Parliament of the Federation of BiH; The Equal Opportunities Committee of the National Assembly of Republika Srpska; The Cantonal Assemblies in the Federation have established Committees for Gender Equality. At local level, almost in municipalities in BiH gender equality committees operate within municipal assemblies;

The Gender Equality Agency of BiH within the Ministry of Human Rights and Refugees, at the entity level previously established: the Gender Center of the Federation of BiH and the Gender Equality Center of the Government of Republika Srpska (hereinafter: Gender Center of Republika Srpska). There are cantonal committees for gender equality at the cantonal level in the Federation of BiH; committees for gender equality are also established within mayors' offices; the Coordination Board for Monitoring the Action Plan for Implementation of UNSCR 1325 in BiH (2011); members of the CB were appointed by their institutions (Ministry of Defense, Ministry of Security, Ministry of Foreign Affairs, Ministry of Treasury and Finance, Center for De-Mining, entity ministries for interior affairs, entity gender centers and the Gender Equality Agency of BiH, which led the process).

Harmonization of laws and by-laws with the Gender Equality Law (GEL) in Bosnia and Herzegovina is work in progress. In 2010, following commitments under the Action Plan for implementation of UNSCR 1325, the Ministry of Defense recognized the importance of the issue and prepared a list of laws and documents aimed at harmonization with the GEL. The list was forwarded to the Gender Equality Agency that should provide expert help and suggestions for this harmonization, while the Ministry of Defense is responsible for the provision of budget and human resources.

Other activities took place that also contributed to the implementation of 1325 in Bosnia and Herzegovina. In this respect, the Ministry for Security has also mapped legislation that should be harmonized with the GEL. The entities' Ministries of Internal Affairs are expected to cooperate with entity gender Centers on the harmonization of legislation. The main obstacle to progress on this point lies in the fact that the Ministry for Security has not appointed a gender focal point and it is still not clear what agency should work on adjustment of the proposed legislation. Nevertheless, it is important that security sector institutions are aware of their responsibilities to implement the Government's decision within the next two years.

The Election Law of Bosnia and Herzegovina is implemented in each election cycle and candidates' lists are created in accordance with Art. 4.19.⁵ However, due to the fact that the lists are open, the voters can ignore women candidates and some 10–15 percent of women's seats get lost in the process. The provision relating to the composition of the local electoral committees is implemented and women make up 41 percent of members and almost 30 percent of committee chairs.

The Law on Financing Political Parties was amended, but participation of women did not increase after the general election in 2010. According to the law, political parties with elected female candidates share 10 percent of available funds. It is still not clear for what purposes these funds are spent and whether the political parties find this measure an incentive.

The *Gender Action Plan*, adopted in 2006, expired in September 2011. A new GAP has been submitted for approval. The Report submitted to the Government shows that the GAP was an important and ambitious instrument. It was implemented with some measure of success in cooperation with gender institutional mechanisms, relevant institutions and NGOs and most effectively in the priority areas of employment, health, social inclusion, gender-based violence, political participation and education. In this context, it is also important to mention the important role of FIGAP, a financial support mechanism for the implementation of GAP.

The implementation of the GAP (chapter 5 – “Political participation”) resulted in development of the *Action plan for implementation of UNSCR 1325*. The greatest achievement in the implementation process is the development of cooperation

5 Article 4.19

The certified political party or coalition shall submit a separate candidates list for each electoral unit.

For the municipal and cantonal elections the number of candidates on the candidates

list of the political party, coalition or list of independent candidates may be ten percent (10%) higher than the number of mandates that are to be allocated.

For the multi-member constituencies established in Chapters 9, 10 and 11 of this law the number of candidates on the candidates list of a political party or coalition may be two (2) higher than the number of mandates that are to be allocated in that multi-member constituency.

Every candidates list shall include candidates of male and female gender. The minority gender candidates shall be distributed on the candidates list in the following manner. At least one (1) minority gender candidate amongst the first two (2) candidates, two (2) minority gender candidates amongst the first five (5) candidates, and three (3) minority gender candidates amongst the first eight (8) candidates et seq. The number of minority gender candidates shall be at least equal to the total number of candidates on the list, divided by three (3) rounded up to the closest integer.

The candidates' lists for the House of Representatives of the Federation of Bosnia and Herzegovina, the President and Vice Presidents of Republika Srpska, and the National Assembly of Republika Srpska shall indicate to which constituent people, or the group of Others, the candidates declare to belong.

The candidates list shall contain the name, surname, and address of permanent residence, national identification number and signature of each candidate, signature of the president of the political party or presidents of the political parties in the coalition.

<http://legislationline.org/documents/action/popup/id/6274>

in implementing UNSCR 1325 between relevant institutions, NGOs and international organizations in the implementation of the Action plan through the establishment of the Coordination Board.

CROATIA

LAWS

The Constitution of the Republic of Croatia; Law on Gender Equality (2003), new Law on Gender Equality (2011) the Law on Prevention of Discrimination (2008) and the amended Law on Gender Equality (2008), Law on Financing the Political Parties (2011); Protocol on Conduct in Cases of Sexual Violence (2012)

STRATEGIES

The National Action Plan for 2011 – 2014; National Policy for Gender Equality for the period 2011 – 2015 (2011); Strategy for Enhancing Women’s Entrepreneurship 2010–2013; the Government Statistics Bureau adopted a new National Job Classification (2008) in which all occupations are defined in terms of both genders; the Strategy for Improving the Position of Rural Women is in preparation; National Strategy on the Protection of Families against Violence (2011–2013).

INSTITUTIONAL FRAMEWORK

The Government Office for Gender Equality; Parliamentary Committee for Gender Equality (2000); Commissioner’s Office for Gender Equality (2000); commissioners of gender equality are duty bound to consider individual breaches of gender equality rights (2008); Committees for Gender Equality have been established at municipality level (20).

Activities within the framework of implementation of UNSCR 1325 have considerably strengthened the country’s institutions and mechanisms for gender equality, and the overall state of women’s equality and empowerment. The number of women MPs spiraled after the parliamentary elections in 2000. The Parliamentary Committee for Gender Equality and the Commissioner’s Office for Gender Equality were established in the same year. In 2008, the Bureau of Statistics developed a new national job classification defining all occupations by both genders – a linguistic nuance meant to secure equal representation of men and women in the labor market and eliminate gender-based stereotypes.

In 2011, the National Policy for Gender Equality for the period 2011–2015 was adopted as a follow-up to the similar instrument of 2006–2010. The latest document redefined national priorities, means of implementation and special measures in accordance with changed social and political circumstances, the overall progress made and future challenges in the attainment of full gender equality. The Government also adopted the Strategy for Strengthening Women’s Entrepreneurship for the period 2010–2013.

MONTENEGRO

LAWS

Other than the Constitution, the most important are the Law on Gender Equality (2007), Anti-Discrimination Law, Law on Protection against Domestic Violence, Labor Law, Law on the Army of Montenegro, Rule Book on Internal Organization and Systematization of the Ministry of Defense, Code of Military Ethics, Law on Civil Servants and State Employees (2008), Law on Public Administration, Plan of Activities for Achieving Gender Equality for 2008–2012, and nomination of coordinators for matters of gender equality in state administration bodies.

STRATEGIES AND OTHER MEASURES

The National Program of Integration of Montenegro into the EU; National Strategy for Sustainable Development; the National Action Plan for Employment 2012–2015; Strategy for Preserving and Improving Reproductive Health; National Strategy for HIV/AIDS, National Plan of Action for Young People, Individual Partnership Action Plan with NATO; Action Plan for the Reform of Local Self-Government; and the Action Plan to Fight Human Trafficking.

INSTITUTIONAL MECHANISMS

The Ministry of Defense, Ministry of Foreign Affairs, Ministry of Internal Affairs and Public Administration, Ministry of Justice and Human Rights – Department for Gender Equality, Committee for Gender Equality of the Assembly of Montenegro; local mechanisms for gender equality in 10 municipalities with which the Government mechanism for gender equality has signed a Cooperation Memorandum (Nikšić, Bijelo Polje, Pljevlja, Berane, Cetinje, Kotor, Budva, Bar, Herceg Novi and Ulcinj); and international and non-governmental organizations and media as partners. In the meantime, we have established cooperation with four more

municipalities (Danilovgrad, Tivat, Mojkovac and Kolasin, which now makes a total of 14).

In 2008, the Government adopted a Plan of Activities aimed at achieving gender equality for the period 2008–2012. The plan included implementation of UNSCR 1325; inclusion of the gender perspective in the training of employees in the security sector, especially for peace missions; the preparation of publications and materials on the Resolution and conduct of campaigns; preparation of programs and training of trainers for education on the Resolution; education (government administration, parliament, educational institutions, army, political parties, media) on the Resolution; and the setting up of a database on the representation of the sexes in the police, army and diplomatic missions.

The Cetinje Parliamentary Forum was organized to stimulate and promote parliamentary dialogue between the countries in the region. One of its most important meetings was held on the occasion of the 10th anniversary of Resolution.

The resolution is being implemented by the Ministry of Defense: matters relating to gender equality are being coordinated; the Ministry of Defense adopted a program of activities for achieving gender equality for the periods 2009–2010 and 2011–2012; a gender-sensitive language is in use; databases on female employees in the Ministry of Defense and the Army have been set up; progress has been achieved in the number of female professional soldiers on peace missions, in the employment of women as civil servants, professional members of the armed forces and civilian persons and their advanced vocational training in the country and abroad, as well as in appointing women to posts in military-diplomatic missions attached to international security organizations and diplomatic missions; the participation of women in commissions and working groups for the nomination of candidates for recruitment to service in the Army and sending professional soldiers for education or advanced training and the education of young women as cadets has been ensured, together with the education of members of the Army of Montenegro on the subject of gender equality, related to the Resolution. For the first time in the publication *Women and Men in Montenegro*, which was published in October 2012, data on the participation of women in the defense system, police and diplomatic missions were introduced.

KOSOVO

LAWS

The UNMIK Regulation Prohibiting Trafficking in Human Beings (2001); Anti-Discrimination Law (2004); Law on Gender Equality (2004, amended in 2009, and currently under review); CEDAW enshrined in the Constitution of the Republic of Kosovo (2009); Law on General Elections in the Republic of Kosovo (2008); Law on Local Elections in the Republic Of Kosovo (2008); Law on Protection Against Domestic Violence (2010, replaced the 2003 UNMIK Regulation); and the Labor Law (2011).

STRATEGIES AND ACTION PLANS

The Comprehensive Plan of Action for Implementation of the Anti-Discrimination Law (2005–2007); Millennium Development Goals (MDG) – the Kosovo Assembly Resolution in 2008 requesting the Government to establish global partnership in the implementation of gender equality by 2015; Kosovo Program for Gender Equality (2008–2013); Strategy and Action Plan on Human Rights (2009–2011); National Strategy and Action Plan against Domestic Violence (2010–2013); National Action Plan on Economic Empowerment of Women in Kosovo (2011–2013); National Action Plan to Combat Trafficking in Human Beings (2011–2014); Strategy and National Action Plan on Children’s Rights (2009–2011); Kosovo Education Strategic Plan (2011–2016); ; Kosovo Security Force Strategy on Gender Equality.

STATE MECHANISMS AND NON-GOVERNMENTAL BODIES

The Women’s Parliamentary Caucus; Standing Committee on Human Rights, Gender Equality, Missing Persons and Petitions and Standing Committee on Internal Affairs and Security/Parliamentary Assembly; Agency for Gender Equality/Prime Minister’s Office; Ombudsperson – Gender Equality Unit; Advisory Office on Good Governance, Human Rights, Equal Opportunities and Gender Issues/Prime Minister’s Office; Officials for Gender Equality within the Ministries; Inter-Ministerial Working Group on Gender Equality/ Prime Minister’s Office;); Kosovo Police Board on Gender Equality; Gender and Human Rights Advisory Board, Kosovo Security Force; Office for Gender Issues, Equal Opportunities, Human Rights and Standards/Ministry of Internal Affairs; Human Rights and Gender Affairs Office/Ministry of Justice; Gender Equality Officers in the municipalities; Municipal Committees for Gender Equality; Non-Governmental Umbrella Organization, Kosovo Women’s Network;

Women's Non-Governmental Organizations; shelters (in six cities); government mechanisms that deal with gender-based violence: Domestic Violence and Anti-Trafficking Units – Kosovo Police Service; Victims' Advocacy and Assistance Division/Department of Civil Affairs and Access to Justice/Ministry of Justice; Center for Social Work – Ministry of Labor and Social Welfare; state institutions; the police; prosecution offices; courts; Legal Aid Commission; and the Kosovo Security Council.

In spite of the many difficulties it has faced over the last decade, Kosovo has managed to create a solid legal infrastructure and institutional mechanisms for the achievement of gender equality with the Kosovo Program and the Agency for Gender Equality as the most significant instruments in this regard. One commendable area is the strong institutional framework that has been created in order to respond to violence against women, including the creation of special investigation units within the Kosovo police to protect victims of domestic violence and human trafficking. These initiatives were followed up with development of training curricula for the police on gender equality and protection of the human rights of women with the support of UN Women and more recently, with training for judges and prosecutors on women's rights and domestic violence and the development of educational modules in partnership with the Kosovo Judicial Institute, OSCE and EULEX.

The Constitution stipulates that "[t]he composition of the Assembly of Kosovo shall respect internationally recognized principles of gender equality." The electoral law requires all political parties to have 30 percent of women candidates on their lists and a 30 percent quota is in place for the underrepresented gender in national and local assemblies. As a result, 31 percent of members of the Kosovo Assembly are women, while women represent 34 percent of elected municipal representatives. This puts Kosovo among the countries with greatest women participation in politics.

Participation of women in other important institutions is also relatively high, the Kosovo President being a female and with the appointment of three women as Deputy Prime Ministers, including the chief negotiator in the Belgrade/Prishtine dialogue and the Minister for European Integration. 12.53 percent of officers in the police service are women (14.75% including civil servants) and 8 percent in the Kosovo Security Force. However, the lack of political and insufficient budgetary commitments and inadequate human resources continue to hamper progress in implementing gender-sensitive laws and related strategies

The Gender Equality Agency has become effective in evaluating draft laws such as on labor, pensions and invalid insurance, inheritance, termination of pregnancy, courts, state aid and government rules of procedure. Adoption of the quota system may eventually contribute to more balanced gender representation.

However, comprehensive implementation of adopted and international principles remains to be realized. Violence and sexual harassment against women has actually increased, reflecting the effects of the traumatic events of the war and growing economic hardships with the labor force participation of females standing at 29 percent compared to 67 percent among men. Lower levels of education among women contribute to this reality, but women who have higher education qualifications are participating and competing more equally with men in the labor market.⁶ Domestic violence continues to be a serious problem. Kosovo is also considered a source and destination, and possibly a transit country, with regard to the trafficking of women and girls.

In February 2012, the Kosovo government decided that the Agency for Gender Equality would lead and coordinate elaboration of the UNSCR 1325 Action Plan. The Agency for Gender Equality will implement the decision through the coordination of a working group whose membership includes high-level representatives of government institutions, policy makers, civil society as well as UN Women and the Office of the High Commission of Human Rights. In April 2012, a broad-based consultation group formulated a roadmap for development of the UNSCR 1325 Action Plan. In May 2012, a working group for transitional justice and reconciliation was established under the auspices of the Ministry of Justice.

SERBIA

LAWS

The Law on Gender Equality (2009); Anti-Discrimination Law (2009); and Anti-Mobbing Law (2010);

STRATEGIES

The National Strategy for the Prevention of Violence against Women in Family and Partner Relations (2011); National Action Plan for Enhancing the Position of Women and Gender Equality 2007 – 2010 (2007); National Strategy for Enhancing the Position of Women and Gender Equality 2009 – 2015 (2009); National Action Plan for Implementation of UNSCR 1325 (2010); Action Plan for Implementation of the National Strategy for the Position of Women and Gender Equality 2010–2015; Gender

6 Source of Information: Kosovo Human Development Report 2012, p. 26–28.

Sensitive Code for Media Reporting (2007); National Strategy for Sustainable Development (2008); National Millennium Development Goals of the Republic of Serbia; Strategy against Poverty (2002); Strategy against Domestic Violence and Other Forms of Gender-Based Violence for the period 2008–2012 (2008);

STATE MECHANISMS AND NON-GOVERNMENTAL BODIES

The Ministry of Labor and Social Policy (Department of Gender Equality); Government Commission for Gender Equality; Deputy Ombudsman for Gender Equality and Protection of Persons with Disabilities; Commissioner for Gender Equality; Parliamentary Committee for Gender Equality (Republic of Serbia); Parliamentary Commission for Gender Equality of the Autonomous Province of Vojvodina; Bureau of Gender Equality – the AP of Vojvodina; commission for gender equality within local self-government; coordinators for the implementation of the National Strategy for Enhancing the Position of Women and Gender Equality; Provincial Secretariat for Labor, Employment and Gender Equality (government of the AP of Vojvodina); Political Council and Multi-Sector Coordination Body; Department of Social Indicators, Judicial and Gender-Related Statistics (Bureau of Statistics); and Provincial Ombudsman.

The legal framework on gender equality has been completed. The adoption of the Law on Gender Equality and the Anti-discrimination Act in 2009 was a major breakthrough in this field, along with the adoption of the National Strategy for Enhancing the Position of Women and Gender Equality, the relevant Action Plan and the appointment of the Commissioner for Gender Equality in 2010.

The priorities identified by the National Strategy – improvement of the position of women, their economic independence and gender equality, and the fight against domestic and other forms of gender-based violence – are endorsed by the Government and relevant government agencies. These priorities relate to areas requiring further effort: domestic violence – usually against women – has increased greatly and the percentage of criminal charges for domestic violence has grown considerably in comparison with the overall percentage of crimes committed in Serbia.

The 2010 Report by the Citizens' Ombudsman states that violence against women has not been treated in a systematic and comprehensive manner and that

adequate resources for the monitoring and implementation of strategic instruments have not been provided. Further, it stresses that models of good practice have not been integrated. Although the legislation to prevent violence against women is generally considered adequate, the Report points out that some ambiguous provisions open the door to arbitrariness and the unbalanced punishment of perpetrators. In spite of evident progress in gender-sensitive discourse (mostly thanks to the Guide to Standardized and Anti-Discriminatory Discourse and Behavior developed by the Office of the Citizens' Ombudsman in early 2010, the Report stresses that discrimination against women is noticeable in all spheres of life.

According to the statistics, the percentage of women teachers at high schools and universities has grown, as well as the number of girls graduating from colleges and universities. In 2009, the number of men and women graduates was equal for the first time ever. On the other hand, the percentage of women in the total number of unemployed has also grown and there are far more women than men with the status of "supported family members." A total of 22.4 percent of MPs are women, while their participation in ministerial offices is below 20 percent.

The Multi-Sector Coordinating Committee and the Political Council, as envisaged in the NAP, have been established in the security sector. These mechanisms have adopted relevant bylaws and regulations such as Rules of Procedure and Reporting Forms. Gender-equality mechanisms – "trustworthy persons," gender-equality advisors to the Minister and Department directors, gender-equality advisors to civilian and military missions, analytical groups and teams of researchers – have been incorporated for the first time into the national security system. Nonetheless, the percentage of women officers in security sector institutions is rather low although this might be understandable given that the document was only adopted in late 2010.

The most recent *Shadow Report* published by *the Women in Black*⁷ criticizes the inadequate action of Government bodies in implementing the adopted measures, in particular the lack of cooperation between national and local authorities in the implementation of the NAP and the absence of adequate education for the representatives of all UNSCR 1325 relevant bodies at all levels.

The Report draws special attention to the fact that implementation of the Resolution is not adequately focused on and integrated into the necessary post-conflict renewal of society. In this respect, the Report finds it imperative that the processes which are supposed to provide facts about past crimes, hold all perpetrators individually responsible for crimes, and punish them should lead to the

7 *Independent Monitoring of the Implementation of Resolution 1325 in Serbia, Women in Black*, ed. Ana Ranković and Gordana Subotić, Belgrade, July 2012, p.18.

development of corresponding institutional reforms which will establish discontinuity not only with the institutions of the past, but also with the policies and structures responsible for genocide and the worst crimes.⁸

MACEDONIA

LAWS⁹

The Law on Labor Relations; Law on Higher Education (2003); Law on Political Parties (2004); Law on the Election of Representatives (2004), at least 30% of women to be included (Law on Local Elections (2004) stipulates that at least 30% of women in the upper and lower half of a candidate list should be elected); Election Law (2006); Amendments to the Family Law (2004)¹⁰; Amendments to the Criminal Code (2004, 2006 and 2008); Law on Equal Opportunities for Women and Men (2006); Amendments to the Law on Equal Opportunities for Women and Men (2008), the new Law on Equal Opportunities for Women and Men (2012); Amendments to the Law on Health Protection (2007)

STRATEGIES

The National Action Plan for Gender Equality defines ten areas of public life (media, environment, governance and decision – making, health, education, human rights, social policy, violence against women, peace activities and employment) (2007–2012); National Strategy and AP on Combating Trafficking and Illegal Migration (2009–2011)¹¹.

INSTITUTIONAL FRAMEWORK

In March 1997, the Unit for Promotion of Gender equality was established within the Ministry of Labor and Social Policy (MLSP) to work towards compliance with International Conventions and documents such as CEDAW. In 2006, the Unit was upgraded to the Department for Equal Opportunities (DEO) within the MLSP. In 1997, the National Ombudsman's Office was created to monitor human rights, including women's

8 Ibid.

9 The Constitution includes a general provision against discrimination on several grounds, including sex. The Labor Relations Law was amended in 2005 to prohibit discrimination in the workplace on all grounds including sex. The Law has been further amended to include provisions including parental leave. The Law on Elections includes a 30% quota of the less represented gender on election lists drawn up by political parties. The Law on Protection and Prevention against Discrimination came into force on January 1st 2011, prohibiting direct or indirect discrimination. The Law includes sex as a ground for discrimination, but excludes sexual orientation.

10 The Law on the Family was amended in 2004, 2006 and 2008 to include provisions criminalizing domestic violence and strengthening protective measures for survivors

11 <http://www.unifem.sk/uploads/doc/FYRMacedonia.pdf>

rights. In 2002 and 2003, initially six Committees on Gender Equality were formed in Municipal Councils to address gender equality issues. Since 2006, in compliance with the Law on Equal Opportunities for Women and Men, Commissions for Equal Opportunities for Men and Women were established in every municipality in Macedonia¹²; under the Law on Equal Opportunities for Women and Men, all Line Ministries have appointed gender focal points to cooperate with the Department for Equal Opportunities at the Ministry of Labour and Social Policy and each municipality has appointed a local coordinator. In 2003, the Women Parliamentarians' Club was established to create a better climate for achieving women's rights and to support the revision or adoption of gender-sensitive legislation. In 2006, the Committee on Equal Opportunities for Women and Men was established, tasked with monitoring legal regulations on gender equality proposed by the government; a total of 81 persons in 84 municipalities were appointed coordinators for equal opportunities for women and men (2011).

Macedonia started the process to develop a NAP in 2011, and MLSP DEO approached UN Women to assist in the process. MLSP has a Memorandum of cooperation with the Ministry of Defense in developing the NAP. Prior to this development, UN Women commissioned a baseline/mapping assessment on progress in the implementation of UNSCR 1325 and the identification of entry points for developing the National Action Plan (NAP) for UNSCR 1325, which will soon be posted on the web page of MLSP for wider use.

The NAP development process has benefited from the establishment and regular meetings of an inter-ministerial and civil society Technical Working Group. The work of the TWG unfolds under the auspices of MLSP and is led by a national technical expert. It consists of representatives from MLSP, MD, MFA, MI, Crisis Center Management, NGO sector representatives: the Macedonian Women's Lobby, Antiko Civic Initiative, and National Council for Gender Equality. In February 2012, a round table on sharing experiences on implementation of the NAP was organized with guest speakers from Bosnia and Herzegovina, Serbia and Slovenia. Three guests

12 A total of 81 persons in 84 municipalities were appointed coordinators for equal opportunities for women and men (2011); regarding their effectiveness, it is the assessment of local women that in most of the municipalities they do not function very well or have a combined role – as Coordinators of Local Economic Development and G.E.P countries that have NAPs or Apies from “on of women in these missions? as a follow up on the ties in MK, they function poorly, o

– representatives from the Albanian Ministry of Labor and Ministry of Defense – were present as participants.

A draft NAP has been developed through eight public debates across Macedonia. The debates have ended and inputs from the field have been incorporated in the 2nd version of the draft NAP. In late September 2012, TWG representatives held a training workshop on global UN indicators, which was supported by UN Women, and organized in collaboration with MLSP.

The NAP should be completed by the end of the year and presented to the ministries for comments, after which it will be forwarded to the Government for adoption.

3. FINANCIAL SUPPORT FOR THE IMPLEMENTATION OF UNSCR 1325

All Western Balkan countries face a worsening economic and financial crisis, compounded in some of the countries by security and stability challenges. Although there is a growing awareness on the part of national governments of the importance of gender-responsive budget allocations, none of them are able to secure sufficient financial resources for the implementation of laws, action plans and strategies dealing with gender equality, including the implementation of UNSCR 1325. The implementation is made possible by funds provided by the European Union and individual EU member states, and the UN agencies – in particular UNDP and UN Women, as well as funds from the U.S, Canada and various embassies and international foundations. Csos in the field of women's rights and gender equality are also mostly funded by the same international donors. Budgetary allocations for victims of violence are also scarce, thus aggravating the sustainability of the welfare service infrastructure for the protection of abused women.

Nevertheless, efforts are being made in individual countries to allocate at least some funds to support the strengthening of women's role in society, including their greater participation in the security sector. Thus, in Albania two special budget lines supporting a civil society introduced in 2007 and 2009 have the potential to provide some funds also for gender equality, including the implementation of UNSCR 1325. In Bosnia and Herzegovina, the Ministry of Defense has taken upon itself the task of adjusting existing legislation to the Gender Equality Law, including the financing of this process. This is an important step, offering a brighter prospect for implementation of the Resolution in the security sector. Likewise, in order to ensure a sustainable implementation of the GAP, a financial support mechanism, FIGAP, was

established.¹³ In Kosovo, the Agency for Gender Equality (AGE) within the Office of the Prime Minister, although well positioned and with a staff of 18 people, is limited by the lack of budgetary resources, including those pertaining to UNSCR 1325. In Serbia, there have been some indications that financial resources relating to the implementation of UNSCR 1325 in the period 2010–2015 will be secured on the basis of the relevant ministries' and agencies' annual plans and needs, and with financial assistance from UN Women, the OSCE Mission to Serbia, the EU and other international partners. No formal plan for the funding of NAP mechanisms and activities has been presented since 2010 when funds were planned in detail.

4. ROLE OF INTERNATIONAL DONORS IN IMPLEMENTING UNSCR 1325

International donors – the EU, UN Women, the UNDP, the Global Fund and the European Commission, some individual governments and international organizations – play an indispensable and key role in implementing UNSCR 1325 as in all activities related to strengthening gender equality and the participation of women in all sectors of public life and decision-making. NATO has also been contributing to the cause through its decisive role in reforming regional armies. This process implies a greater participation of women in armed forces and international peace operations, including the realization of the specific NATO-developed program for implementing UNSCR 1325.

UN Women, the United Nations Entity for Gender Equality and the Empowerment of Women, has been a leading force in promoting the implementation of UNSCR 1325 and the political, social and economic empowerment of women in the region. In this context, the development and implementation of the UN Women project *Enhancing the Implementation of UNSCR 1325 on Women, Peace and Security in the Western Balkans (2011–2013)* is of special importance for both the specific and general goals of the UN and international strategy in this particular field in the post-conflict, transitional region of the Western Balkans. The project has been largely financed by the Kingdom of Norway. The authors of this Report and researchers in individual countries look forward to benefiting from enhanced cooperation with UN Women 1325 project colleagues in Bosnia and Herzegovina, Macedonia, Kosovo and Serbia. The presence and role of international donors is most significant in Kosovo and Bosnia and Herzegovina.

In Kosovo, UN Women have provided crucial financial and technical assistance to innovative initiatives that promote women's human rights, political

13 <http://www.fgap.ba/en/component/content/article/34-stalne-stranice/53-opis-programa>

participation, economic security, inter-ethnic dialogue and reconciliation, and the elimination of violence against women and girls. They and other donors – the Swedish NGO KVINNA TILL KVINNA, other UN agencies, international bodies and NGOs have helped establish gender advisory posts, as well as focal points and programs focused on the promotion of the rights of women and their increased participation in all segments of social and political life, thus furthering the goals of UNSCR 1325. EULEX and KFOR have contributed through membership in SGCG – established by UN Women.

The ICO has organized several civil society forums with the participation of women's csos. They have also played a key role in coordinating the government and civil society in formulating the Plan of Action for the Advancement of Gender Equality (2004), in supporting and assisting the Gender Equality Office/the Agency for Gender Equality in its activities, including preparing reports on implementation of the Convention for the Elimination of all Forms of Discrimination against Women (CEDAW) to be submitted to and explained before the CEDAW Committee in Geneva (2008).

The UNDP has helped to ensure that women's human rights are mainstreamed in all development plans and strategies. The UNFPA role in restoring basic and safe conditions for women and their newborn babies was an important part of the initial emergency response to the developments in Kosovo and since 2000 it has served as the lead agency in reproductive health in Kosovo. UNICEF has been contributing to increasing knowledge and awareness at government level on human rights in general and improving services for children and women. OSCE has assisted Kosovo authorities in both drafting and implementing regulations related to gender equality and has been involved in campaigns against trafficking and gender-based violence.

Similarly, in Bosnia and Herzegovina a number of projects, initiatives and measures aimed at the promotion of women's rights have been developed and implemented in cooperation with UN Women, the EU Police Mission (EUPM), OSCE, NATO and other international organizations and individual donors. UN Women have supported a NGO project on implementing UNSCR 1325 at local level. NATO has cooperated closely with the Ministry of Defense and the Agency for Gender Equality (AGE) in educational activities for military personnel. The EUPM, together with the AGE, has produced *Women in the Police*, a comprehensive study on the situation, opportunities and obstacles to the greater participation of women in police forces. It has also contributed to increasing the participation of women in police forces and peacebuilding through supporting various projects in this direction. UNDP and the OSCE supported AGE in the organization of a regional conference on advocacy and the importance of networking with an emphasis on implementation of UN Resolution 1325 (2006).

In Serbia, UN Women have played a major role in enhancing the status of women and all gender equality activities, and have been instrumental in the development and adoption of the NAP (2006) and the National Strategy for Enhancing the Position of Women and Gender Equality (2009). Currently, in cooperation with the Provincial Secretariat for Labor, Employment and Gender Equality, they are sponsoring a project aimed at the establishment of a comprehensive system for the elimination of violence against women in Vojvodina. In 2007–2009, in cooperation with the Canadian International Development Agency (CIDA), UN Women conducted a series of activities, aimed at enhancing women's status through empowering and monitoring key government institutions in charge of gender equality and through cooperation with the civil society. UN Women have also supported efforts to incorporate the gender dimension into implementation of the Decade of Roma Inclusion in 2010–2011. UN Women's cooperation with the Ministry of Defense is of special importance, including partnership in implementing UNSCR 1325. They provide valuable technical assistance to the Ministry and the Army (the Department of International Military Cooperation, the Department of Strategic Planning, the Institute for Strategic Planning, and the Center for Peace Operations). In this context, courses on training for the staff of the Ministry of Defense and the Army (analysts, advisers to commanders of national contingents in multinational operations and "persons of confidence") are planned in the course of 2012.

Apart from the substantial role of UN Women, it is worth highlighting the financial assistance given by the Dutch Government to the UNDP project *Preventing and Combating Sexual and Gender-Based Violence* aimed at helping the Department of Gender Equality develop systemic solutions to the problem of sexual and gender-based violence (2009–2011).

In the absence of comprehensive information on the presence and role of international donors in Albania, it is important to register the valuable project *Enhancing Women's Role in Governance*, financed by the Dutch and Swedish governments and implemented by the OSCE. Within this framework, the OSCE organized a conference in collaboration with the Ministry of Labor, Social Affairs and Equal Opportunities *At the Heart of the Matter: Enhancing Women's Participation in Public and Political Life* (2010).

In Macedonia, valuable support was provided by the OSCE for gender mainstreaming through training local councils in conflict prevention.¹⁴

As regards the quality of international donors, the activities so far show that without continuous financial support from international organizations such as UN WOMEN and UNDP, OSCE or EU, it is hard to imagine that Western Balkan countries

14 <http://www.osce.org/skopje/88851>

at this juncture would be able to fund various programs or NAPS related to the implementation of Resolution 1325. It is therefore still extremely important to maintain international interest in the region since national budgets are limited. International support should be more comprehensive and oriented towards the long term, especially in the education field.

As it stands at the moment, national budgets directed towards the civil society mostly go to sports associations or those close to political parties. This means that civic organizations dealing with issues related to the implementation of Resolution 1325 have limited access to national funds.

An additional problem for the region is that international donors are reducing their presence. Since the Western Balkans are within the EU scope, it would be important to have more EU funds aimed at the implementation of Resolution 1325. The programs should be defined long-term since it will take time before the perception of the role of women especially in the security sector, changes. Apart from helping state agencies or ministries it is extremely important to support CSOs, especially women's organizations, which have the greatest in keeping the Resolution fully implemented.

5. REPORTS ON THE IMPLEMENTATION

This sub-section mainly lists reports that have been written on UNSCR 1325 implementation. A thorough analysis of the reports is planned for the second phase of this pilot project should the funding be available. Reports on UNSCR 1325 implementation vary from one country to another¹⁵

In Albania, annual reports on implementation progress are prepared by the Ministry of Defense for the NATO Committee on Gender Perspectives. Additional studies have been produced (2011) within the framework of the regional UN Women project *Advancing the Implementation of the United Nations Security Council Resolution on Women, Peace and Security in the Western Balkans (2011 – 2013)*¹⁶ and within the *Equity in Governance Project* (2008). CSOs have participated in the evaluation process, including the specific aspect of implementation of the Resolution in police forces.¹⁷

15 UNSCR 1325 IN EUROPE: 21 case studies of implementation" profiles both Kosovo under UNSCR 1244 and FYR Macedonia, http://www.peacewomen.org/assets/file/Resources/NGO/nat_1325implementation21cases_eplo_jun2010.pdf

16 The project was supported by the Norwegian Government and implemented by UN Women's sub-regional office, Bratislava, Slovakia.

17 Representatives of police and women's CSOs held a meeting in August 2011 to discuss the drafting of a report.

In Bosnia and Herzegovina, the Agency for Gender Equality (GEA)¹⁸ submitted, and the Council of Ministers adopted, the first report based on information provided by the institutions responsible for the implementation of Resolution 1325 (October 2011). In this context, UN Women reports were also considered relevant to monitor the contribution to the implementation of 1325.

In Kosovo, women's NGOs – the Kosovo Women's Network (KWN) and Kosovo Gender Studies Center (KGC) – have been continuously monitoring implementation of the Resolution and disseminating their findings and recommendations, the latest report being published in 2011.

In Macedonia, progress in implementing the Resolution has been monitored and assessed as a part of the UN Women project *Advancing Implementation of UNSCR 1325 on Women, Peace and Security in Western Balkans (2011 – 2013)*.¹⁹ The project is being implemented in cooperation with the Ministry of Labor and Social Policy. Representatives of relevant institutions – the Ministry of Internal Affairs, Ministry of Defense, Ministry of Foreign Affairs, Center for Crisis Management – as well as NGO activists have been involved in implementation of the project.²⁰

In Serbia, the Ministry of Defense produced its first annual report for 2011, while at the CSO level *Women in Black* also published their first "Independent Monitoring of the Implementation of Resolution 1325 in Serbia" in July 2012.

There is no separate reporting in Croatia on the implementation of Resolution 1325. The Annual Report by the Ministry of Defense on the readiness of the defense system, implementation of personnel policies and overall status in the military forces for 2011 referred perfunctorily to implementation of the NAP for the implementation of UNSC resolutions 1325, 1820, 1888 and 1889, although the MoD is responsible for implementing almost 90% of all such measures.²¹

6. ROLE OF POLITICAL PARTIES

The role of political parties in this specific field has still not been thoroughly researched, so that proper country profiles remain to be constituted. However, it is important to note that most political parties have incorporated the provision on the 30 percent quota of women as well as references to gender – related laws into their strategic documents. At the moment, there are no women leaders of political

18 Located in the Ministry for Human Rights and Refugees

19 Comment EB8.

20 As stated before, the process was participatory – after 8 public debates and the revision of the second NAP draft, it will be posted on the MLSP web site for additional comments from the wider public.

21 <http://www.sabor.hr/Default.aspx?art=48537>

parties nor is there any research available on the number of women in the high party hierarchy in the Western Balkan countries.²² However, there does seem to be an increase in the number of women running for parliament and local government.²³ On the whole, the issues and implementation of UNSCR 1325 are not, judging by media coverage of party politics, on the parties' priority lists and women's participation in the security sector is rarely mentioned except on the occasion of anniversaries of the Resolution. Nevertheless, some important parts of the UNSCR 1325 agenda, such as increasing women's participation in politics and decision – making, the fight against domestic violence and trafficking, have been present in the activities of some parties' segments.

22 In Kosovo, the Chair of the Women's Caucus in the Kosovo Assembly is also the vice-president of the Democratic League of Kosovo. In Croatia, one of the four vice-presidents of the Social Democratic party is a woman and the former woman Prime Minister was also the president of the Croatian Democratic Union party until mid-2012..

23 For example, in Kosovo municipal elections in 2009 five political parties proposed six women candidates in elections for mayors for the first time. Although, none of the women candidates won, it is an important breakthrough. On another note, in Kosovo itself gender-related debate is mostly limited to party forums in towns, outreach activities towards women in rural areas lacking financial and human resources. There are claims about the monopolization of party funds by party leaderships, but the authors do not have evidence to this effect.

PART III

The position of women in the security sector

7. WOMEN'S PARTICIPATION IN THE SECURITY SECTOR

Data collected by the Report's researchers do not provide a fully adequate basis for a thorough country profile for each of the countries included in the Project. Therefore, the profiles below are uneven, some of them thorough and some of them limited. One of the problems is that there is no valid official database to provide reliable information. The available data show that women's participation in the security sector in the region varies from country to country, but that, generally, the number of women in the military and the police has grown in the last decade while their representation in the higher ranks has in most places, but not all, remained relatively modest. The public perception of the security sector as "a man's world" is still an important obstacle to women's participation. The number of women in the police services is slightly higher than in the armed forces. The greater inclusion of women in the security sector in Bosnia and Herzegovina and Kosovo was decisively influenced by the presence of international factors such as NATO, KFOR, EULEX and OSCE.

All countries fall short of the NATO standard for female participation of 10–20 percent, especially at the officer level. However, in Serbia and Croatia military academies currently include 20–25 percent women and as these generations graduate and enter active duty, the situation in the army will have radically changed.

As regards women participating in international peace-keeping operations, it is worth mentioning that this number has been growing, the percentage varying from 0 percent (for example, from Bosnia and Herzegovina in Liberia) to 60 percent (also from Bosnia and Herzegovina in Cyprus). Out of the total of 296 military staff from Serbia deployed in peacekeeping operations since 2002, women accounted for 13 percent.²⁴ Also, in the period from September 2010 to March 2012 there were 31

24 M. Milošević, *Prepreke učestvovanju žena u mirovnim misijama Srbije*, Beogradski centar za bezbednosnu politiku, Beograd, Jun 2012. ..

women among 988 members of the Croatian army in ISAF, Afghanistan, or 9.8 per cent. In all the peacekeeping missions so far there have been 47 women military staff from Croatia, 24 from Bosnia and Herzegovina (both military and police), 3 military officers from Albania²⁵ and 1 woman (medical staff) from Montenegro.

TABLE 1: PERCENTAGE OF WOMEN IN THE SECURITY SECTOR (2010)

	Albania	Bosnia and Herzegovina	Croatia	Kosovo*	Macedonia	Montenegro	Serbia
Military	11.9		14.4	3.97	1		
Higher Ranking Officers		2	14.8	0.05	8		0.5
Lower Ranking Officers		5	12.24		11		0.5
Soldiers		5	5.11		2		5
Police	9.55	8	29.3	12–15			

* Gender and Security: A Mapping of Security Sector Actors in Kosovo and Gender-Related Policies, Practices and Strategies, Kosovo Baseline Study, March 2010 (commissioned by the Kosovo Gender and Security Group)

ALBANIA

TOTAL ARMY FORCE: 14.8 percent women

NCOS: 11.2 percent women

PROFESSIONAL SOLDIERS: 11.9 percent women

CIVILIAN PERSONNEL: 35.9 percent women

PEACEKEEPING MISSION: 12 women since 2008, 7 were posted to Afghanistan as part of the medical and human resources

NATO: 5 women delegated to various NATO structures

TOTAL POLICE FORCE: 9.55 percent women

POLICE, HIGHER RANKS: 6 percent women – 10 women at the middle command level and the first woman appointed Deputy Director General in January 2012

KOSOVO

TOTAL POLICE FORCE: 12,5 to 15 percent women (there are differences in statistical data.²⁶

BORDER AND BOUNDARY POLICE: 8 percent women

HIGHER RANKS, BORDER AND BOUNDARY POLICE: 1 woman General-in-charge

FIELD TRAINING OFFICERS, BORDER AND BOUNDARY POLICY: 26 percent women

TOTAL MINISTRY FOR THE KOSOVO SECURITY FORCE AND THE KOSOVO SECURITY FORCE: 8.08 percent women

MINISTRY FOR THE KOSOVO SECURITY FORCE: 5 women with the rank of colonel, 3 of them department heads; 7 women with the rank of lieutenant-colonel, some of them heads of sectors and units

MINISTRY FOR THE KOSOVO SECURITY FORCE (CIVIL SECTOR): 32.7 percent women

KOSOVO SECURITY FORCE (CIVIL SECTOR): 0.9% percent women

26 The Police are the security institution with largest level of representation of women. Some studies suggest that the number of women in the Kosovo Police is decreasing, such as KIPRED, *Growth of Gender Participation in the State-Building Process: Security Sector and Decentralization in Kosovo*, Prishtine, 2010, and UN Women *Growth of Gender Participation in the State-Building Process: Security Sector and Decentralization in Kosovo*, Prishtine, 2010; the latter suggests that current figures show that the number of women employed in the Kosovo Police has just recently dropped from 16% to 12.53%; the research also shows that few women from minorities are joining the Kosovo Police and that there were several indications of cases of sexual harassment within the Police Force.

<http://www.unifem.sk/index.cfm?Module=articles&Page=ArticleShow&ArticleID=180>

The Kosovo Police allocates seven out of 40 hours of annual mandatory training to gender equality; the two-month Lieutenant Training also includes four to five days on the subject; training covers the Law on Gender Equality, police strategy on women's rights like human rights, trafficking, domestic violence, and Resolution 1325; units specialized in domestic violence and trafficking receive additional mandatory training. Even though efforts are being made to promote the inclusion of women, and as presented in the diagram below, the percentage of

CROATIA

MINISTRY OF THE INTERIOR (MUP)

Situation as of 4 May 2012:

PERCENTAGE OF WOMEN EMPLOYED BY THE MUP: 29.3

PERCENTAGE OF WOMEN CIVIL SERVANTS (NOT INCLUDING WOMEN POLICE OFFICERS): 83.5

PERCENTAGE OF WOMEN IN MANAGEMENT POSITIONS: 83.5

PERCENTAGE OF WOMEN IN TOP POSITIONS: 41.9

PERCENTAGE OF WOMEN POLICE OFFICERS: 16.5

PERCENTAGE OF OTHER WOMEN EMPLOYEES: 68.6.

MINISTRY OF DEFENSE OF THE REPUBLIC OF CROATIA (MORH)

The share of women in the total number of people employed in the defense system (civil servants and active military personnel), i.e. in the MORH and the Armed Forces of the Republic of Croatia (OSRH), stood at 15.57 percent.

The percentage of women civil servants in the MORH and OSRH was 66.31.

The percentage of women officers in the MORH and OSRH totaled 66.31, including:

LIEUTENANTS: 14.8 percent

FIRST LIEUTENANTS: 19.72 percent

CAPTAINS: 11.56 percent

MAJORS: 17.56 percent

COLONELS: 9.95 percent

BRIGADIERS: 2.91 percent.

TOTAL NUMBER OF WOMEN SOLDIERS: 5.11 percent.

PEACEKEEPING FORCES: more than 40 women officers – higher and lower ranks – have participated in peacekeeping missions so far; 1 has commanded the police forces of the ISAF mission to Afghanistan.

BOSNIA AND HERZEGOVINA

MINISTRY OF SECURITY: 48.73 percent women

MINISTRY OF SECURITY, HIGHER RANKS: 26.47 percent women

MINISTRY OF SECURITY, STATE INVESTIGATION AND PROTECTION AGENCY: 14 percent women, of whom 0.53 percent in leadership positions

MINISTRY OF SECURITY, BORDER POLICE: 11 percent women, 0.19 percent in leadership positions

MINISTRY OF SECURITY, SERVICE FOR FOREIGN AFFAIRS: 34.83 percent women, 2.25 percent in leadership positions

MINISTRY OF THE INTERIOR OF REPUBLIKA SRPSKA: 6.71 percent

MINISTRY OF THE INTERIOR OF THE FEDERATION OF BIH: 8.20 percent

TOTAL MINISTRY OF DEFENSE OF BIH: 41.5 percent

MINISTRY OF DEFENSE, HIGH-RANKING POSTS: 1 deputy defense minister, 2 heads of sectors, 1 head of office

MINISTRY OF DEFENSE, MEDIUM AND LOWER LEVEL POSTS: 2 advisers, 18 expert advisers, 18 senior expert associates, 4 expert associates, 57 employees

ARMED FORCES TOTAL: 5.82 percent professional soldiers, 28 percent civilian employees

ARMED FORCES, PROFESSIONAL OFFICER RANKS: 5.8 percent women – 1 brigadier or 1 percent; 10 2nd lieutenants or 5 percent; 38 sergeants or 7 percent; 4 colonels or 2 percent; 5 sergeant-majors or 5 percent; 63 sergeants or 2 percent; 11 majors or 3 percent; 44 privates I class or 4 percent; 23 captains or 4 percent; 28 Master Sergeants or 3 percent; 42 privates or 5 percent; 6 lieutenants or 2 percent; 39 Sergeants 1st class or 4 percent

ARMED FORCES, NON-COMMISSIONED OFFICERS: 124

ARMED FORCES, APPLICATIONS: some 3,600 candidates applied for the professional armed forces service, following the public announcement in 2008; out of that number, 21 women applied and all were recruited into professional service; in 2009, there were 3,601 candidates and 213 of them were women

PEACEKEEPING OPERATIONS²⁷: UN unit – Ethiopia/Eritrea – 1; uxo Unit – Iraq 292/4 (8 rotations with 37 staff) or 1.35 percent women; Security Unit – Iraq – 45/3 or 6.25 percent women; police peace support missions – 13 women police officers in Liberia, Cyprus, Sudan, Haiti, East Timor) or 12.87 percent; currently, 3 women police officers are serving in the UN peacekeeping missions or 15.79 percent²⁸

27 Since 2000

28 Liberia 0%; Sudan 33.33% share in the contingent; Cyprus 50.00% share in the contingent.

TRAINING²⁹: The Police Academy in Sarajevo began training police cadets in 1998; 1,836 cadets have been trained, of whom 494 were women or 27 percent; since 1999 twelve classes have completed the Police Academy training in Banja Luka, Republika Srpska, with a total of 943 cadets, of whom 213 or 23 percent were women; 602 of them successfully completed training, of whom 203 or 22.5 percent were female. Of all the trained and employed police officials in Republika Srpska over the last ten years one in five (c. 22 percent) has been female. In 2009/10, only one female candidate enrolled in the police academy, filling only one of 40 vacant positions; the junior police college admitted a total of 77 students, of whom 20 were female. According to the available data, the number of female cadets has been on the decrease since 2003³⁰, although recruitment was carried out according to the same criteria.³¹

TRAINING CURRICULUM: Specialized GBV courses have been organized in the two entities in each of their police academies, supported by the UNDP and UNFPA. There is also PSOTC training and the concrete involvement of the Ministry of Security for which they received a UN award. Curricula at the two police academies are harmonized. There is no specific subject related to gender issues, but human rights, including gender issues, are included in other subjects. Treatment of female victims/perpetrators is covered as part of the practical scenario training. In Republika Srpska 152 completed courses on human rights organized by the Department for Police Education of the Ministry of Internal Affairs and the entity's gender centers implemented several police training activities.

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- 29 During the mandate of the UN Mission the Police Academy, together with the International Police Task Force, was also in charge of the selection of candidates for all police agencies. At that time, the focus was on multi-ethnicity and gender equality. Selection was eventually transferred to individual police agencies and the Academy is now solely in charge of training. There are signs that the number of women candidates is decreasing.
- 30 Like their colleagues in Sarajevo, the management of the Police Academy in Banja Luka stress that the year 2009/10 should not be considered representative of the general situation; in 2002/03, out of a total of 230 cadets, just over one in three cadets was female – 83
- 31 At the levels of Bosnia and Herzegovina, the Federation, Brčko District and the cantons, recruitment is carried out according to the provisions of their respective laws on police officials. The laws provide for the employment of new external candidates or cadets at two entry-level ranks: police officer and junior inspector. In order to plan the number of new officers required, the legal and personnel sections of the respective police agencies submit an annual report on the number of vacant posts to a director/police commissioner who then makes a decision on the number of posts to be advertised externally. A commission for selecting candidates, which carries out the whole process, is then established. The second possibility of staffing vacant posts is through the regular internal promotion procedure during which the vacant posts are advertised internally. In Republika Srpska, during the research period, recruitment was carried out in accordance with the Law on Internal Affairs and the Law on Labor Relations in the civil service. The Law on Internal Affairs stipulates the conditions for employment of a police officer, making a distinction only in regard to the age requirement for candidates. While the Armed Forces do not make any specific references to women in their promotional materials, police recruitment campaigns do, as for example in *Speedier, Better, Stronger*, carried out in cooperation with the EUPM and BiH law enforcement agencies.

MACEDONIA

At this time, it is not possible to present the exact status of women in the security sector in Macedonia due to difficulties in accessing data.³² The available information indicates that many security sector reforms were introduced and that the process of normative and institutional set-up is almost finished.³³ Most progress has been made since 2005 when Macedonia was invited to join the Stabilization and Association Agreement with the EU. International actors such as the USA, EU, OSCE and NATO have been instrumental in supporting the reform process and have thus contributed to the reform of the security sector too.³⁴ However, the security sector still faces many challenges, including “gender discrimination which is endemic to a patriarchal society”.³⁵

The only statistical data available point to the severe underrepresentation of women in the military – about 1%, although there are no formal barriers for their participation and in spite of the fact that women represent half of the population in Macedonia. Out of the total number of employees in the Ministry of Internal Affairs, according to some sources, 16.05% are women.

Gender-equality reforms are coordinated by the Equal Opportunity and Non-Discrimination departments at the Ministry for Social Policy and Labor. It is expected that by raising their profile and moving their offices from the ministry to the government’s general secretariat new impetus will be provided, as well as assurance of the effective implementation of Macedonia’s action plan to achieve the objectives set out in Resolution 1325.³⁶

The procedure for admission to the police takes into account the gender principle and there is no predetermined quota or principle of positive discrimination, but neither are there any special promotion campaigns for the recruitment of women. The Training Center within the Bureau of Public Security is responsible for training, while the Ministry of Internal Affairs organizes training relating to human rights, including a program to offset discrimination in the police.

32 Researchers in Skopje consulted official publications, including those by the State Office of Statistics, <http://www.stat.gov.mk/>, http://www.stat.gov.mk/PrikaziPublikacija_1.aspx?rbr=334 and CSOs reports, as well as research into the security sector reforms by independent institutions. The scanty available data found there have been included in the text of the Report.

33 *Almanac on the Security Sector Oversight in the Western Balkans 2012*, Centre for Security, Development and Rule of Law (DCAF), Belgrade Centre for Security Policy, Belgrade

34 Akademisches Netzwerk Südosteuropa/Academic Network Southeast Europe www.akademischesnetzwerk-soe.net / www.academicnetwork-see.net Workshop XIV 412-VS MPS/DAAD WS 2007/2008, Skopje 2001

35 Ibid.

36 Southeast Europe Times, November 2012

It seems obvious that traditional prejudices against the position of women position in society and politics, and especially their presence in the police and armed forces, still have a strong influence on social attitudes and that determined action is needed, both at governmental and non-governmental level, to intensify gender-mainstreaming in the security sector.

MONTENEGRO

On 1 May 2012, the Ministry of Defense had 37.69 percent of women employees. Of these, women with higher education qualifications accounted for just over 50 percent. High-ranking positions in the Ministry of Defense (Minister, Under-Secretary, and Adviser to the Minister) were held by three women.

On 1 May 2012, the Army of Montenegro employed 8.88 percent women, including 43 professional soldiers under contract, 11 non-commissioned officers, 2 officers and 110 civilians.

So far, 11 young women cadets have been sent to attend courses at prestigious military academies in Greece, Germany, and Macedonia to meet the needs of the Army of Montenegro.

WOMEN AND MEN IN THE DEFENSE SYSTEM

Category	Total	Women	Women (%)	Men (%)
Officers	294	2	0.7	292
Non-commissioned officers	817	11	1.4	806
VPU	575	42	7.3	533
Cl	271	111	40,	160
DS i N	122	72	59.0	50
Total	2 079	238	11.5	1 841

WOMEN IN THE ARMY OF MONTENEGRO

Category	Total	Women	Women %
Officers	226	2	0.9
Non-commissioned officers	807	11	1.4
VPU	575	42	7.3
Civilians	271	111	40.9
Total	1879	166	8.8

MEN AND WOMEN IN THE SECURITY SYSTEM

Category	Total	Women	Women (%)	Men (%)
Oficir	294	2	0.7	292
Podoficir	817	11	1.4	806
VPU	575	42	7.9	533
Cl	271	111	40.9	160
DS i N	122	72	59.0	50
Total	2 079	238	11.5	1 841

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PART III

WOMEN AND MEN IN POLICE DEPARTMENT, 2012³⁷

	Men	Women	Total	Men (%)	Women (%)	Total (%)
Officials	4 227	649	4 876	86.7	13.3	100
Management positions	173	20	193	89.6	10.4	100
Police Affairs (with police powers)	3 826	328	4 154	92.1	7.9	100

OFFICIALS IN POLICE ADMINISTRATION³⁸

	Men	Women	Total	Men (%)	Women (%)	Total (%)
Chief Police Commissioner	31	1	32	96.9	3.1	100
Senior police commissioner I Class	73	5	78	93.6	6.4	100
Senior police commissioner	90	34	124	7.6	27.4	100
Independent police commissioner	163	40	203	80.3	19.7	100
Older police commissioner	132	13	145	91.0	8.9	100
Police commissioner I class	17	1	18	94.4	5.6	100
Police commissioner	21	1	22	95.5	4.6	100
Senior police commissioner	84	10	94	89.4	10.6	100
Senior police sergeant	31	1	32	96.9	3.1	100
Police sergeant	49	4	53	92.5	7.6	100
Senior police officer I class	3045	195	3240	93.9	6.0	100
Senior police officer	28	8	36	77.8	22.2	100
Police officer	61	13	74	82.4	17.6	100

SERBIA

TOTAL MINISTRY OF DEFENSE AND THE ARMED FORCES³⁹ (2010): 19.5 percent women, 1 woman Secretary of State⁴⁰

ARMED FORCES, CIVILIANS: 51.8 percent

ARMED FORCES, MILITARY MEDICAL ACADEMY: 65.11 percent women – 42.25 percent are MDS, 52.12 percent with Master's degrees; in 2008/09 women made up 50 percent of the cadets at the MMA and in 2009/10 27.64 percent women held managerial positions at the MMA

ARMED FORCES, PROFESSIONAL SOLDIERS: 2.6 percent women

ARMED FORCES, OFFICERS: 0.5 percent

ARMED FORCES, NON-COMMISSIONED OFFICERS: 0.4 percent

ARMED FORCES, PRIVATES: 7.2 percent

ARMED FORCES, TRAINING: every year the General Staff decides on the percentage of women candidates for the Military Academy; depending on the estimated needs for women officers. This percentage ranged from 17.3 percent (2007) to 21.66 percent (2010); courses of study for women at the Military Academy were launched in January 2009; 725 women graduated up to September 2010. In 2010 the Academy enrolled the fourth generation of women cadets and the High School of the MMA the second generation of students; out of the total number of cadets on the two-year course 56 percent were women; the quota for women cadets at the Military Academy remains 20% despite the growing number of girl applicants. The greatest discrepancy between the number of women applicants and women students (326:34) was registered in 2011/2012. No admission quota for the training of professional women soldiers has been set; the number of admitted women ranges from 3 to 15 percent out of the total number of persons trained. In 2010 out of the total candidates admitted to four cycles of training 15 percent were women; unlike men, women do not have to serve in the conscript army prior to applying for professional army training. Out of the total number of post-graduate military students 15 percent are women⁴¹ – however, at present no woman has been given the opportunity to obtain an MA or PhD abroad. Few of them have actually been given this opportunity over the past years. The Military Secondary School does not admit women students.

MINISTRY OF THE INTERIOR (2010): 20.6 percent women: 7.76 percent commissioned officers in uniform, and 21.5 percent plainclothes commissioned officers;

39 In comparison with 2009 the number of women in the Army rose by 0.4 percent.

40 Two women were deputy ministers, in the Ministry of the Interior and the Defense Ministry respectively.

41 However, at present no woman has been given the opportunity to obtain her MA or PhD abroad and few women have been given this opportunity over the past few years.

women are also represented in special police units, but information on their ranks and duties in these units is not available; most of the women in active service have graduated from the College of Internal Affairs⁴²

MINISTRY OF INTERIOR, MANAGERIAL POSTS: 10.95 percent women in 2010 in comparison with 2.77 percent in 2008; the relatively small number of women commanders is attributed to the only recently introduced posts for women in police uniform⁴³; Serbia's first coordinator for integrated border control was a woman, as was the first head of the Bureau for Strategic Planning of the Ministry of the Interior.

MINISTRY OF INTERIOR, CUSTOMS DEPARTMENT: 42 percent women; about 35 percent of them are assigned to border crossing stations and are in charge of security issues (trafficking in human beings, arms, narcotics, goods, hazardous waste, etc., illegal migration, money laundering, etc.)

MINISTRY OF FINANCE, CUSTOMS DEPARTMENT: 25 percent women in managerial posts (directors and deputy directors) and 41 percent of the total staff at the lower level (heads of border crossing stations, heads of sections etc)

SECURITY INFORMATION AGENCY (BIA): 30.74 percent women; out of the total number of managerial posts, women hold 10.95 percent

MINISTRY OF JUSTICE, CENTRAL PRISON ADMINISTRATION: 23.8 percent women, mostly involved in security, educational, medical and administrative services; women represent 22.61 percent of total prison personnel; out of 28 prison managers 2 or 7.14 percent are women

POLICE TRADE UNION: 15 percent women; only one is included in the leadership; 3 women are in the leadership of the independent police union, where total women participation amounts to 8.4 percent

POLICE, TRAINING: women make up to 25 percent out of the total number of students at the Police Academy and the Center for Basic Police Training. In 2008 out of the total number of candidates admitted to the Academy 28.42 percent were women, in 2009 – 23.15 percent and in 2010 – 35.91 percent. Out of the total number of students of the Police Training Center in Sremska Kamenica in 2007– 2011 the percentage of women averaged 25.

PARLIAMENT, PARLIAMENTARY COMMITTEES ON DEFENSE AND SECURITY: 1 woman sits on the Committee for Defense and Security or 5.8 percent

42 Until 2002, that used to be the only police school in Serbia accepting women students. Before that year, the highest rank to which women policewomen could be promoted was that of captain. Two-thirds of women in the police service worked in the administration and education.

43 The Ministry points out that women are well represented in decision-making – at operative and strategic levels. Women's participation in negotiating teams has grown visibly, especially in expert negotiations on Serbia's EU integration

8. SECURITY SECTOR RESEARCH ON WOMEN

Complete and structured reports by the security sector institutions on the position of women in those institutions are still missing in most Western Balkan countries as well as sufficiently developed indicators for monitoring implementation of UNSCR 1325. NAPS have been adopted in Bosnia and Herzegovina, Serbia and Croatia, while Kosovo and Macedonia are in the process of developing them. In the absence of clear indicators, the implementation of the Resolution depends on arbitrary local political practices, (mostly in-) sufficient financial and human resources, and, in the first place, on the political will of decision-makers.

The indicators could be developed on the basis of relevant research on the position of women employed in the security sector and on other problems of the gender responsible security sector. However, there has been very little research of this kind in the region so far. A major survey was conducted by the Southeast Europe Police Chiefs Association (SEPCA) in 2010 on the position of policewomen in their countries (regarding their recruitment and admission to the service, selection, education and training, careers, gender issues related to work, gender discrimination at work) for the purpose of establishing a South East Europe Policewomen's Network. The survey encompassed about 4,000 police officers of both sexes in seven countries.⁴⁴

In Albania, Bosnia and Herzegovina, Montenegro, Croatia, Macedonia and Kosovo there have been few research reports by security sector institutions on the position of women employees available to the public.⁴⁵ Such surveys as are available have been carried out by csos focused either on the promotion of gender equality or on the security sector activities.⁴⁶

Some research into the role and position of women in the security sector institutions has been done in Serbia.⁴⁷ Female cadets at the Military Academy are encompassed by research on cadets' adaptation to living conditions and the requirements of teaching at the Academy. The research results make it possible to

44 *Uspostavljanje mreže žena policajaca Jugoistočne Evrope – Rezultati istraživanja*, 2010.

45 Research Report published by the Human Rights Office of the Ministry of the Interior and the General Police Directorate called "Women Position – Member of Kosovo Police, done with UN Women support in 2010.

46 For example, in Albania a research was conducted by IDN (Institute for Democracy and Mediation), "Challenges of Gender Diversity in the State Police"; methodology included women in the questionnaire and in the focus groups; *Rod i reforma sektora sigurnosti u Bosni i Hercegovini*, Atlantska inicijativa, DCAF, a Centre for Security, Development and Law, Sarajevo, 2011.

47 A survey by the Ministry of Defence Institute for Strategic Research, *Socio-psychological adaptation of women cadets of the Military Academy to the education and training conditions*, was aimed at improving women cadets' adaptation to the specific features of the military environment and reducing the possibility of violence against women.

compare the needs, expectations and adaptation levels of cadets of both sexes with the needs and expectations of the female cadets researched separately.⁴⁸

Women and men serving in the Serbian Army are the subject of numerous in-house surveys aimed at testing and monitoring their psychological readiness, value orientations, willingness to take part in high-risk operations etc. The purpose of the surveys is to meet the needs of the planning and personnel policy of the Ministry of Defense and the General Staff. While participation in some of these surveys is conditional on the prior consent of respondents, in other cases (such as checking their psychological readiness), their participation is required under their contracts. The results of in-house surveys are not available to the public. Survey units in the Serbian Ministry of the Interior (MUP) also conduct surveys of women employees for the purposes of planning and conducting personnel policy.⁴⁹

9. WOMEN'S NETWORKS IN THE SECURITY SECTOR

One of the most important initiatives in women's networking in the Western Balkan security sectors was the establishment of the South East Europe Police-women's Network at an SEPCA initiative in November 2010. The members are police services in Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Macedonia, Moldova, Montenegro and Serbia. A similar network in the defense sector is in the process of being established by the Ministries of Defense of Serbia, Bosnia and Herzegovina, Montenegro and Macedonia with the support of the South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC). A thorough analysis should be made as to the purpose and effectiveness of both these networks.

In Albania two networks have been established: the Women's Forum within the State Police Trade Union and a Women's Association on Gender Issues within the Defense Academy. No information is available on their activities

In Bosnia and Herzegovina there is no women's association in the military sector. In 2011, the Ministry of Interior Affairs of Republika Srpska established the Association of Women Police Officers of Republika Srpska. In the Federation of Bosnia and Herzegovina, the Ministry of Interior Affairs also established the Association of Women Police Officers and this is in the process of registration. It is an association meant to operate at the state level and women police officers from the State,

48 Some survey results are available in: J. Šaranović, *Revija za bezbednost*, 4/2010.

49 One of such research projects is: S. Novović, (2006), *Žene u policiji*, Ministry of Interior of the Republic of Serbia, College of Internal Affairs (a part of the macro project *Policija u funkciji bezbednosti i zaštite u Srbiji na početku XXI veka*).

Federation and Brcko District can become members. It does not explicitly exclude RS, but RS opted to form their own association and not join the one at state level.

SEPCA operates in Croatia and Montenegro, but there are no national women's associations in the security sector in Croatia, Kosovo and Serbia.

10. INDICATORS, INSTITUTIONAL CHANGES AND TRAINING IN GENDER EQUALITY

ALBANIA

Since indicators of progress in implementing UNSCR 1325 have not yet been developed, the Declaration of the General Director on Diversity serves as the sole guideline for all employees in the police sector. Quotas have been introduced and job descriptions within security institutions for gender equality advisers are in place. There are no specific gender training activities, but these issues are addressed in the Basic Police Training for new recruits and police civilian employees. A number of substantial training courses on domestic violence have been conducted. It should be noted that the presence of women at the higher level in the security sector is, and could be, an even more important agent of change in the public perception of the participation of women in this segment of civil service and the position of women in politics and decision-making in general.

BOSNIA AND HERZEGOVINA

The Action Plan for the implementation of 1345, adopted in Bosnia and Herzegovina in 2010 for a period of 5 years, includes 8 objectives⁵⁰ and 146 quantitative, qualitative and combined indicators for all planned activities. Some of them are developed for specific security sector institutions, but within the security sector. Women are much more visible as soldiers, police officers and peacekeeping mission officers. The establishment of women's associations in the police also represents an important step forward in opening up new paths of advocacy and action for professional education and promotion.

The Ministry of Defense has introduced and monitors the application of gender equality within the military. The right of equal opportunity for men and women in recruitment is observed and the five-year development plan of the Armed Forces envisage that in 2010–2015 women should represent 10 percent of the total

50 An increase in the number of women in decision-making positions, an increase in the number of women in military and police forces, the inclusion of women in peace missions, mine clearance, trafficking in human persons, assistance to women and girl victims of war, the training of civil servants, and cooperation between government, non-government and international organizations.

number of employees. The same is true of the Ministry of Security, which has been closely involved in the development of the AP and plays an active role in its implementation and promotion.⁵¹ In 2012, it was the recipient of *the UN Award for Public Administration* for its efforts in gender mainstreaming in police staff education and training for peacekeeping missions.

The Ministry of Defense also organizes training within the framework of regular working hours on different subjects, including the participation of women in military forces, the module having been developed with the support of NATO. Since 2003, Sarajevo has also been the Center of the Peace Support Operations Training Center (PSOTC) established with the UK as the lead nation for other partners funding its establishment and training of officers and snco's for junior staff appointments on NATO, the UN and Alliance Peace Support Operations. The Center has developed into a Partnership Training and Education Center, Regional Training Center and Peace Operations Training Institute Partner. It has held gender-oriented courses in cooperation with the US Naval Academy. The Center received its first BiH commandant in 2010 and transitioned to BiH ownership at the end of 2012, but still retains its international teaching staff.

Gender equality has not been included in the regular training programs of the Agency for Education and the entities' police academies⁵², but training related to the gender concept, international and domestic gender-related legislature, the participation of women in police forces, sexual harassment and discrimination has been carried out by the Gender Equality Agency, and the entities' gender centers in cooperation with international organizations such as UN Women, EUPM, UNDP and UNFPA.⁵³

51 Izvještaj o implementaciji Akcionog plana za R. 1325, *Žene, mir i sigurnost u BiH*, u 2011, GEA, Bosnia and Herzegovina, 2011.

http://www.1325.arsbih.gov.ba/wp-content/uploads/Izvjestaj-o-implementaciji-AP-1325_2012_-god.pdf

52 Mandatory basic and advanced police training is provided at two police academies located in Sarajevo and Banja Luka. The Academy for the Training of Police Officers was established at state level in 2010. Police officers also attend special training organized by other agencies, domestic and international. The police academies are organizational units within the entities' ministries of internal affairs. They provide basic training for cadets and professional training for police officials under their jurisdiction. The Brčko District police cadets and police officers receive their basic and specialized training at both academies. The Border Police has its own training centre which is an organizational unit located at the Police Academy in Sarajevo.

53 In cooperation with the Swiss NGO Foundation Partnerships in Health, the Defense Ministry organized training on fighting HIV/AIDS for Armed Forces personnel. The following training sessions were organized in 2009: Education of Armed Forces medical personnel in Sarajevo, Tuzla, Banja Luka and Čapljina (120 participants) on "Fundamentals of HIV/AIDS" as a one-day seminar; Education of soldiers at the Basic Training Center Pazarić on "Fundamentals of HIV/AIDS-a, Preventive Medical Protection", for two classes of soldiers in training; Education of

The Action Plan for implementing UNSCR 1325 has taken note of the deficiencies in gender-related training and is incorporating gender-equality issues into the police academies curricula in 2013. These will include promotion of the principles and practice of equal opportunity, tolerance, and prohibition of sexual violence, gender-based violence and discrimination.

Although security sector institutions have adopted the principle of gender-equality related issues as one of their priorities only the Ministry of Defense has appointed a gender focal point (2011). This has not been the case in other security sector institutions. There some female or male officials who are usually responsible for gender issues, but their role is limited to cooperation with and participation in different working groups, without actual involvement in the internal matters of their own institutions.

CROATIA

Indicators for monitoring of implementation of the Resolution have been defined in the NAP.

The Government Office for Gender Equality was established in 2004 and is responsible for all specialized and administrative tasks related to the monitoring and implementation of national strategies and policies for the promotion of gender equality.⁵⁴ A number of other institutional mechanisms have been introduced, including the institution of a Gender Equality Ombudswoman.

Since 2007, education on human rights protection and human rights legislation for all civil servants has been provided by the Center for Vocational Basic and Advanced Training at the Ministry for Public Administration through one-day seminars. Seminars on legislation on gender equality were introduced in 2008. The Judicial Academy regularly covers this subject in education programs for judicial officials, employers and politicians.

As a part of preparing and training members of the Armed Forces for participation in peace operations special UN programs of training were introduced in 2005 dealing with gender issues, including sexual abuse and exploitation, human rights and protection of the rights of the child.⁵⁵

20 Armed Forces personnel departing on peace support missions (Congo and Afghanistan) on "Sexually Transmitted Diseases, Preventive Medical Measures in Congo and Afghanistan".

54 During state professional examinations for all newly appointed civil servants, a female representative of the Office for Gender Equality regularly participates in the examination of candidates for positions concerned with gender equality.

55 Training includes UN courses for military observers (UNMOC) and courses on civil-military cooperation (CIMIC), as well as training for trainers, courses for officers as well as logistic and pre-deployment training. As part of the cooperation between NATO and the UN, the above subjects are incorporated into training courses for personnel sent to NATO missions and staff.

MACEDONIA

A NAP is in the process of development and institutional changes are expected after the NAP has been adopted.

At the moment, there is no quota system or practice of positive discrimination. No special measures are being taken at the national, government level to encourage women to join the security sector. However, there are coordinators in security sector institutions responsible for monitoring and implementing gender equality.

The Training Center within the Bureau of Public Security is responsible for the training of police employees. International trainers and external partners are involved in the training courses, which include human rights, gender equality and the non-discrimination of women. Special training courses are organized for managers at the operational level (commanders of police stations), intermediate level (heads of districts, heads of departments) and the highest-level officials.

Judges are obliged to attend a number of training courses every year. These cover a wide range of topics, including laws on human rights, non-discrimination and domestic violence. The courses are equally attended by men and women.

MONTENEGRO

The gender equality principle and related requirements are integrated into a number of laws in Montenegro, with the basis in the Law on Gender Equality and major international treaties and instruments, including UNSCR 1325.

Accordingly, the Ministry of Defense has appointed a woman coordinator for gender equality. Databases have been established on all, including women, employees in the military sector. Currently, women hold the three highest posts in the Ministry of Defense (minister, state secretary and deputy minister).

Data on the number of professional women soldiers, women soldiers in peace missions, women representatives in NATO military-diplomatic missions, civilian employees in the defense sector indicate the growing integration of gender equality in the defense sector. Vocational training is available for women soldiers in the country and the Army Training Center has incorporated UNSCR 1325 into its training programs.⁵⁶ Women are represented on recruitment boards and in the process

56 Lectures (totaling eight) started in November and December 2011 for professionals (officers, non-commissioned officers, soldiers on contract and civilians) in the Army of Montenegro. The subjects were: 'Gender equality and Resolution 1325 with reference to the legal framework in Montenegro', 'International documents relating to gender equality, with special reference to women, peace and security – UN Security Council Resolution 1325' and 'Past experiences in Montenegro concerning UNSC Resolution 1325 and experiences in the region in drafting the National Action Plan for the implementation of Resolution 1325 (Serbia, Bosnia and Herzegovina, Croatia and Macedonia). The education courses for members of the Army of Montenegro on the

of selecting women cadets for attending military academies abroad. While there are no specific measures adopted by the Ministry of Defense to increase the number of employed women and facilitate their promotion, recruitment personnel are responsible for paying strict attention to equal gender representation.

KOSOVO

A NAP is in the process of development. In the meantime, several international organizations and agencies are supporting the Kosovo Government and security sector institutions in monitoring and assisting in implementing UNSCR 1325 (the UN Department of Peacekeeping Operations, DPKO; UNMIK, UN Women, other UN agencies in Kosovo, the OSCE, EULEX, ICO, and KFOR).

In line with existing laws, the Kosovo Police is taking continuous measures to provide the basic conditions for gender equality and non-discrimination. Fundamental gender equality aspects are included in job descriptions within the security institutions, including issues of non-discrimination, sexual harassment, sexual assault investigation, working hours, leave and absence, pregnancy and maternity leave. Although the increase in the presence of women in the police force to 20 percent has been an explicit goal and women are strongly encouraged to apply, over the last few years there has been a decrease in the number of women in the Kosovo Police. The decrease has been attributed to low income, change of marital status and working conditions (travel obligations).

Women's Rights activists in Kosovo, in particular the Peace Coalition and the Regional Women's Lobby, have strongly advocated gender equality, the establishment of an Agency for Gender Equality and women's participation in the negotiations on Kosovo's political status, 2005–2008. A former high-ranking police officer, Ms Atifete Jahjaga was elected President in 2011, while MP Edita Tahiri leads Kosovo's delegation in the dialogue with Serbia.

The Kosovo judiciary and the Kosovo police staff attend compulsory courses (in-service training) on women's rights and gender equality. The Kosovo Police allocates seven out of 40 hours of annual mandatory training to gender equality and the two-month training of lieutenants also includes four to five days on the subject. Training covers the Law on Gender Equality, the police strategy on women's rights as human rights, UNSCR 1325, trafficking, and domestic violence.

subject 'Gender equality, with special reference to UNSC Resolution 1325', which were organized for the first time during '16 days of activism in the fight against violence against women' in 2011, proved highly successful in all of the eight organizational units: the General Staff, the barracks in Podgorica, Golubovci (air base), Danilovgrad, Nikšić, Pljevlja, Kolašin and Bar (navy base). The success was such that thematic lectures on UNSC Resolution 1325 with the fundamentals of gender equality have been incorporated into the compulsory curriculum of the Army.

SERBIA

Following adoption of the NAP in 2010, and in order to promote a gender-responsible security sector, the National Coordinating Body and the Political Council were established in the sector. The rules governing these bodies introduced into the security system 'persons of confidence', ministers' or directors' advisers on gender equality, advisers on gender equality in civilian and military missions, analysis groups, and research teams on gender-related issues. Progress in implementing UNSCR 1325 is being monitored on the basis of the indicators identified by the research teams.

The Ministry of Defense has conducted a campaign to promote the enrolment of women in the system of military education and a campaign to promote professional women's careers as a part of the campaign 'Who dares does'.

The increased role of women in decision-making and participation in decision-making on matters of security policy is evident in the fact that women occupy the posts of state secretary at the Ministry of Defense and Minister of Justice (currently the highest posts in the security system held by women).

The Directorate for Gender Equality of the Ministry of Labor and Social Policy has developed special curricula in the field of gender equality and gender-based violence for the Criminal Police Academy and the Judicial Academy. In 2011, 150 police employees and 300 judges and prosecutors underwent training in these fields.

11. PARTICIPATION OF WOMEN IN PEACEKEEPING OPERATIONS

The participation of women from the Western Balkan countries in UN peace operations has gained wider acceptance over the last ten years following the gradual stabilization and democratic consolidation of newly established states.⁵⁷ The UNSCR 1325 has contributed to that by introducing gender units and gender advisers in peace operations.

Although women's participation in peace missions has proved to have multifold positive effects, both on the credibility and effectiveness of peace missions as well as on the perception and enhancement of the role of women in native environments, there are a number of obstacles in the way of Western Balkan women achieving greater participation in operational units. These include the fact that women in the Western Balkan countries currently account for a relatively small percentage of the operational arms of the police and army units in regional countries.

57 Statistical data regarding the participation of women from Western Balkan security forces in international peacekeeping are uneven and imprecise and need to be verified.

The increase of female participation in multinational operations in combat units and as military observers or officers depends, therefore, on increasing the number of women in operational units in the regional countries. Moreover, traditional prejudices that women do not possess the requisite physical and mental qualities needed to perform their police and military duties efficiently play a certain role in the recruitment of women in peacekeeping.

Although, as has been stated, there has been some progress in the recruitment of women from the region in peace operations since the adoption of Resolution 1325, the participation has been minimal. In this respect, a stronger effort is needed on the part of governments to promote gender equality in peacekeeping by giving women an equal chance to fulfill their professional potential in all security sector posts.

One of the aspects of the rather low profile of efforts at recruiting women into peacekeeping derives from the relative inactivity of the civil society in this regard. Although csos have been very active in campaigning for the increased recruitment of women in the security sector, peace talks and senior decision-making posts in international organizations, they have been rather passive in advocating increased numbers of women in peace missions as members of military and police contingents. This is explained by the fact that many civil society organizations have their roots in peace movements and retain a strong anti-militarist orientation.

As a member of NATO, Albania has designated 5 women to various NATO structures; 12 women have been engaged in missions, of whom 7 were posted to Afghanistan as part of the medical (doctor, nurse, and psychologist) and human resource teams. No women have participated in combat units.

Women from the Armed Forces of Bosnia and Herzegovina participated in peace support operations in Ethiopia-Eritrea and Iraq: 1 in Ethiopia/Eritrea; 292/4 in the uxu Unit in Iraq (8 rotations with 37 staff) and 45/3 in the Security Unit in Iraq; 3 women police officers are currently serving in Sudan and Cyprus.⁵⁸

As regards Croatia, 40 women or 9 percent of the Croatian contingent took part in the ISAF mission in Afghanistan, one of them commanding the military police contingent.

Serbia currently participates in 5 UN peace operations (UNMIL, UNOCI, MONUSCO, UNFICYP and UNIFIL) with 23 women or 13 percent of the total number of

58 Once again, the statistics are somewhat contradictory and have to be verified: the total participation of police officers in peace support missions since 2000 (Liberia, Cyprus, Sudan, Haiti, East Timor) from 2000 to 2008: 101 police officers participated in UN peacekeeping missions; of that number, there were 13 women or 12.87percent; at present, 19 police officers are currently serving in UN peacekeeping missions and 3 of them are women or 15.79 percent (Sudan 33.33 percent and Cyprus 50 percent of the contingent).

participating security personnel. Out of these, 1 was a medical doctor and 22 medical nurses.⁵⁹

There were plans in the Ministry of Defense and the Army, starting from 2012 to embark on training military personnel for gender advisory posts in multinational operations in cooperation with UN Women. This specialized education might also be considered within the bilateral military cooperation with interested EU member countries.

PART IV

Role of the media in implementing UNSCR 1325 and gender equality in public discourse

12. OVERVIEW

Media in the region report fairly regularly on the activities of security sector institutions, as well as on government strategies and plans in this field. Since most media outlets are controlled or to a large extent influenced by major political parties, their attitude to the subject of women's rights and security in general and gender equality in the security sector in particular is largely a reflection of the attitude of political leaders to these issues. Prejudice regarding the role of women in the society, and especially in the security sector, have a certain influence in the coverage of gender-related topics.

In general, there has been some progress in the coverage of gender-related issues in the media in the last decade although it remains unsystematic and periodic, including the coverage of the implementation of UNSCR 1325. Coverage is regularly provided on special occasions when there is a particular interest on the part of governments and security institutions to promote some activities, including efforts to integrate more women into the security sector (i.e. occasions such as the promotion of female cadets enrolled in military educational institutions) or to highlight an anniversary or some other important event. The media also report on the activities of csos, especially those involved in the protection of women victims of violence. Problems related to safe houses and campaigns in connection with safe houses are also covered. However, such occasional coverage of gender-related activities has not been sufficient to sensitize the public to the importance of the issue and lead to wider public debate.

The activities of various international organizations and agencies in the regional countries and, in particular, the extensive presence of the EU, have greatly contributed to the inclusion, albeit irregular, of gender equality issues in the local media. Special features on specific events, including those relating to UNSCR 1325, are usually funded by foreign donors, specialized agencies or the EU.

13. INDIVIDUAL COUNTRIES

In Albania, the media have been quite good in covering awareness campaigns promoting the rights of women and girls (i.e. *16 days of activism against domestic violence*, a campaign led by the Ministry of the Interior to encourage women's recruitment in accordance with the Action Plan for 2011–2013 aimed at implementing gender equality in the police forces), including the issue of increasing women's participation in politics and decision-making. That said, gender equality topics mostly catch media attention during the electoral season or on special dates (Women's Day) and some media coverage on gender issues is rather sensational (especially cases of violence against women).

In Bosnia and Herzegovina, some progress has been made in the media's approach to gender equality issues during the last decade. This is reflected in meeting standards of gender equality in the media, the use of gender-sensitive language, and the importance attached to issues related to domestic violence and violence against women. The participation of women in politics and decision-making processes usually becomes an important issue during election campaigns.

The media have covered some of the issues included in the AP and, although the coverage was not satisfactory in terms of the full promotion of NAP and women's role in society, it has contributed to raising public awareness in regard to gender equality issues and the implementation of UNSCR 1325.⁶⁰

However, as is the case in other regional countries, gender issues are not addressed in the media in a systematic and regular manner. There is also a tendency to cover some issues, especially violence against women, sensationally, very often exposing the victims' personal data to the public.

It is still difficult to assess to what extent adoption of the NAP contributed to the volume and quality of media coverage in the country. However, it is important that all gender institutional mechanisms worked with the media to educate them on gender-sensitive reporting and that some changes are visible.⁶¹ The media also cooperate with security sector PR officers and employees in order to obtain statistical data and information on the representation of women in the security sector and legislation on this issue.

60 Printed and electronic media had a special role in familiarizing the public with the NAP and the implementation of UNSCR 1325; sponsored TV programs, supported by the EUPM, were particularly valuable and were used to help educate the public on the importance of a better representation of women and their role in the police forces.

61 The Press Code and laws regulating the work of electronic media are harmonized with the Law on Gender Equality and include provisions prohibiting a stereotyped portrayal of women in the media.

There have been no studies or analyses available to the authors of this Report by researchers on the specific aspect of media coverage in Croatia and Macedonia. There have been some reports indicating the lack of awareness in the media of their important role in the promotion of gender equality. GE issues have reportedly been covered in a non-systematic and even sensational way. However, due to the Law against Discrimination, Croatian television (HRT), radio and other public media are obliged to submit their annual reports to the Parliament about their reporting on the implementation of Resolution 1325. In Macedonia, according to the available local insights, the media are focused on the most urgent issue of domestic violence and human trafficking while neglecting wider aspects of gender equality, including the implementation of UNSCR 1325 (although they do cooperate, according to some information, with security sector institutions regarding the status of women in this sector). Likewise, according to the same opinions, the media are seen as perpetuating traditional gender stereotypes. Women's NGOs in the country seem to be rather discouraged by the current state of action on gender equality, attributing the lack of progress to the policies of the ruling party.⁶²

In Kosovo, media coverage on the development and/or implementation of the NAP is judged by local researchers to be satisfactory although there are no thorough analyses on the quality and scope of reporting on gender issues. The Kosovo media daily cover security issues, occasionally on their front pages and in prime time news broadcasts. There are also some specific programs on TV and radio channels focusing on the security sector that often deal with gender-related issues such as trafficking, domestic violence and violence against women. Conferences and debates on gender equality are regularly covered both by the printed and electronic media. The private broadcaster RTV 21 included in its program advocacy for the development and/or implementation of UNSCR 1325. It also produced two documentaries on UNSCR 1325 which have also been promoted in/by the UN. In general, the media have established good contacts and cooperation with security sector institutions.

In Serbia the media promotion of women in the security sector is identified as one of the NAP priorities. In the previous period, women in the security sector were accorded attention with the enrolment of the first generation of female cadets in the Military Academy (2007) and the graduation of the first generation of female cadets and second lieutenants (2011). The fight against sexual and gender-based

62 <http://socialtransitions.kdid.org/library/gender-assessment-usaidmacedonia>

violence also resulted in a high-profile media campaign dedicated to women in general, as well as to women victims of violence.⁶³

The results of research on the coverage of women's equality and gender-based issues, based on the monitoring of 19 printed media (12 dailies and 7 weeklies) between 1 January and 21 July 2010, were rather negative.⁶⁴ However, in 2011 the Ministry of Defense assessed positively the media coverage of the promotion of women's equality in the security sector, especially as regards MoD media campaigns on the enrolment of women at all levels at the Military Academy⁶⁵, the first generation of women officers and the first women military pilots.⁶⁶ The promotion of women's participation in the security sector was dealt with in 1.8 percent of the total number of analyzed reports on the MoD and the Armed Forces in the period from 1 October 2010 to 31 August 2011 (253 reports: 31 percent positive, 68 percent neutral and 1 percent negative).⁶⁷ Most statements on the importance of women participating in defense were made by the Defense Minister and the Chief of the General Staff.

63 The November-December 2009 campaign '16 Days of Activism against Violence against Women', organized by the Autonomous Women's Centre, the network of SOS telephones and women's groups of Serbia, Women in Action and the Women's Reconstruction Fund. The year 2001 saw the first national media campaign including TV and radio promotional spots, brochures and other publicity material as well as guest appearances in the national and local media. The campaign slogan was 'Don't turn your back on violence. Report it!' – The campaign promotional video was shown by 98 media outlets in Serbia, accounting for 10% of the total number of outlets. Among others, the campaign was covered by the Public Broadcasting Service, RTV B92, TV Avala and many local TV and radio stations.

64 A total of 8,682 contributions to the defense system were published in the period. Women were mentioned in 77 or less than 1 percent of these. The majority of the contributions mentioning women were linked with the MoD competition for the enrolment of cadets at the Military Academy and the Military Medical Academy (32 contributions) and the admission of professional soldiers (27 contributions).

65 A TV spot was produced by the MoD for the campaign *Be a Professional* with the participation of professional actresses and focused on the possibilities offered to women for the first time to participate in the draft and hence, in professional military service (2011).

66 The largest coverage was provided in the MoD journal *Defense*, including a special edition (September 2011) a *Glossary of Gender Equality* which was distributed among participants at the Belgrade International Security Forum.

67 MoD Report on NAP implementation in 2011

PART V

Regional cooperation

14. INTERNATIONAL CONTEXT AND REGIONAL COOPERATION

The Western Balkan countries have been moving slowly along the path towards sustained peace, stability and security. The common goal of EU membership has acted as a major catalyst in this process with regional cooperation as a major condition for EU approximation and an indispensable precondition for stabilization and democratization in the region. Political normalization, which is at the core of regional cooperation, goes ahead under the watchful eye of the U.S. and the EU, and with the mediation of numerous political actors, including recently Turkey. The EU, NATO, the OSCE, the Council of Europe as well as the U.S. and some individual EU member countries have initiated a number of political, economic and security programs and projects aimed at maintaining peace and stability in the region.

The growth of regional cooperation and the development of political, economic and cultural relations demonstrate the needs of the countries involved and the level of normalization achieved. Economic cooperation still lags behind political exchanges. Cooperation between security sectors has been established and is mostly implemented under the auspices of NATO. This cooperation has been especially well developed between regional police forces, customs officials at border control points, as well as in the fields of human trafficking and prosecution offices. Regional women's cooperation has also developed successfully.

However, Western Balkan countries are still plagued by the legacy of the 1990s wars and confronted by a number of political challenges alongside the growing economic and financial crisis. Corruption, violence and crime are widespread. Violence was facilitated by the extensive access to light weapons during the wars and is on the rise, not only in public places but also within families.

The complex regional political situation, additionally complicated by the issue of the recognition of Kosovo⁶⁸, is hampering full regional cooperation among national gender equality institutions, at government and parliamentary levels and this includes the implementation of UNSCR 1325. Hopefully, the agreement reached between Belgrade and Priština, under the auspices of the EU, which has opened the

68 Serbia and Bosnia and Herzegovina did not recognize Kosovo as an independent state, while Albania, Montenegro, Croatia and Macedonia did.

way for Kosovo's participation in regional meetings, will lead to more productive regional cooperation.

Given widespread support throughout the Western Balkans for the development and implementation of UNSCR 1325, the NAPS and APS, the region possesses a unique opportunity to become the first post-conflict area to work together towards the development of a sub-regional action plan dedicated to the implementation of UNSCR 1325 as a regional confidence – and peace-building mechanism. Such a framework could be catalytic in the promotion of regional dialogue and collaboration across a variety of issues, including women's rights and gender equality, as well as peace and security issues from human trafficking to transitional justice. In this context, the OSCE initiative to establish contacts between women members of the parliaments of Kosovo and Serbia by using UNSCR 1325 as a basis for dialogue along with the Regional Women's Lobby in Southeastern Europe, bringing women leaders from the region together merits special attention (January 2012).

The Regional Women's Lobby (RWL) for peace, security and justice in south-east Europe was established in 2006. It consists of prominent and influential women politicians, CSO leaders and women's rights activists from Albania, Bosnia and Herzegovina, Croatia, Kosovo, Macedonia, Montenegro and Serbia. RWL members enjoy high visibility and credibility in their home countries and in regional terms, access to decision-makers, allowing them to leverage off their own organizations to further the RWL's action plan. The focus of the RWL is on the promotion of stability, women's rights and participation of women in decision-making processes. The strategy adopted by the partnership strives to use the public role, influence and capacities of RWL members to take advocacy to the highest level. The benefits of this type of forum are clear: it provides for a continuous, instant sharing of information regarding ongoing events within each country, as well as giving members access to information across a wide range of topics that is usually not shared outside of closed circles. The RWL is led by a Steering Committee comprising seven members (one from each country) The coordination is located in Kosovo, Priština, chaired by Edita Tahiri (elected, for a second time, by RWL members) who is Deputy Prime Minister and chief negotiator in the ongoing technical dialogue between Kosovo and Serbia facilitated by the EU and the USA. Members of the RWL Advisory Board are prominent international figures. They support the mission and strategies of the RWL and can be mobilized to assist on particular issues.⁶⁹

Of special importance was the meeting and institutionalization, in June 2010, of the Cetinje Parliamentary Forum, a regional parliamentary initiative, on the topic of "Women, Peace and Security – the 10th Anniversary of UNSCR 1325." On that occasion,

69 For more on the RWL see www.rwlsee.org

a Joint Statement was adopted in which the participants recognised that the full implementation of Resolution 1325 calls for parliaments to establish closer cooperation and develop effective approaches to the successful recognition of the values and principles stipulated by Resolution 1325 in the countries of the region. Participating countries were invited to prepare and adopt action plans to implement UNSCR 1325. Two years later, in June 2012, the Gender Equality Committee of the Parliament of Montenegro, with the support of UN Women, organised another conference of the Cetinje Parliamentary Forum: Women, Peace and Security in Budva, Montenegro. The purpose of the Conference was to further improve the understanding and implementation of Resolution 1325, to enhance the regional and international exchange of experience when it comes to women's participation in security and peace-building, and to define future activities in this area. It was concluded that, although women's participation in the security system has increased in recent years, it is necessary to intensify efforts by parliaments, governments and the civil society to strengthen the participation of women in this area.

The establishment of the Southeast Europe Women Police Officers Network (WPON) under the umbrella of the South East Europe Police Chiefs Association (SEPCA) in Sarajevo in 2010 was also a significant regional initiative. It includes representatives of police services from Albania, Bosnia and Herzegovina (both entities), Croatia, Macedonia, Montenegro, Serbia, Bulgaria and Moldova. Only Kosovo is not a member so far.⁷⁰ This project has the potential to develop into an important regional mechanism that would support the development of relevant gender policies and guidelines based on best-practice experiences in the region.

An important regional cooperative project to achieve greater gender equality was developed by the defense ministries of Montenegro, Macedonia, Serbia and Bosnia and Herzegovina as part of security sector reform based on Resolution 1325.⁷¹ The activities include gender sensitization programs via instructors' training; support to revise curricula as well as plans to establish a regional trainer network "to consolidate existing projects and create synergies in the region."⁷² The four countries' defense ministry representatives met in October in Skopje, Macedonia. Participants found that joint planning, information sharing and consultation on common

70 The First Annual Meeting of the Women Police Officers Network in SEE was held in Sarajevo (24–26 November 2010) and the Second took place in Budva, Montenegro (1–3 December 2011). Workshops on Gender and Security for the Women Police Officers Network Council (WPON) were held in Croatia (May 2011) and Serbia (7 – 10 May 2012).

71 *Gender mainstreaming contributes to regional security*, Southeast European Times, Belgrade, 13 November 2012

72 *Ibid.*

issues yielded the greatest benefit in improving co-operation between the militaries while promoting gender equity.”⁷³

A number of other different activities, meetings and conferences were organized by individual regional states with the focus on the role and experiences of women in the security sector and in support of the implementation of UNSCR 1325.⁷⁴ Exchanging experience on implementation of the Resolution is also taking place within networks of policewomen and women employed in the defense sector. Regional cooperation within this framework on the regional level has not yet been established.

Cooperation between women’s groups at csos level has always existed and never stopped. It dates from as far back as the 1970s. It should be noted that cooperation between csos from Bosnia and Herzegovina, Serbia, Montenegro, Macedonia and Kosovo has been on the increase since 2003. Several initiatives have been started (i.e. the *Women in Black*, Belgrade) and various lines of cooperation have been established.

Kosovo women’s csos have been strong advocates of the implementation of UNSCR 1325. Their focus was both on women’s issues and peacebuilding. In this context, the Women’s Peace Coalition (wpc) brought together women’s organizations from Serbia (as part of the *Women in Black* Network) and Kosovo (as part of the Kosovo Women’s Network) in jointly advocating a greater role for women in negotiations on Kosovo’s political status. The coordination is located in Priština with Edita Tahiri in the chair.

73 Ibid.

74 An international conference addressing the issue of *Women in the Security Sector* was organized in Podgorica, Montenegro (3–6 October 2008) by the MFA, MoD, Mol and the Office for Gender Equality in Montenegro, and supported by the OSCE and the UNDP. Representatives from Albania, Bosnia and Herzegovina, Macedonia, Serbia, Montenegro and Croatia took part. Only Kosovo representatives were absent.

In December 2008, the Directorate for Gender Equality in Serbia organized a regional conference *Gender Equality and EU Accession*. It was decided to set up a network for gender equality at national and regional levels and to integrate the network into the EU. Recommendations to that effect to the governments of states in the region were formulated. The outcome of this initiative is not known.

A regional conference *Protection of Human Rights and Freedoms of Members of the Armed Forces* was organized in Sarajevo by the Office of the Parliamentary Military Commissioner in Bosnia and Herzegovina in cooperation with the BiH Joint Commission for Defense and Security, and with the assistance of UNDP and the Danish Government (16–18 February 2011)

Sarajevo was also the venue of the regional conference *The Role of Women in Management Positions in the Security Build-Up* organized by the Regional Center for Peacekeeping Operations Education and the American Navy Graduate School (29 to 31 March 2011). Two other regional conferences took place in Sarajevo: *The Role of Women Leaders in the Area of Defense and National Security* (26–27 June 2011) – Bulgaria proposed the setting up of a regional project on the issue; *UNSCR 1325: Shifting outside the framework of the theory for maximum security in the OSCE Pomeranje van okvira teorije za maksimalnu bezbednost u OEBS-u* organized by the OSCE Mission to Serbia (27 – 28 October 2011).

Regional Conference *UNSCR 1325 goals – Degree of Feasibility* was organized by the Euro-Atlantic Council in Skopje (February 2012).

A project: *Support for Gender Mainstreaming in Security Sector Reform in the Western Balkans* was launched in Belgrade in March 2012 by the Serbian MoD.

PART VI

The role of the civil society in implementing UNSCR 1325 and its cooperation with the security sector

15. GENERAL OVERVIEW

The civil society, and in particular all networks of women's csos in the Western Balkans, have been actively engaged in strengthening and developing the women's movement, aiming at achieving women's rights and gender equality in general. Women's organizations have been deeply involved in lobbying for the promotion and implementation of UNSCR 1325 ever since its adoption in 2000. They have also used the Resolution as a valuable advocacy and monitoring tool. Csos have played an important part in lobbying for NAP development and the establishment of mechanisms for UNSCR 1325 implementation. Some csos, for instance, *Women in Black* in Serbia, have been critical of the NAP because they find that it ignores the role of women's peace activism and attaches more attention to state institutions than to the mission and activities of the civil society in implementing the Resolution. They also draw attention to the Government's obligation to inform the civil society sector annually on the dynamics of implementation. On the whole, csos throughout the region have been active and constructive for years in promoting human rights, human security and gender equality as the highest democratic values. Their activities merit full and continuous support.

16. INDIVIDUAL COUNTRIES

The civil society's advocacy of implementation of UNSCR 1325 across the region has been uneven. In Bosnia and Herzegovina and Kosovo, women's csos have organized a number of activities in this regard, including a number of training courses on women, peace and security issues, as well as publishing a series of monitoring and research reports. Thanks to these efforts, there is more baseline data and information available for these countries. These organizations have also actively lobbied for a women's voice in many security sector institutions and successfully

cooperated with police and security forces to mainstream gender perspectives. In Croatia, the civil society has not been so focused on the issues of women, peace and security. Where advocacy has been undertaken it has tended to focus more on transitional justice issues. In Macedonia, the National Council of Women has organized seminars and round tables to advocate the implementation of UNSCR 1325 as part of the peace-building program. Another NGO, Antiko, organized a conference on women's perceptions of security. The involvement of the Macedonian civil society seems to have been growing recently. In Albania the civil society has concentrated on domestic violence and trafficking. In Serbia *Women in Black* have been advocating the feminist perspective of peace and security for years. In 2009, the NGO *Belgrade Fund for Political Excellence* initiated the drafting of the Resolution 1325 NAP in tandem with relevant ministries. They mostly focus on increasing the participation of women in the security sector, while *Women in Black* has focused on challenging society's militarist attitudes and traditional concepts of security. Detailed information on CSO activities on the promotion and implementation of UNSCR 1325 in individual countries is listed below:

ALBANIA

Few NGOs (Pogradec, Gruaja tek Gruaja – Shkoder and Agritra vision Peshkopi) participated in drafting the position paper *10 POINTS IN 10 YEARS OF UNSCR 1325 IN EUROPE – a CSO Position Paper on Europe-wide Implementation of UN SCR 1325*.

Women's CSOs are engaged in issues of women's participation and leadership, peace-building activities, the prevention of and response to sexual violence, promoting the NAP and regional action plans, and twinning on women, peace and security – all of these activities aimed at implementation of UNSCR 1325.

Some NGOs such as the *Center for Legal Civic Initiative* have taken an active part in the implementation of Resolution 1325.⁷⁵

The *Albanian Women Empowerment Network (AWEN)* plans to engage in ToT activity through a group of trainers.⁷⁶

75 For example, this Center participated in state police activities to promote diversity and gender equality in the police forces. Partnerships with the Police (the Memorandum on Partnership) are common and help to raise awareness of gender issues. NGO experts are invited to offer suggestions on how to improve the gender issue situation

76 AWEN members are working on concrete cases. Their visit (2011) to Kvinna in Bosnia and Herzegovina was very useful, especially their contacts with the Foundation for Local Democracy in Sarajevo, the United Women organization in Banja Luka and also representatives of the RS Government, Sector for Gender Issues in Banja Luka.

BOSNIA AND HERZEGOVINA

The civil society sector is generally familiar with UNSCR1325 and its relevance for the participation of women in all segments of society. Women's csos have contributed to the implementation of the Resolution through a number of official and informal training courses, consultations and networking with governmental institutions.

Their most important contribution lies in the field of social reconstruction and peace-building, especially in those parts of the country which suffered the greatest loss of human lives in the war (Eastern Bosnia). They have also contributed to developing women's capacities as political party candidates and as members of municipal bodies.

NGO *Žene ženama (Women to Women)* published a Final Report on monitoring the implementation of UNSCR 1325 in October 2007.⁷⁷ In 2012, it was one of the winners of the UN Public Service Award for Gender-Responsive Service Delivery with its project on mainstreaming gender into security sector services supported by UN Women and implemented in partnership with EUFOR and EUPM

NGOs such as Medica, ACIPS, TPO and others are involved in security sector work through the implementation of specific projects and development of analyses and reports. These mostly relate to military and police reform, the prevention of and fight against human trafficking, and demining. Their representative was part of the working group that drafted the Action Plan for implementation of UNSCR 1325 and on the Coordination Board for monitoring of implementation of the Action Plan. However, no formal overview mechanisms exist, but the NGO sector is very active in identifying problems, drafting laws and providing suggestions to institutions on proposals, plans and strategies.

CROATIA

NGOs are actively involved in promoting the implementation of UNSCR 1325. Two NGOs – the *Network for Building Peace* and the *Center for Peace Studies* – organized a round table *Women for Peace* to promote a better understanding of the role of women in peace-building and the importance of women's greater integration in policies and peace missions. The purpose of these and other similar activities is to increase the participation of women in policy – and decision – making as a part of the peace process in the wake of war.

The Center for Women Victims of War carried out the project *Woman's Memory – a Gender Perspective of Memory/Policy of Remembrance* aimed at collecting

77 <http://www.zenezenama.org/eng/document/1325%20Final%20Report%202007.pdf>

as much archival material as possible about women in war conflicts, especially in the region, as well as developing a web page for domestic and international use.⁷⁸

In 2009, the NGO *ANTIKO* marked the 10th anniversary of its activities in promoting the culture of peace and non-violence through women's social involvement by organizing the international conference *Peace and Security – the Feminist Alternative*. The conference was attended by about 100 civil society female peace activists and feminists, female politicians and representatives of government institutions from the region, Europe, the Middle East, the Caucasus and the United States.

KOSOVO

A distinctive aspect of Kosovo's civil society is the leadership of women's organizations and NGOs who have worked concertedly at grassroots level and networked importantly in civil service and central government processes to educate and support local women's participation in public life, including the security sector. They have directly contributed to the implementation of UNSCR 1325 through various official and informal meetings, training courses, demonstrations, projects, local, regional and international networking and lobbying. Their activities also cover assisting victims of sexual violence during the war, domestic violence and human trafficking.

However, effective lobbying for the empowerment and advancement of women in Kosovo has been often hampered, according to women's group reports, by the lack of adequate cooperation by national institutions and the international community with women's groups.⁷⁹ A frequent communication gap between many of the international administrators and women's groups is a cause for concern. Overall, international administrators have been slow to comprehensively ensure ongoing support for the initiatives taken by civil society groups to further women's equal access to development and human rights more broadly.⁸⁰

The Kosovo Women's Network monitoring of implementation of Resolution 1325⁸¹ indicates differences in the level of support and engagement by governmental institutions, international organizations and the civil society for the promotion of UNSCR 1325 and related human rights treaties. While, in principle, UNMIK attends

78 The project was supported by contributions from about 60 associations and a great many women whose stories enhanced the contents of the portal: www.women-war-memory.org

79 http://www.eulex-kosovo.eu/training/material/docs/KR/KWN_Executive_Summary_on_the_Implementation_of_UNSCR1325.pdf

80 Ibid.

81 http://www.eulex-kosovo.eu/training/material/docs/KR/KWN_Executive_Summary_on_the_Implementation_of_UNSCR1325.pdf

to the principles of gender inclusiveness in its operations, working partnerships and policies, its performance and influence in disseminating gender mainstreaming as a core element of peacebuilding at the local level, has been found to be inconsistent.

The civil society on the other hand has seized the opportunities afforded by UNSCR 1325 as an advocacy tool to encourage, lobby and promote the participation of women at all levels of public life.⁸² Women's csos have substantially contributed to the education of both men and women and the involvement of local women in the civil service and central government process. Civil society representatives were involved in drafting the NAP for Gender Equality and the *Kosovo Women's Network* is now involved in drafting an Action Plan for the Implementation of UNSCR 1325 and Transitional Justice Strategy.⁸³

Nonetheless, NGOs in Kosovo still feel that they have played a marginal role in policy-making and an overview of the security sector. Their participation in setting up the Internal Security Sector Review (ISSR) in 2005 proved to be rather an isolated event than a good example of the value of involving the civil society in structural discussion of security policies in Kosovo.

MACEDONIA

In Macedonia, prior to the support provided by UN Women within the framework of a regional project, there were very few activities undertaken to implement the commitments set out in the NAPGE and very few initiatives aimed at raising awareness of UNSCR 1325 came to fruition.⁸⁴ Among the activities stimulated and, directly or indirectly, supported by UN Women, several merit special attention:

The Ministry of Defense, supported by the Government of the Kingdom of Norway and the Nordic-Baltic Council, organized a two-day conference in Ohrid dedicated to Peace, Women and Security in October, 2008. The conference focused on ways to increase the participation of women in the defense sector so as to enable equal opportunities for women to develop professionally in the army as well as in other institutions of the security sector.

Two NGO initiatives ("Antiko", Skopje and the "National Council for Gender Equality") organized several specific activities on building peace in accordance with

82 Ibid.

83 They have also contributed to the implementation of UNSCR 1325 through various official and informal meetings, training sessions, demonstrations, projects, local, regional and international networking and lobbying. Their activities likewise include assisting war victims of sexual violence, as well as victims of domestic violence and human trafficking. They also published regular reports on monitoring the implementation of UNSCR 1325 in Kosovo.

84 UN Women also provided technical and financial support to 2 NGOs in 2011–2012: the Youth Center for Equal Opportunities, Skopje, and the *Sveti Nikola Women's Organization*.

1325: in October 2009, "Antiko" organized an international conference "Peace and Security: the Feminist Alternative – Antiko, 10 years of promotion of Peace and a Nonviolent Culture through the Social Engagement of Women" with about 100 peace activists and feminists from the civil sector and political representatives from different Western Balkan institutions. The NCGE organized a series of round tables on raising awareness of UNSCR 1325 in 11 towns in RM in 2009.

The RWL Regional Conference – *Women and Peacebuilding in the Western Balkans* – was organized in June 2010, in Skopje. The conference marked the 10th anniversary of the Resolution and debated the lessons learned from the implementation of the Resolution. Recommendations were adopted that were eventually presented at the UN Security Council.

NGOs are engaged in identifying problems, organizing workshops, round tables, confidence-building conferences, promoting women's initiatives for the peaceful resolution of conflicts, development of multiethnic tolerance and political culture.

Recently, NGOs have also been engaged in sensitizing the general public to 1325, by contributing to the enhancement of inter-ethnic dialogue and confidence-building at the local level in three multi-ethnic communities (Kumanovo, Kicevo and Struga). These specific activities represent a follow-up to the positive experience gained from implementation of the UN Joint Project *Enhancing Inter-Ethnic Community Dialogue and Collaboration*) which ended in June this year.

MONTENEGRO

Women's NGOs in Montenegro, primarily "Anima", the "sos line for women and children victims of violence" and the "League for Women Voters", have conducted activities aimed at informing and raising public awareness of the importance of UNSCR 1325. They have organized various activities such as meetings, round tables, conferences, printed promotional materials etc.

Together with the Department for Gender Equality in the Ministry of Justice and Human Rights, the NGO "League for Women Voters" organized a workshop on the implementation of Resolution 1325 in June 2012. It gathered representatives of relevant ministries and NGOs to discuss the current status of women in the security sector and the need to develop a NAP for 1325. The guests at the workshop were from Bosnia and Herzegovina and Serbia who presented their experience in the development of NAPs. This workshop was organized with the financial support of the Government Commission for the Distribution of Funds to NGOs.

NGO representatives similarly participated at the Regional Conference on this issue which was organized in Budva in June 2012.

SERBIA

A number of NGOs monitor and report on implementation of UNSCR 1325: the Belgrade Center for Security Policy (BCBP) prepared a report *Gender and Reform of the Security Sector in the Republic of Serbia*, 2010; *The Women in Black* issued a report *Women, Peace, UNSCR 1325 – 10 Years*, 2010; *The Women in Black* and the BCBP issue regular publications with Resolution implementation monitoring results (supplement to *Women, Peace, Security* and the bulletin *Gender and Security*).

CSOs have played an important part in promoting the importance and values of the Resolution and supporting its implementation. Together with security sector institutions (the MoD) they launched an initiative for preparation of the NAP. They play an important role in overseeing implementation of the Resolution and its effects on promoting the position of women in the security sector.

The major problem in bringing csos into the process is the risk that the security sector institutions may favor sympathetic, 'friendly' and 'close' scos. The process is thus presented as legitimate and inclusive although it actually does not involve a wide circle of csos with a supervisory and corrective function in relation to the security sector (such as the protection of victims of violence and research work).

CSOs take part in decision-making in various ways: the public advocacy of and lobbying for implementation of the Resolution⁸⁵; research work⁸⁶; organizing debates, round tables, conferences and similar events; directly influencing decision-makers in the security sector; legal and other assistance for victims of violence and the protection of the rights of vulnerable groups in or in relation to security sector institutions (*Action against Human Trafficking-ASTRA*, *the Victimology Society of*

85 The Women in Black were the first organization to publicly advocate adoption of the NAP for implementing Resolution 1325 in Serbia and to promote its importance. The same organization developed a list of indicators for monitoring implementation of the NAP (summer of 2011) and sent a questionnaire to security sector institutions (December 2011). It also oversees implementation of the Resolution and publishes overview results in the form of 'shadow reports' and regular bulletins. As part of its wider activities to promote the position of women in Serbia, the Belgrade Fund for Political Excellence publicly advocated adoption of the NAP for implementing Resolution 1325 and promoted its importance. In 2009, the BFPE and the Ministry of Defense launched a joint initiative to draft the NAP. Also, the BFPE and BCBP published and promoted the report 'Gender and Reform of the Security Sector' in 2010. In 2010, the Fund for Political Excellence, in cooperation with the Ministry of Defense and with support from the missions in Serbia of the OSCE, Ministry of Foreign Affairs of the Kingdom of Norway, UNIFEM and Canada Fund, conducted a campaign for the implementation of Resolution 1325.

86 The Belgrade Centre for Security Policy (BCBP) is involved with issues of security and reform of the security sector. It also has a comprehensive approach to the subject of gender equality in the security sector and to the position of women in that sector. In 2010, the BCBP carried out a comprehensive survey of the connection between gender and reform of the security sector ('Gender and Reform of the Security Sector', 2010). The BCBP also organized several consultations at local and national levels and a conference in 2011 on the reach and importance of implementing Resolution 1325 and on the broader position of women in the security sector.

Serbia, Autonomous Women's Center, Group 484); and their initiatives for promotion of a legal framework regulating the work of the security sector in Serbia.

An overview of the security sector and security policies is on the agenda of many organizations such as the *BCSP, Helsinki Committee for Human Rights, European Movement, Public Policy Research Center, Group 484, Humanitarian Law Center, and ISAC Fund*. These organizations are concerned with the security sector and security policies as part of a wider agenda such as foreign policy (*ISAC Fund, Center for Euro-Atlantic Studies*), promotion of EU integration and related reforms (*European Movement*), the protection and promotion of human rights (the *Helsinki Committee for Human Rights, Humanitarian Law Center, yucom, Women in Black, Belgrade Center for Human Rights*), responsible and transparent public administration (*Public Policy Research Center*) and the protection of vulnerable groups (*ASTRA*).

Some csos, such as *the BCBP, Victimology Society and ISAC Fund* are involved in long-term research of the security sector, publish and present their results and engage in public advocacy on the basis of these results. *The Annual Book of Security Sector Reform in Serbia*, published by *the BCBP*, is an example of a comprehensive research project and includes the results of an overview of the security sector and its reforms.

Among the organizations mentioned, the most numerous are those engaged in public advocacy of changes in the creation of security policy and the work of security sector institutions on the basis of research. Public advocacy initiatives include the advocacy of legal processing of members of the Serbian army and police suspected of war crimes during the 1990s wars (*Humanitarian Law Center*).

PART VII

Status of implementation of UNSC

Resolution 1325 in the Western Balkans

17. HISTORICAL AND POLITICAL CONTEXT AND THE OVERALL IMPACT OF UNSC RESOLUTION 1325 IN THE REGION

From a women's and gender equality perspective, UNSCR 1325 represents one of the most important UN resolutions in the field of peace and security policy. It contains instructions for the *prevention* of armed conflicts, the *participation* of women at all levels of the peace process and security policy, the *protection* of women and female children in war and post-conflict situations, especially their protection from sexual violence and abuse, which are often part of the armed conflict strategy.⁸⁷

As is the case in other parts of the world, in the Western Balkans the Resolution provided a key legal and political framework for national governments, regional organizations, the UN system and non-government actors to engage in strengthening the participation of women in prevention, conflict resolution, peacekeeping and peace-building, as well as in securing their legal and physical safety, while focusing on the use of all available means in the prevention of armed conflicts. The increased participation of women in all these fields is an integral part of efforts to enhance a still fragile security in the region. The Resolution opens up a new avenue to women in the region in peacekeeping and peacebuilding, which is especially important since most of the regional countries contribute to UN/EU or NATO missions all over the world.

The continued rise in civilian suffering – civilians being exposed to systematic terror in a growing number of recent intrastate and sectarian conflicts – demonstrates the urgency of full and complete compliance with the Resolution. Reports, data and other information on the nature of previous and recent conflicts

⁸⁷ The Resolution also calls upon all countries to respect international law applicable to the rights and protection of women and girls, in particular the obligation under the Geneva Convention of 1949 and the Additional Protocol thereto of 1977, the Refugee Convention of 1951, the Convention on the Elimination of All Forms of Discrimination Against Women and the Optional Protocol thereto of 1999, the Convention on the Rights of the Child of 1989 as well as the Optional Protocol on the Involvement of Children in Armed Conflict and the Optional Protocol on the Sale of Children of 2000, and the provisions of the 1998 Rome Statute of the International Criminal Court.

show that most of the affected civilians in post-Cold War conflicts have been women and children. Women did suffer – and still do – similar hardships, brutalities and abuse in all conflict and post-conflict zones.

The same is true of the Western Balkans. Women were terrorized and raped en masse in Bosnia and Herzegovina and Kosovo during the wars for Yugoslavia's redesign in the 1990s. They were exposed to sexual harassment in other regions too. Their property was torched or plundered, families displaced, men and boys incarcerated, killed or wounded in the wars. With the social fabric so severely damaged, social reconstruction in post-conflict societies is an extremely difficult and complex process.

The situation in the Western Balkans is still influenced by the legacy of the wars of the 1990s and marked by an ongoing process of democratic transformation and regional stabilization. The 1990s wars have left deep scars all over the region and on all sections of the population.⁸⁸ Stabilization, political and economic transition, as well as the development of regional cooperation, take place within the framework of approximation and accession to, and in close cooperation with, the EU and NATO. The role of both organizations in the region has been transformational and has brought to it a measure of peace and stability.⁸⁹ However, neither can be still taken for granted, especially in Kosovo and Bosnia and Herzegovina. International efforts are as necessary today as they were twenty years ago. In this context too, the greater engagement of women in efforts to consolidate regional countries as functional democratic states is very important.

On the other hand, it should be noted that the horrific abuse of women's rights during the wars has been followed by the worsening of their actual economic and social rights as the consequence of austerity policies (social protection, health care, childcare, unemployment) in the current economic and financial crisis. In some parts of the region, this erosion has been accompanied by the growth of

88 The 1990s wars in the territory of the former Yugoslavia have been the most brutal in Europe since WWII, including mass human rights abuses, crimes against humanity, mass rapes, war crimes and genocide. More than 150,000 people were killed, most of them in Bosnia-Herzegovina; refugees and displaced persons in Croatia in 1993 totaled 513,000 people; in 1995 there were 1,280,000 displaced persons and about 1,200,000 refugees in Bosnia and Herzegovina; about 800,000 refugees (from Croatia, Bosnia and Kosovo) came to Serbia, whereas some 60,000 citizens of Croat origin, 50,000 Hungarians and 300,000 Kosovo Albanians left Serbia; almost half a million citizens of Serbia – generally younger people – emigrated out of fear of mobilization and for economic reasons; most of the Albanian population, some 800,000 persons, expelled during the NATO intervention, returned to Kosovo; over 4.4 million people or 20 percent of the population in the territory of ex-Yugoslavia left their homes forever; and indirect war damage in the region is estimated at some 125 billion USD.

89 NATO's active cooperation with the BiH Ministry of Defense has been especially valuable in the promoting and raising awareness of GE, including the organization and development of the workshop concept for members of the MoD and the military.

conservative, traditional, even fundamentalist, religious values that do not favor women in public and political life. This anti-modernist trend has been present – although to a varying extent – in all post-Yugoslav countries, and is especially pronounced in rural areas in Bosnia and Herzegovina, Kosovo, Macedonia and Serbia

The traditional perception of women in crisis and post-conflict situations is that of passive victims of war. However, evidence and experience from across the world – and also in the Western Balkans – show that, despite cultural and social restrictions, women have diverse roles during and in the aftermath of war and are highly active in a variety of ways. Women are indeed victims of war, but they are also fighters and peace builders and are actively involved in their communities in recovery and reconciliation efforts though their needs and capacities are often underestimated and neglected in the recovery period.

In the Western Balkans, as is the case in many conflicts worldwide, women have emerged, individually or in groups, as strong peace advocates. Women's csos, and, in particular, women human rights defenders have been in the forefront of the fight for the protection of the rights of vulnerable groups – refugees, minorities, and women and girls. Women's csos and national cso networks from the newly established countries, although under severe official pressure and harassment, established contact early on and started working together for the common goal of peace, restorative justice and reconciliation. It is thanks to women's csos and women's networks in the region that major commemorations were initiated and are maintained to this day, including the commemoration of the Srebrenica genocide, the defense of the city of Vukovar, the siege of Sarajevo and other occasions symbolizing the most brutal crimes against humanity during the wars for the redesign of the former Yugoslavia.

Bearing all of the above in mind, governments and the civil society, and especially women's csos in the Western Balkans recognized UNSCR 1325 as a unique peace and security document which stands above all for the full participation of women in the establishment and maintenance of sustainable peace. The references to women's role in peacebuilding and to their political rights and protection as well as to the fact that sustainable peace is not attainable as long as there is discrimination against women resonate with the women in the region and their recent war experiences. The Resolution's definition of violence against women – especially sexual abuse – as being a threat to peace and security strikes a deep chord with all women in the region.

The process of change and the Resolution's implementation has been additionally enhanced by the gradual accession of these countries to the EU and NATO

or Partnership for Peace (PfP).⁹⁰ The strict conditions contained in the accession procedure in terms of the introduction and implementation of the rule of law, democracy, respect and protection of human and minority rights, coupled with political, technical and financial support and supervision by the EU, has provided a broad space for improving the status of women and girls. Discriminatory practices are more easily detected and exposed, while gender-based equality has been integrated fully into the redesigned legislation.⁹¹ Although there remains a lot of room for improvement in judicial and overall practice, in particular as concerns transitional justice mechanisms (national war crimes tribunals) and their gender sensitivity, the mere fact that adequate laws and major mechanisms are in place, based on UNSCR 1325, is a significant achievement.

At the same time, the above developments indicate the key importance of international factors and the continuing dependence of the Western Balkan countries on external support and monitoring. It is expected that, as more Western Balkan countries start their accession negotiations with the EU and the rule of law in the region gains strength, the civil society should be able to take over some of the current international community roles and more significantly influence decision-makers, including those in the field of gender equality.

Our assessment of the impact of UNSCR 1325 in the Western Balkans coincides with the thrust of the UN SG's Report on the implementation of the Resolution on its 10th anniversary in 2010.⁹² During those ten years the Resolution has become part and parcel of official discourse, both at the level of the UNSC and at national level, even though the International Court of Justice (ICJ) has not definitely decided whether SC decisions possess an overriding binding effect".⁹³ A set of indicators for use at the global level to track the implementation of the Resolution, introduced in

90 The Partnership for Peace (PfP) is a programme of practical bilateral cooperation between individual Euro-Atlantic partner countries and NATO. It allows partners to build up an individual relationship with NATO, choosing their own priorities for cooperation. The purpose of the Partnership for Peace is to increase stability, diminish threats to peace and build strengthened security relationships between individual Euro-Atlantic partners and NATO, as well as among partner countries. There are currently 22 countries in the Partnership for Peace Programme.

91 Serge Bramertz and Michelle Jarvis, Introduction to „Protecting Humanity“, Essays in International Law and Policy, Ed. Chile Eboe-Osuji, Leiden, Boston, 2010.

92 The Report states that “in the ten years of its adoption the overall implementation of UNSCR 1325 remains slow, and the assessment of the progress of implementation is constrained by an absence of baseline data and specific measurable, achievable, relevant and time – bound indicators”.

93 The ICJ has not definitively decided whether UNSC decisions possess an overriding binding effect, but it has specified that the binding effect includes operational matters and covers all Member States. The Court has made only a provisional finding that SC decisions have an overriding normative power capable of pre-empting obligations flowing from traditional sources of international law. Recognizing such an overriding binding force would give a secondary source of UN law (decisions) a greater normative value than many primary sources of international law

the UN SG's Report, have been very valuable in national reviews of progress in implementing the Resolution.

The Regional Women's Lobby believes that the implementation of 1325 in the region of Southeast Europe is the best way to empower women and ensure peace, justice, security and a better quality of life. Security in the lives of ordinary citizens across Southeast Europe is related not to state-based security, but rather to security of their day-to-day lives and priorities.

Implementing 1325 encourages a move away from traditional security perspectives and towards a 'human' definition of security. In order for 1325 to be implemented and for these initiatives to succeed, the highest levels of government in the region must display strong political will.⁹⁴

Notwithstanding significant advances in legal frameworks and national mechanisms, the slow progress in implementing the Resolution in regard to incidents of sexual abuse, impunity from prosecution for war crimes against women, and the low involvement of women in conflict resolution remains a cause of serious concern. The same goes for trafficking, reproductive health issues and the education of girls in some parts of the region. These problems together with the still inadequate presence of women at peace conferences have to be addressed urgently so as not to impact negatively on the prospects for security and peace in the region and compromise the valuable work done in implementation of the Resolution, at the government and non-government levels in the region.⁹⁵

On the whole, the Resolution has played a key role in gender mainstreaming in governmental policies in the security field in the region. It has given rise to many valuable initiatives and also advanced the process of change in the perception of the role of women and girls in post-conflict and transitional societies in the region. UN Women have decisively contributed to all of these processes, especially in Kosovo, Bosnia and Herzegovina, Macedonia and Serbia via its major regional project. The gradual development of a legal and institutional infrastructure for the implementation of UNSCR 1325 in Kosovo illustrates the indispensable role of UN

(treaties) – thereby giving the SC a potentially very disruptive power – and would ultimately place great faith in the SC truly acting on behalf of all Member States. Comment EBZ.

94 http://www.peacewomen.org/assets/file/Resources/NGO/nat_1325insoutheasteurope_regionalwomenslobbyforpeacesecurityjusticesoutheasteurope.pdf

95 There are some radical critics of the Resolution who go so far as to dismiss it as “a declaratory trick designed to conciliate women activists”. Dragana Dulić, in „Feminističko-antimilitaristički pristup konceptu, tumačenju i praksi Rezolucije 1325”, Collection of Papers, *Women in Black*, Belgrade, 2012

Women – as well as that of other international factors – in promoting, together with internal actors, the cause of gender equality in the region.⁹⁶

18. KEY FINDINGS: ADVANCES AND PROBLEMS

Implementation of UNSCR 1325 is still in progress in the Western Balkans although important headway has been made in all the countries. At the national level, implementation of the Resolution is mostly supported through National Action Plans and other national strategies. National Action Plans vary from country to country, depending on their specific historical and political context and the level of democratic transformation. Some countries have chosen not to adopt a special Action Plan opting for other form of implementation of the Resolution (like gender mainstreaming). The number of women in the regional militaries is relatively small, but is steadily increasing. In Macedonia, women constitute about 1 percent of the armed forces, in BiH 5 percent, while in Serbia and Albania the number is negligible,

96 Since 2004, UNIFEM Kosovo has supported KP in the creation of a gender architecture comprising the newly established Human Rights and Gender Equality Unit with Gender Focal Points in each station (for a grand total of 30 stations); the KP internal advisory board on gender equality; and the KP gender equality task force.

Mechanisms to mainstream gender and to integrate a gender perspective into KP's structure were also developed, resulting in an increased number of women occupying high positions within KP; raising awareness of the gender issue, women's human rights, domestic violence, security issues and UNSCR 1325 among staff and the general public; increased collaboration between KP and women's NGOs; the development and inclusion of five days mandatory training on Gender Equality, Women's Human Rights and Women's Human Security for all Kosovo police officers (both new recruits and career officers); and the creation of a pool of qualified police officer trainers to deliver gender training.

Furthermore, UNIFEM has supported gender mainstreaming at policy level. As such: the implementation of UNSCR 1325 has been adopted as a mandate for the KP Human Rights and Gender Equality Unit; the gender dimension has been incorporated into the Operational and Procedural Manual of the Kosovo Police; a system for regular reporting on gender issues (i.e. domestic violence cases, trafficking in human being cases) through regular internal coordination meetings has been developed; dialogues between police, women, judges, municipal authorities have taken place to identify gaps in the implementation of gender-based violence policies; and a dialogue initiated between KP and Serbian women's NGOs, resulting in the establishment of a communication channel between KP and the Kosovo Serbian village leaders in the Prishtina region.

UNIFEM has initiated the establishment of the Security and Gender Coordination Group (SGCG); in 2006 and 2007, UNIFEM supported the Prime Minister's Advisory Office for Good Governance (AOGG) in incorporating women's human rights into the Human Rights Strategy. In 2008, UNIFEM supported AOGG in the finalizing the Strategy and in organizing a public discussion on the *"Inclusion of Human Rights in the Kosovo Draft Constitution, with the emphasis on Women's Human Rights"*. UNIFEM supported the Agency of Gender Equality (AGE) in preparing the CEDAW official report and the Kosovo Gender Study Centre (KGSC) in preparing the CEDAW Shadow Report. In June 2009, UNIFEM provided technical assistance to the Agency for Gender Equality in carrying out a capacity development workshop on the UN Human Rights Treaty Monitoring System, including the specific application of CEDAW in Kosovo, as well as the Review Process and Advocacy at the CEDAW Committee for AGE staff and gender and human rights officers from the relevant line ministries.

less than 1 percent. In Bosnia and Herzegovina, in the Ministry of Defense, on the other hand, as well as in the armed forces, the number of women has been on a steady upward trend. By 2010, 40 percent of all employees in the Ministry were women.

The progress in implementation has been most advanced in Croatia, due to the combination of internal and international factors driving its transition, NATO membership and its forthcoming accession to the EU. It has been rather slow in Albania where the overall process of democratic transition has been lagging behind other countries in the region. UN Women had therefore a very special role there in supporting the Ministry of Defense (MoD) and the Albanian State Police (ASP) to increase the capacities of decision-makers and gender focal points as well as peace-keeping missions to implement UNSCR 1325. Contrary to Albania, Kosovo has made significant progress in establishing legal and institutional mechanisms although it started later than all the countries in the region, after the declaration of independence in 2008.

The process of implementing the Resolution in Bosnia and Herzegovina has been specific because of its complex constitutional structure and difficulties in reaching agreements at state level. A GE legal framework based on 1325 moved faster than actual practice and the conservative stereotyping of women. This trend is reflected in the continuing low representation of women in political decision-making and the small number of women in command posts in the security sector⁹⁷, with the exception of the entity of Republika Srpska.⁹⁸

Overall, in BiH much effort has been invested at institutional and extra – institutional levels to implement UNSCR 1325. Nevertheless, for all these efforts, which include the passing of legislation introducing quotas, the number of women occupying positions where decisions are made has not increased appreciably. The absence of women in management positions is especially in evidence at all executive levels (state, entities, and cantons), as well as in companies and state enterprises.

Because the presence of women in the security sector is still a novelty, the percentage of women occupying management positions in this sector is still very low. Since appointments to management positions are the result of political carve-ups and deals, women are rarely considered as suitable candidates. There are no women in senior management positions in the ministries of defense and security (the exception being the Deputy Minister of Defense), nor in the entity and cantonal ministries of the interior. Although since 1996, when women began to be recruited in

97 Women represent 48.73 % of employees in the Ministry of Security, but only 26.47% in decision-making posts.

98 There are 5 women ministers out of 16 ministerial posts.

the security sector, the number of women police officers and soldiers has increased considerably (albeit still below the prescribed quota), opinions about women as equal holders of such posts are changing very slowly. This is why it is necessary to work harder to educate women themselves in order to prepare them for the posts in question, to educate the public, and to create a healthy environment for members of both sexes in the security sector.

The three main obstacles to ensuring women's security and integrating the gender into security sector reform in BiH are the patriarchal culture and traditional prejudices; gender violence (which is not recognized as a security threat); and the marginalization of women in public policies.⁹⁹ Although many pieces of legislation and statistical indicators appear positive or at least neutral as far as sex equality is concerned, the foregoing analysis suggests that women in BiH are still not fully equal in any sphere of life. However, it is encouraging that in regard to the problem of lagging behind in vindicating women victims of war and torture, BiH has taken an important step forward in formulating a Strategy to include both categories of women.

Regarding the share of women working in security sector institutions, the Belgrade Center for Security Policy¹⁰⁰ says in its report that there has been no appreciable increase in their numbers compared with the total. On the contrary, their share has actually dropped compared with 2010. And in spite of some positive developments, the percentage of women in management and command posts in the security sector has not increased either. The progress made is mostly reflected in the appointment of women to high-ranking positions in the security sector (State Secretary, Minister's Adviser) and the raising of employees' awareness of the importance of women's participation in decision-making regarding security policies. As to the participation of women in multinational operations, their presence in the police and military contingents of the Republic of Serbia remains very modest.

19. SUMMARY OF KEY FINDINGS

Implementation of UNSCR 1325 is an integral part of the security sector reforms that the countries in the Western Balkans have undertaken or are in the process of undertaking. Since these reforms are inseparable from institutional and legislative activities in the process of their EU and NATO membership accession it is still not possible – at this early reform stage – to assess the effects of the Resolution separately and comprehensively. Therefore, this Report focuses on the

99 Women to Women Report

100 Nezavistni izveštaj o sprovođenju NAP 1325 u Srbiji, Beogradski centar za bezbednost, Beograd, 2012.

available information and analysis of the overall actual state of gender integration and gender-sensitive policies in the armed and police forces.

As a major international instrument in recognizing the role of women in and their possible contribution to peacebuilding, UNSCR 1325 has, among other things, changed – to some extent – governments' attitudes toward women's csos and increased their own expectations of the international community, the UNSC in the first place. In this respect, it is of major relevance for women in the post-conflict, transitional societies of the Western Balkans. Here the The Resolution's goal of securing women's indispensable rights and status as new agents in national power dynamics has been an ideal goal to achieve – and the least feasible.

On the whole, almost twelve years since the adoption of UNSCR 1325, progress in women's participation in the security sector and peace processes in the region has not gone as far as had been expected or desired or as far as was needed. The overall situation is complex: on the one hand, in the past twelve years Western Balkan societies have introduced far-reaching institutional and legislative reforms focusing on full gender equality leading to some positive changes on the ground. The rise in the number of women MPs, women in ministerial posts and the case of Kosovo where the first woman president was appointed in 2012 has been encouraging, as has the growth, visibility and action of women's csos and women human rights defenders.

One of the problems still left unresolved after the wars that deeply affects the position of women in the Western Balkans is the fact that violence against women (mass rape, ethnic cleansing) in some countries of the Western Balkans in the 1990s has still not been properly addressed by the national judiciaries nor have concrete steps been taken to provide support and care to the victims. This fact, too, may negatively impact on the fight against violence and brutality against women in contemporary Western Balkan societies. Despite this, the first steps to address this problem have been taken in Bosnia and Herzegovina and, most recently, in Croatia where the law on women victims of the war crime of rape is due to be finalized and adopted in the near future.

When assessing the implementation of UNSCR 1325 and implementation of gender equality policies in the Western Balkans it is important to bear in mind the slow and uneven pace of the region's democratic transformation and the fact that the region has not yet been fully consolidated in terms of politics, economy and security. The security support and guidance provided by membership of the Partnership for Peace (PfP) and NATO have been instrumental in ensuring the necessary reforms in the security sector, especially in the army, thus contributing to the

current level of regional stability and to the current level of women's participation in the security sector.

It is also worth recalling that during the 1990s wars the region became a European center of trafficking in human beings, arms and drugs. Criminal networks established during the wars still stand in the way of the region's stabilization. The legacy of the past is also still present in other aspects of security situation: some of today's security institutions and personnel were not only involved in serious breaches of human rights, but also in various forms of organized crime, including murder.¹⁰¹ Usually, the information publicized by security sector institutions is carefully calibrated or censored. Media reporting on security issues is highly sensational, disregarding the public interest and minimizing the accountability of security officials.

Given that most Western Balkan countries have not yet consolidated themselves as stable democracies it is difficult to expect them to be able to sincerely engage in regional cooperation in the field of security. The fact that some of them still cherish territorial aspirations towards their neighbors makes the situation even more difficult.

In such a difficult and fragile political and security context it is no wonder that over the last decade most of the issues fundamental to the establishment of just and democratic societies – ranging from bringing war criminals to justice, fighting corruption, protecting human and minority rights, to preventing discrimination and violence against women and ensuring gender equality – have been tackled within the framework of the EU (and NATO) accession process and compliance with the EU membership political and other criteria and conditions.

Analysis of the available data on the implementation of UNSCR 1325 in the Western Balkan countries, as shown in Parts I, II and VII/18/19 of this Report, indicates that all of them have taken initial steps and adopted relevant laws and

101 According to a report published by the Fund for Humanitarian Justice, Lieutenant General Ljubiša Diković, Chief of the General Staff of the Serbian Army, commanded the zone in 1998 where "groups of criminals, including several dozen convicted murderers ... were trained and sent to Kosovo as volunteers and members of the Army of Yugoslavia". He was also said to have participated in the illegal seizure and trade of Albanian property in Kosovo.

<http://www.e-novine.com/srbija/vesti/57638-Naelnik-Generaltaba---heroj-ili-zlikovac.html>
The Commission for Srebrenica, established by the government in Belgrade, in 1998 identified 19,473 persons as potential participants in the Srebrenica massacres. According to some estimates, about 900 are still employed in government, military and police services.

http://www.zurnal.info/home/index.php?option=com_content&view=article&id=742:srebreniki-staljin-sruen-stub-srpske-new-look-policije&catid=16:okuacija-u-sedam-slika&Itemid=3
Several dozen police officers from Prijedor participated in war crimes at Korićanske stijene when 200 hundred civilians were killed. Out of 28 convictions for war crimes delivered by the court, 21 verdicts related to policemen and more are expected, including for policemen retained in service after the war. <http://www.trtbosanski.com/bs/news/detail/bosna-i-hercegovina/101/prijedor-policija-ponovo-brani-obiljezavanje-stradanja/11982>

strategies. Adequate legal frameworks have been put in place to promote the participation of women in public life and to protect them from all forms of discrimination and violence. There are also mechanisms in place designed to implement the laws.

However, despite the existence of legislation and relevant mechanisms, progress in implementing the laws has been slow and uneven. Strategies and National Action Plans have not always been supported by adequate budgets or by well thought out indicators to measure baselines and progress. The absence of the political will to implement the laws and support the mechanisms and action plans in some countries is a matter of serious concern. Apart from the lack of political will, the lack of accompanying back-up legalization, the lack of human capacities and financial resources has prevented more progress being made in achieving greater women's representation in politics and decision-making.

Women's participation in public office and the decision-making process in Western Balkan countries is slowly increasing notwithstanding the negative legacy of the 1990s wars and the entrenched social conservatism in some countries. Women's participation in decision-making in the Western Balkan countries only started to grow after parliaments passed laws regarding elections that include a quota of the less represented gender on the election lists drawn up by political parties. In Macedonia, for example, the law stipulates a 30% quota of women on election lists. The effect of the laws is evident: Albania merits mention as it used to have the lowest participation of women in politics – 5 to 7 percent. However, in the 2009 elections, after the electoral quota was translated into a law, this number increased to 28 percent.

Women MPs are genuine representatives of the capability of women to open up new avenues for the generations to come. They have proved to be more sensitive than men to social issues and more persistent in the search for viable solutions. Women MPs are usually better disposed to civil dialogue and more focused on placing the issues they consider important on the parliamentary agenda, especially as regards family affairs, childbearing and childcare, health and education.

Though their representation in parliaments has risen, women remain significantly underrepresented in high decision-making positions throughout the region. Only a handful of women in each country are mayors, whereas the number of women in ministerial offices varies between one and three per country. No major efforts have been made by state institutions, political parties or CSOs to significantly increase the participation of women in high-ranking posts.

Therefore, regardless of some degree of progress, the current level of women in elected office in the Western Balkan countries still varies between 20–30

percent, which is not enough for women to exert a tangible impact on decision-making, but still higher than during the 1990s (the number of women MPs was then between 7 and 20 percent).

Social conditions in all the countries in the region are similar. They are all now implementing reforms, albeit with different levels of commitment and success, which are intended to build stable democratic institutions and the rule of law. This also refers to security sector reforms. In this respect it is important to bear in mind that women in the region played a major pacifying role during the 1990s wars and in the post-conflict era. The contribution of women's movements to regional peace and women's experience of war and conflict-resolution can be valuable in security sector activities and, especially, in conflict-prevention in crisis areas and peace-keeping operations.

The fact that implementation of UNSCR 1325 is not time-bound and that the Resolution gives each country a lot of room for special solutions depending on the country's specifics is advantageous. Thus, in the Western Balkans, priorities in implementing UNSCR 1325 vary from country to country. As every country is free to set its own agenda, the process of implementation depends to the greatest extent on domestic resources – political will, available financial resources and institutional and human resources and capacities. On the other hand, the flexibility of UNSCR 1325 can be also a disadvantage since the Western Balkan countries might in fact benefit from a common strategy.

According to available indicators, the progress made so far is more quantitative – in terms of the growing number of women working in the security sector – than qualitative, which indicates the lack of adequate mechanisms for ensuring women's equality regarding professional promotion. Moreover, the satisfaction derived from the legislative frameworks that have been adopted has not yet been matched by relevant research into women's priority needs and, hence, the inauguration of adequate policies or additional mechanisms. In the absence of such research it is still difficult to fully assess actual achievements in gender emancipation in the security sector.

Nevertheless, we can conclude that the adopted legislation – especially the laws on gender equality and the 30 percent quota for women on candidate lists – has positively contributed to women's participation in the security sector as is shown by the growing number of women in the military and police structures.

The progress achieved in raising the awareness of Army of Serbia, Ministry of Defense and Ministry of the Interior employees and improving their knowledge of the importance of gender equality in the security sector is of great significance. For this reason it is necessary to continue laying stress on the training of managers

because intermediate and senior personnel must be educated in matters of gender equality in view of their capacity to influence the organizational culture and behavior within the institution, i.e. to create the preconditions for implementing the policy of gender equality.

Due to the fact that the print media report on women in the security sector relatively infrequently, public awareness of the presence of women in the security sector is still rather vague. Nevertheless, the issue has been gaining in visibility, especially through women enrolling in military academies. The role of the media in publicizing the presence and work of women in the security sector is of crucial importance to ensure their greater visibility in this sector, to ensure that they enjoy equal status with their male colleagues, and to reduce the discrimination and even violence in traditionally male professions such as the army and the police.¹⁰² These conclusions are relevant for all the countries covered by this Report.

The participation of women in UN peace operations has had the most positive effect on the overall public perception of their role in the security sector.¹⁰³ Women's CSO and civil society advocacy efforts in this direction have significantly contributed to this achievement.

Any assessment of the progress in women's participation in security forces, the army and the police, should take into account the overall social context and in particular the economic situation, gender changes in some professional sectors, the rise in unemployment and the growth of poverty. Money and power have moved to professions still reserved for men, whereas responsibility and commitment remained embedded in lower-paid sectors where women are in the majority: education, healthcare and social care. There are very few or almost no women in places of power. According to some surveys (for example, that conducted by Serbia's *Women in Black*), women join the army or the police for pragmatic reasons (benefits such as early retirement, guaranteed leave and apartments) and women/girls apply to military academies because they are free of charge.

The current level of women's participation in the army and the police is not sufficient to significantly influence the nature and leadership of these institutions or the balance of power within a society. Professionalization of the army has opened the door to women but can only produce positive effects in terms of modernization and emancipation in the long run. Women's CSO and civil society efforts in this direction have significantly contributed to the positive developments achieved so far.

102 Izveštaj Beogradskog centra za bezbednost

103 On the whole, experience has shown that women better understand other women, especially raped women and refugees; they are more patient; they easily learn the languages of the communities they serve in; they readily communicate with people; they adapt better themselves to new cultures and they inspire confidence among the local population, especially women and children.

Their keeping the role and participation of women in decision-making on the public agenda and in the media will be crucial in furthering the cause of gender equality in Western Balkan societies in general, and the security sector in particular.

Increasing the number of women serving in the security sector is a process that will also help change stereotypes about the competence of women in general. However, this is a long process calling for anti-discriminatory safeguards and instruments, and in particular for the readiness of the institutions themselves to change internally. Discrimination against women employed in security sector institutions, however, is still a taboo topic. Discrimination against women is a subject about which little is known and which is even less often mentioned.

The preparation, and later implementation of the National Action Plan (NAP) was criticized from the very beginning by many civil society organizations (csos),¹⁰⁴ in particular by women's organizations. Their chief objection is that the process is largely non-transparent in some countries, e.g. in Macedonia and Serbia, and that the security sector still distrusts csos. Not infrequently, states still have selective attitudes towards csos. For instance, institutions only invite to public debates on certain documents those csos which they consider, according to their vague criteria, 'representative' of the specific field in question. Hence the obligation of institutions to organize public discussions is met purely formally without ensuring genuine dialogue.

Successful implementation of the NAP will depend mostly on how much importance the newly appointed managers in ministries and institutions attach to introducing the policy of gender equality into the security sector.¹⁰⁵ Providing the necessary finance is a second precondition. A third precondition is formulating and adopting a list of qualitative and quantitative indicators for NAP monitoring in all the countries in the region. This would render the process of implementing the NAP more effective because the data collected in individual ministries and institutions would be comparable and the assessment of progress in NAP implementation at the level of the security sector as a whole more efficient.

104 The comments by Women in Black publicized in the organization's report "Independent Monitoring of the Implementation of the UNSC Resolution 1325 in Serbia" are most pertinent.

105 The Serb Progressive Party that won the May 2012 elections has not yet demonstrated its attitude towards gender equality issues.

20. RECOMMENDATIONS

Due to the time constraint regarding the implementation of this particular pilot project and the lack of research capacities and financial resources in the regional countries, recommendations will have to be further developed and specified for a future exchange of views, new data and information provided by the partners.

At this stage, the recommendations are based as much on the relatively limited amount of information collected during the pilot project as on the author's knowledge and experience in the field of gender issues and the status of women in regional societies. The same objective limitations apply to the present analysis of national programs on implementation of UNSCR 1325. Cso partners taking part in this project hope that continuation of the UN Women project, *Advancing Implementation of UNDCR on Women, Peace and Security in the Western Balkans (2011–2013)* will continue to help strengthen national and regional level *research capacities*, processes and measures aimed at the accelerated implementation of UNSCR 1325.

GENERAL RECOMMENDATIONS

- In order to make optimal progress in the field, all stakeholders – governments, security sector institutions, EU delegations to the capitals, UN Women, NATO and donors – must commit themselves more strongly to the process and closer cooperation with women's csos and human rights defenders in the achievement of the UNSCR 1325 goals;
- It is necessary to win over the political will of governments and ministries; to ensure an inclusive, participatory and transparent process on the part of all actors; to formulate and define clear and realistic objectives, timeframes, initiatives, responsibilities, monitoring and evaluation; and to ensure adequate financial and human resources;
- In striving to mobilize all the abovementioned factors, all stakeholders should take into account the progress achieved so far as well as major difficulties and obstacles, while bearing in mind the significance of regional cooperation in implementing UNSCR 1325 and its vital contribution to safeguarding of peace and security, strengthening of democracy and attainment of gender equality in all domains in the region.

SPECIFIC RECOMMENDATIONS FOR ALL STAKEHOLDERS

- Traditional patriarchal models of behavior and attitudes represent the biggest obstacle to ensuring women's rights and security as well as strengthening the role of women in the security sector; therefore, education on women's rights, gender-sensitive policies, gender-based violence and discrimination as well as exchange of information and introduction of mentor mechanism should be introduced and increased at all levels and in all sectors of the regional societies;
- Coordination and communication between the government institutions and csos should be enhanced and strengthened (regular meetings between institutions and csos to exchange information, work on joint regional projects);
- Special funds should be allocated by governments for the implementation of Resolution 1325 combined with mainstreaming gender into laws, policies, programs and budgets
- Although some Western Balkan countries have established structures for monitoring and evaluating 1325 implementation, it is important that they be established in all the countries.

SPECIFIC RECOMMENDATIONS FOR GOVERNMENT AUTHORITIES, INCLUDING MPS AND DECISION-MAKERS

- Ensure an increased number of discussions and public debates, including the national parliaments, on gender and security issues;
- Put the implementation of UNSCR 1325 on the parliamentary agenda and provide for the promotion and monitoring of the implementation of individual goals;
- Ensure greater equality in the number of male and female appointments at all government levels;
- Provide equal opportunities for both women and men to submit their candidature for municipal and parliamentary strategic elections
- Pay more attention to the strict application of gender-sensitive language in legislation and action plans and other official documents
- Encourage women to join security structures through constant advocacy and media promotion;
- Encourage women to participate in peacekeeping missions and, especially, in conflict-prevention and conflict-resolution negotiations;

- Amend security education and training systems to include courses in women's rights, human security and gender equality.
- Constantly raise awareness on the differences in security needs of women and men, boys and girls.
- Analyze the specific security needs of vulnerable groups in all countries (Roma women, rural women, refugees, women with disabilities)

RECOMMENDATIONS FOR SECURITY SECTOR INSTITUTIONS

- Amend all relevant laws and by-laws in order to insert articles on the prohibition of discrimination and harassment on sexual grounds in the security sector
- Insist on the strict observance of the principles of non-discrimination, equality and full respect of human rights;
- Ensure permanent education on gender and security issues as part of the efforts to build up adequate institutional capacities and raise awareness of the operational value of including women in the security sector and thereby ensuring inclusive provision of security;
- Organize regular meetings with csos, in particular, with women's csos and csos in the field of human rights in order to raise awareness of gender and security issues;
- Ensure that the security sector utilize the resources and expertise of csos in this particular field;
- Following best-practice examples such as the Ombudsman Institution for the Military (Bosnia and Herzegovina), consider the establishment of similar posts in military and police sectors, with a clear mandate to deal with complaints and redress authority in the case of violations¹⁰⁶;
- Increase the number of women in the security sector;
- Promote gender equality at the management level in the security sector;

SPECIFIC RECOMMENDATIONS FOR THE POLICE FORCES

- Ensure and enhance education on gender-based violence as the main source of insecurity for women at all levels of the police forces;
- Establish special gender-based violence units within the police;
- Raise awareness of the operational value of including women in the police services;

- Introduce a 30 percent quota for women in every police station;
- Ensure a functional mechanism in order to prevent and punish all cases of harassment and discrimination on sexual grounds.

SPECIFIC RECOMMENDATIONS FOR CSOS

- Continue monitoring and reporting on the implementation of National Action Plans and other documents relating to UNSCR 1325, including shadow reports;
- Continue to educate the public on the relationship between gender and security issues and the ways they should be integrated into reform and action in the security sector;
- Lobby for the improvement of existing laws and the harmonization of policies with the Law on Gender Equality.

SPECIFIC RECOMMENDATIONS FOR THE MEDIA

- Encourage the media to continuously report on and monitor the implementation of UNSCR 1325 and gender equality;
- Journalists should attend educational courses on gender and security issues in order to be able to report better on these issues, in particular, on gender-based violence;
- Ensure better publicity for the achievements of women in the security sector in particular and promote positive examples and achievements;
- Ensure the critical monitoring of security sector institutions.

SPECIFIC RECOMMENDATIONS FOR ACTION AT THE REGIONAL LEVEL

- Consider setting up a regional committee to monitor the implementation of UNSCR 1325 that would include the Regional Women's Lobby for Peace, Security and Justice;
- Consider developing a regional NAP with the flexibility to adjust to a country's specifics;
- Define indicators for the realistic assessment, monitoring and encouragement of all actors in the implementation of UNSCR 1325;
- Ensure that sufficient human and financial resources, domestic and international, are available for the implementation of UNSCR 1325;
- Strengthen regional action aimed at disarmament in the region.