

WOMEN IN THE SECURITY SECTOR
– A REGIONAL PERSPECTIVE
A Collection of Thematic Papers

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Foreword

*"If we are facing in the right direction,
all we have to do is keep on walking"*

The idea for making a collection of thematic papers "Women in Security Sector – A Regional Perspective" came from the international conference "Women in Security Sector – UNSCR 1325" held on October 14th and 15th 2010 in Belgrade, organized by the Strategic Research Institute of the Ministry of Defence of the Republic of Serbia with the financial support from the Royal Norwegian Ministry of Defence. The aim of the Conference was the exchange of regional and international experiences in the area of implementation of the United Nations Security Council Resolution 1325 on Women, Peace, and Security (UNSCR 1325), and acquaintance with activities taken within international organizations (United Nations, Council of Europe, European Union, NATO, OSCE) with the goal of affirmation of gender equality criteria in security sector. During the Conference, the ways for improvement of the regional cooperation in this area were considered. The Conference also represented the continuation of the Serbian Ministry of Defence in making of the National Action Plan for the Implementation of UNSCR 1325, and it was an opportunity for experts to share their experiences and exchange the information on role of women in the security sector ten years after its adoption.

During the Conference, the achievements and limitations regarding the implementation of the UNSCR 1325 were discussed, as well as the regional countries approaches to the implementation of the Resolution, and the role of women in armed conflicts, peacekeeping and peace building operations. The significant part of the Conference was related to concrete suggestions on how to improve the regional cooperation in the area of security and gender equality.

Some presentations and discussions announced some interesting approaches and opened new questions. The interest has been shown for a wider context indicating the existence of need for broadening the presentations and discussions because of broader actualization.

In the meantime, the Government of the Republic of Serbia adopted the National Action Plan for the Implementation of the UNSCR 1325 on December 23rd 2010, and already is working on its implementation. From the moment of adoption of a general program document such as the National Action Plan, to the achievement of goals set by it, there is a long path to be

travelled. How fast is this going to be achieved, depends on objective obstacles which have to be managed, but also on the amount of enthusiasm carried along. It is understood that the enthusiasm is variable condition; it varies depending on perception of significance and perception of feasibility of goals that were set.

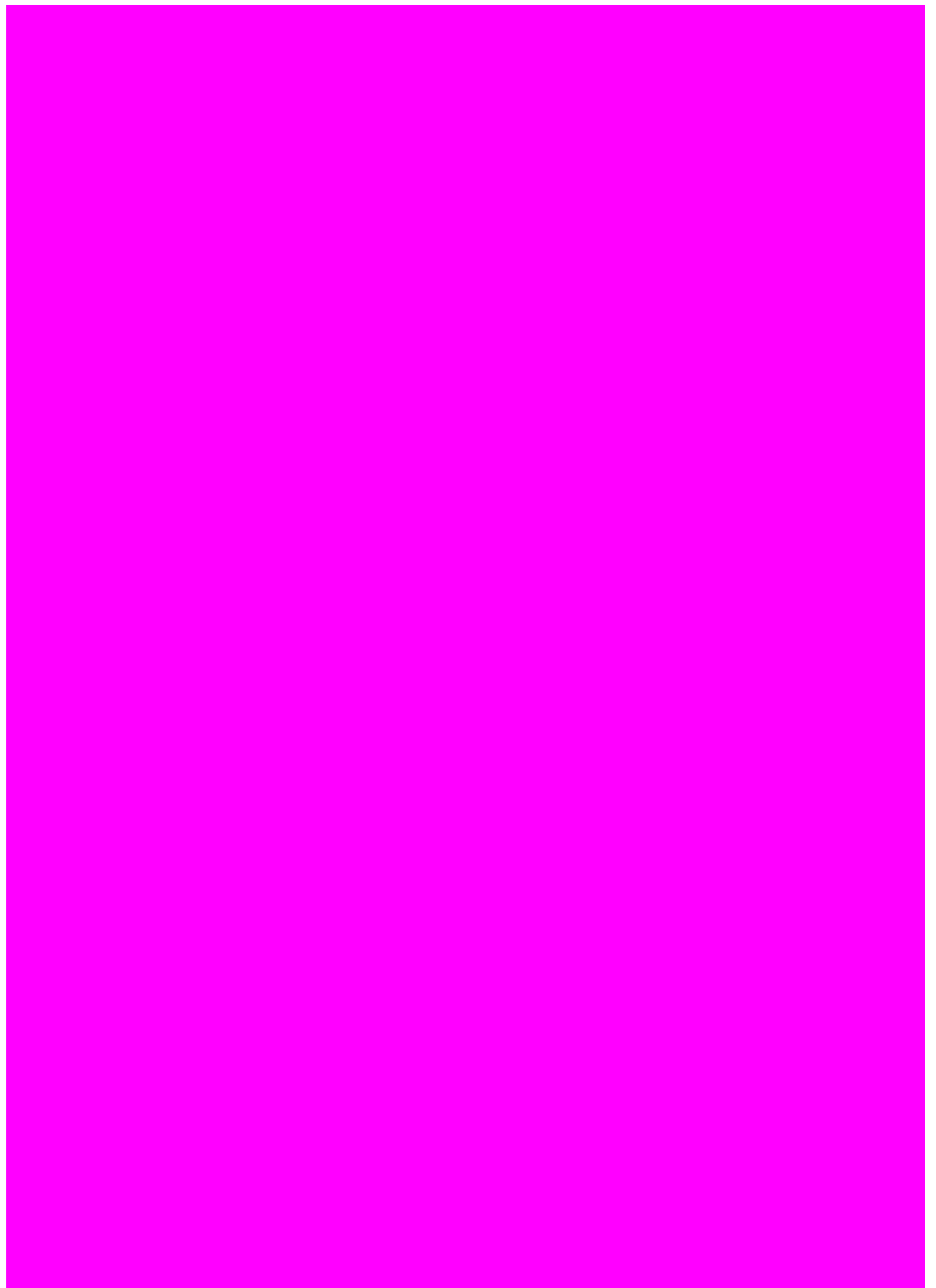
The Collection of papers is structured in four thematic parts: (1) Women and Security – Theoretical Aspects; (2) UNSCR 1325 – International Context; (3) National Action Plans for the Implementation of UNSCR 1325 in the Region; (4) Regional Cooperation in Implementation of UNSCR 1325. Additional part consists of articles with useful information on current events related to gender equality in security sector, as: the first experience of the commissioner for the protection of equality of gender-based discrimination; gender and security bulletin; gender and security sector reform toolkit (a review); gender equality glossary of terms from military encyclopedia.

Papers presented in the Collection of papers suggest, in detail, different answers to questions about what should be done on different levels – global, regional, and national, so that there would be fewer obstacles on path towards the higher standards of gender equality in security sector. However, as a whole, they show relatively high level of consent on key questions. Common denominators in these suggestions are: firstly, the commitment to build appropriate criteria for evaluation of achievements in various gender equality domains; secondly, determination of priorities in relation to which the future tasks should be projected so that the substance is set before the form (the common interest before the individual); thirdly, pointing out the cooperation significance, primarily on the regional level, as the precondition for maximal use of objective capabilities.

Dr Jovanka Šaranović

I

WOMEN AND SECURITY – THEORETICAL ASPECTS



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FEMINIST SECURITY RESEARCH

Abstract: During the last two decades of the 20th century the feminist perspectives have also drawn attention to themselves within the International Relations theory, with special place in security studies. The paper presents the genesis of the feminist studies development, with emphasis on key authors and their contribution to recognition of the feminist approach as equal among these disciplines. The influence of gender theories to human security development, as well as the significance of the UNSCR 1325 on Women, Peace, and Security, are specifically explained.

Key words: *International Relations (IR), security studies, feminism, feminist theories, gender, human security.*

Introduction

The discipline of international relations (hereinafter referred to as IR) was one of the last fields to be finally opened for feminists as well. Comparing to other disciplines, feminist perspective entered IR quite late. Only in late 1980s and early 1990s, with a number of conferences¹ and publishing of certain books² did the feminist theory of IR draw the attention.

Since late 1980s, the feminist critique of so called “traditional” IR has been one of the most immanent efforts to unmask numerous prejudices and partiality in this discipline where they were manifested the most in security and strategic studies. This critique blamed IR, as a scientific discipline, for ignoring feminist papers as equal theoretic contribution and especially for ignoring gender as a social system of symbolic meaning which creates hie-

¹ Three conferences (1988-1990) are responsible for feminism’s entering official domain of IR: conference at the London School of Economics (LSE) in 1988; conference at the University of Southern California, and conference in 1990 in Wellesley.

² Jean Bethke Elshtain, *Women and War* (1987), Cynthia Enloe, *Bananas, Beaches and Bases* (1989), J. Ann Tickner, *Gender in International Relations: Feminist perspectives on achieving global security* (1992), V. Spike Peterson and Anne Runyan, *Global Gender Issues* (1993), Christine Sylvester, *Feminist Theory and International Relations in a Postmodern Era* (1994).

rarchies based on male and female associations.³ At the very beginning, the critique shifted from observation that women were not a part of state administration to the issue of how male and female characteristics made hierarchies and power ratio – from the critique of IR andocentric concepts emanating from unmediated categories (“men” and “women”) to the critique of social reality which supports specific relations of inequality. Feminists treated the basis of IR traditional theory thus challenging its main concepts: “sovereignty”, “border”, “enemy”, “civility”, “domestic”, and “international” etc. Reviewing IR key concepts, they attempted to make the feminist empirical analysis of the world politics deeper and more penetrative, but also to transform the reality of this policy.⁴

Feminist Theories and Security in International Relations

The feminism questions the very classical tradition in IR and its institutionalized context which promotes the issues about war and peace as main research fields. Not only does it establish “the rules of the game” as something already set up by traditional social arrangements but it inquires about meaningfulness of this tradition’s approaches, meanings and their hierarchy structure – in a word, about the normative and value hypotheses which are all but neutral. It wonders how these hypotheses affect us while making value decisions which facilitate our determination of people and things as legitimate and illegitimate.

Feminist theories of international relations and the security studies within them significantly differ by their epistemologies and methodology. Explanation, partly, lies in inability to determine feminism unambiguously, which was pointed out by many authors.⁵ Thus, feminist theories range from positi-

³ L. Sjoberg (2010), "Introduction", in L. Sjoberg (ed.), *Gender and International Security*, (London: Routledge), p. 3.

⁴ *Millennium: Journal of International Studies*, 1989, Vol. 18, No.2, pp. 245-253.

⁵ Among others, they are: Peterson, V Spike (1992), "Security and Sovereign States: What is at Stake in Taking Feminism Seriously." in *Gendered States: Feminist (Re)Visions of International Security*, (Boulder, CO: Lynne Rienner Publishers), pp. 31-64; Jan Jindy Pettman, (1996), *Worlding Women: A Feminist International Politics*, (Routledge); Sylvester, Christine, "Empathic Cooperation: A Feminist Method for International Relations." *Millennium*, 23/2 (1994), pp. 315-334; Marchand, Marianne H., (1998), "Different Communities/Different Realities/Different Encounters: A Reply to J. Ann Tickner", *International Studies Quarterly* 42, pp. 199–204; Caprioli, Mary (2004), "Feminist IR Theory and Quantitative Methodology: A Critical Analysis", *International Studies Review*, 6, pp. 253–269; Steans, J. (2006), *Gender and International Relations* 2nd edition (New Jersey: Rutgers Press).

vist (Caprioli) to critical, deconstructive and/or post-modern (Sylvester). Array of feminist ideological and disciplinary choices both in international relations theory and international security studies (ISS) prompted some authors to see feminism as a sort of “micro cosmos” emphasizing its specific epistemological and methodological position.⁶ Considering epistemological diversity of feminism,⁷ its contribution to security studies and creating an alternative concept of security, should be seen in the light of its different version convergence. Feminist security theory arose from inter-ideological, trans-epistemological and polyphonic debate conducted between many kinds of feminism and limited post modern perspectives. This theory is also determined by great ontological and epistemological difference comparing to dominant theories of international relations. This primarily pertains to three dominant theoretic and political feminist approaches – “empirical feminism”, “attitude feminism” and “post modern feminism”. These three approaches treat gender in different ways (and rely on different security concepts – “human”, “comprehensive” and “cooperative”); yet they concur that gender analysis is a prerequisite for every essential project of social change. According to their interpretation, gender analysis allows us to leave specific “female issues” and not only identify women as a special case, but to investigate how both “femininity” and “masculinity” produce gender determined international relations. Starting from this premise, feminist theories focused on gender determined and interceded relations of power as well as their ethical implications and consequences. For feminists, gender also functions as “knowledge organizer” both in social sciences and security institutions.⁸

Incorporation of gender analysis reveals hidden power relations in the society and shows what is valued and what is marginalized as well as how ignoring this relations and hierarchies essentially distorts what may present adequate and well-intentioned political decisions and initiatives. For example, introducing gender analysis in traditional justice would put an end to “vitalizing” women as victims and men as violators and treat these stereotypes and simplifications. The goal is to enlighten interceded gender relations, hierarchies and postulates in order to reach more complex and authentic picture of these relations instead of having them based on false postulates for the purpose of influencing activities focused on transitional justice.

⁶ Barry Buzan & Lene Hansen (2009), *The Evolution of International Security Studies*, (Cambridge University Press, Cambridge), p. 208.

⁷ Brooke Ackerly, Maria Stern, & Jacqui True, (eds.), (2006), *Feminist Methodologies for International Relations*, (Cambridge: Cambridge University Press).

⁸ Elisabeth Prügl, "Gender and War: Causes, constructions, and critique," *Perspectives on Politics* 1, no. 2 (2003), p. 337.

In other words, it is not enough to add or introduce women or stress how and how much gender shapes international relations but it is very important to change the ways IR produces and spreads the knowledge. Realization that epistemological postulates have political implications had twofold effect on feminism. On the one hand, it induced an inner “theoretical self-conscience regarding intellectual postulates of feminist analysis”.⁹ For example, the Third World and “coloured” women challenged the ability of any specific group of women especially the western ones to know what the real interest of *all* women is. On the other hand, this led to establishment of andocentric basis of science by questioning epistemological postulates with negative social and political consequences for women. Namely, *mainstream* of the scientific analyses recognized widespread postulate which places women inside a separate sphere of domestic (private) life where they deal with activities which have nothing to do with usual activities of IR theory and practice like war, crisis management, establishment of regime, trade etc, while the public sphere is made of abstractions (state) which mask male identity (competitive, rational, egoistic, striving for power and authority). Male assumption that they “know” what a woman’s nature, abilities, limitations etc. are became a subject of severe feminists’ criticism at the very beginning because men used that “knowledge” to justify social and political subordination of women.¹⁰ For example, epistemological question “Who can be legitimate bearer of knowledge?” was answered in historical meaning “Not women.”¹¹

It should be stressed that feminists are not interested in introducing “gender variable” which would be simply added to existing corps of traditional IR theories by bringing in alleged balance between male and female principle into international relations, i.e. add or introduce to traditional IR theory historically excluded and exempted voices of those who were joined to “domestic/private sphere”. This would come down to having normative focus on women and femininity as a counterbalance to male and masculinity. However, when gender, *mutatis mutandis*, and gender analysis are taken seriously, it can only lead to essential reviewing of traditional theories and postulates in both traditional political theory and IR. One should be

⁹ Mary E. Hawkesworth, “Knowers, Knowing, Known: Feminist Theory and Claims of Truth”, *Signs* 14, no. 3 (Spring 1989): 533-556, (536).

¹⁰ Carol Gilligan (1982), *In a Difference Voice*, (Cambridge, Mass.: Harvard Press) initiated numerous questions regarding the way in which the biased gender postulates influenced scientific methodology and creating of theories.

¹¹ Denial that women can be fully rational actors has a long history. Aristotle believed that, based on biology, he can prove that women were both intellectually and physically inferior compared to men as well as that they are able to discuss but not make valid decisions.

reminded that feminism is a view of the world which investigates how gender is socially constructed producing subjective identities by which we see and learn about the world.¹² For feminists, the world is completely shaped by gender meaning and cannot be learned in any other way but through gender perspective. That is why there is no gender neutral notion of the world.

Feminists questioned the state and centric analysis of (in) security and conflicts especially its overlooking of gender dimension, non-state actors and everyday life. The first feminist analyses turned to “women’s everyday life”: where they are, what they do, how they are perceived by smaller and wider communities etc. Cynthia Enloe spoke of important although ignored roles of women in state administration and military. Feminists also drew attention to absence of women from managing positions and economy. With more and more frequent realizations of faults and limitations in equalizing biological sex and gender, “the second generation” of feminists shifted focus on gender during the 1980s. According to the wide-ranging determination, gender is socially constructed system of symbolic meaning which creates social hierarchies based on perceived associations of male and female characteristics. Thus, the question changed from whether there are women in state structures to how male and female characteristics configure hierarchies and power relations. Soon, they showed in their researches a distinct connection of male characteristics (however they are locally determined) and power and authority while female characteristics were associated to weakness and passivity. Although some feminists believed that it was possible to change gender relations supported by state; a great number of them showed how politics and programmes for empowerment of women and transformation of gender relations in political and development plans, actually, reinforce gender hierarchies and women’s subordination.¹³

Abundant variety and facing different feminist discourses – liberal, radical and post modern may be seen both as a strength and weakness regarding the level of contribution feminism gives to the IR theory and *mutatis mutandis* security studies. Diversity can be the strength since the feminist critique is based on different segments of different disciplines and introduces reflexive attitude about the meaning of feminism and dangers of making the postulates

¹² V. Spike Peterson (1991), “The Radical Future of Realism: Feminist Subversions of IR Theory,” *Alternatives*, 16, 1, pp. 67-106.

¹³ Lowe-Morna, C. L. (ed) (2004), *Ringling up the Changes: gender in southern African politics* (Johannesburg: Gender Links); Meyer, M.K. & E. Prugl, eds., (1999), *Gender Politics in Global Governance* (Oxford: Rowman and Littlefield); Gouws A., (2005), “Shaping Women’s Citizenship: Contesting the boundaries of state and discourse”, in A. Gouws (ed) (*Un) thinking Citizenship* (Cape Town: UCT Press).

generated from the feminists themselves universal. Diversity can be a weakness because it can lead to simplification of discussion by treating all “feminisms” as one and unique and in that way wrongly interpret feminists contribution to discourse of human security and security studies in general.

Nevertheless, epistemological, methodological and analytical discussions about gender referent object of security pointed out to certain limitations of the feminist approaches. More specifically, too much space was given to empirically focused, theoretically infirmly based researches which combined different approaches and over treated concrete issues: sex trafficking from the East to the West (Pickup, 1998; Petersen 2001; Berman 2003; Jackson, 2006);¹⁴ rape and sexual violence as instruments of war (Rogers 1998; Stanley, 1999; Hansen, 2001; Denov, 2006);¹⁵ women and children soldiers and violence against opposite sex in war and peace (R.C. Carpenter, 2003, 2006; Alison 2004; Sjoberg and Gentry, 2007),¹⁶ etc.

Feminist IR theories were principally profiled and determined in opposition to the leading IR theories not only through criticism of the leading theories but they were also constituted as the “parallel theory” that explored the issues these theories¹⁷ were not interested in. Due to specific topics that became subject of discussion and research, in time, “the feminist IR theory” was constituted as a kind of IR sub-discipline with accompanying academic confe-

¹⁴ Fracine Pickup, "Deconstructing Trafficking in Women: the Example of Russia", *Millennium*, 94:4, 1998, pp. 995-1021; Karen Lund Petersen, "Trafficking in Women: the Danish Construction of Baltic Prostitution", *Cooperation and Conflict*, 36:2, 2001, pp. 213-238; Jacqueline Berman, "(Un)Popular Strangers and Crisis (Un)Bounded: Discourses of Sex-trafficking, the European Political Community and the Panicked State of the Modern State", *European Journal of International Relations*, 9:1, 2003, pp. 37-86; Nicole Jackson, "International Organizations, Security Dichotomies and the Trafficking of Persons and Narcotics in Post-Soviet Central Asia: A Critique of the Securitization Framework", *Security Dialogue*, 37: 3, 2006, pp. 299-317).

¹⁵ Jane Rogers, "Bosnia, Gender and the Ethics of Intervention in Civil wars", *Civil Wars*, 1:1, 1998, pp. 103-116; Penny Stanley, "Reporting on Mass Rape in the Balkans: *Plus Ça Change, Plus C'est la meme Chose?* From Bosnia to Kosovo", *Civil Wars*, 2:2, 1999, pp. 74-110; Lene Hansen, "Gender, Nation, Rape: Bosnia and the Construction of Security", *International Feminist Journal of Politics*, 3:1, 2001, pp. 55-75; Myriam Denov, "Wartime Sexual Violence: Assessing a Human Security Response to War-affected Girls in Sierra Leone", *Security Dialogue*, 37:3, 2006, pp. 319-342.

¹⁶ R.C. Carpenter, "Women and Children First: Gender, Norms, and Humanitarian Evacuation in the Balkans 1991-1995", *International Organizations*, 57:4, 2003, pp. 661-694; Miranda Alison, "Women as Agents of Political Violence", *Security Dialogue*, 35:4, 2004, pp. 447-464; Laura Sjoberg and Caron E. Gentry (2007), *Mothers, Monsters, Whores: Women's Violence in Global Politics*, (Zed Books, London).

¹⁷ Sandra G. Harding, (1986), *The Science Question in Feminism* (Ithaca: Cornell University Press); J. Ann Tickner, "You Just Don't Understand: Troubled engagements between feminists and IR theorists," *International Studies Quarterly* 41, no. 4 (1997); Annick T.R. Wibben, "Feminist International Relations: Old Debates and New Directions", *The Brown Journal Of World Affairs*, Winter / Spring 2004, Volume X, Issue 2, pp. 97-114.

rences and panels, specialized magazines and publishing houses, sections in professional organizations etc. In synergy with older feminist peace studies,¹⁸ the feminist IR theory became an equal rival to the *mainstream* IR theories.

Feminists do not speak unanimously when they intercede for introducing gender analysis in the IR theory and especially in the security studies. From the feminist empiricism presented in the papers of Lourdes Baneria and Rebecca Blank, post modern approach to war by J. Bethe Elstein, empirical research of Judith Stiehm about women in the American Army to epistemological texts of Adrienne Harris and Ynestra King, not forgetting the book written by Sharon MacDonald, Pat Holden and Shirley Ardener (1988) dedicated to women's perspectives on war and peace, warfare and violence throughout history and present, the feminists contributed to the IR theory with new and fresh insights.¹⁹

The common starting point of these different feminist streams is research imperative that study of international relations must be conducted as to identify and explain social stratifications and inequalities in the global relations. Hence, the feminists attack the very core of the IR theory. It was reserved for men just as the prevalent interpretation of the state is shaped by men's analyses and experiences. From these insights, feminists derive their general attitude about the gender that is simultaneously something we should perceive and a lens through which we should observe the world. For example, apart from Keohane's affirmative presentation, feminists objected his view of feminism as a subject that should be studied instead of studying IR through feminist eyes.

Research of social construction of femininity and masculinity uncovers power relations where women, as a social category, are typically insufficiently represented and gender difference is politicized.²⁰ Gender identity and difference is contested, questioning and manipulated construction. It is used to justify, explain and support traditional approaches to international politics and international relations theories. As a response to this, feminist writers tried to investigate unequal gender relations present in the state systems and estimate implications of the fact that men have reserved places both in public life of a state and international politics.

¹⁸ More about it: Elise Boulding, "Women's Experiential Approaches to Peace Studies," in *The Knowledge Explosion: Generations of feminist scholarship*, Cheris Kramarae & Dale Spender, eds., (1992), (New York: Teachers College Press).

¹⁹ MacDonald, Sharon, Pat Holden, Shirley Ardener, eds. (1988), *Images of Women in Peace and War: Cross-Cultural and Historical Perspectives*, (Madison, WI: University of Michigan Press).

²⁰ Jan Jindy Pettman, "Gender Issues" in John Baylis & Steve Smith, eds., (2004), *The Globalization of World Politics*, (Oxford: Oxford University Press), p. 671.

Traditional theories about war and (in)security in IR were mostly focused on states, military power, diplomatic relations, political and economic forces. This extremely male approach is opposed by a female world of relations within a family, community and home and is considered not to belong to IR. Most theoreticians ignored the argument that international and especially state politics, war and peace are gender determined fields which need analysis from female point of view. Tickner believes that traditional IR theory emphasized states, state system and politically influential men who shaped and governed state's behaviour and participated in conceptualization of the world politics. Women's voices were not heard in issues of security, sovereignty and power. This led to exclusion of the relevance of individuals while trying to understand global political disputes and disagreements and reach some kind of global political harmony. Realists or liberals, their focus on rational state policy, military strategy and technology left aside security of individuals who appeared in analyses only as statesmen, leaders, military strategists and economic managers. Unlike this, feminists focused on (in)security of an individual and not state in the perspective of "human security" – an inclusive concept which embraces wide range of threats to individuals and their communities. They also spoke of possible alternative interpretation of human society primarily as a counterpoint to realists.

Most feminists have decidedly negative attitude towards realism and do not accept that realism could be acceptable theoretic position with any kind of improvements and adaptations. For them, realism is primarily "elitist", "western", "macho" and artificially suppresses women's interests as well as their criticism of war.²¹ For realists, men are, as fighters, actors of state's security and therefore legitimate ones. According to feminists, this treatment determines women as non-fighters and, as such, they are an object not a subject of security – they are protected and do not protect. According to Ann Tickner's words: "Women's role in national security was undetermined: *defined as objects that are protected by the state and its men, women had little control over conditions of their protection.*"²² Tickner believes that realism is an heir of the long tradition of thoughts that connect nationality and citizenship with military obligation and masculine characteristics. For a long time, the military security concept shaped determination of the national security which is getting more and more overcome and dysfunctional due to

²¹ Blanchard, E (2003), "Gender, International Relations, and the Development of Feminist Security Theory", *Signs*, 28:4, 2003, pp.1-13, (3); Tosh, John (2004), "Hegemonic Masculinity and the History of Gender", in S. Dudink, K. Hagemann and J. Tosh (eds.), *Masculinities in Politics and War* (Manchester: Manchester University Press).

²² Tickner, *Gender in International Relations*, p. 28.

strengthening instead of diminishing insecurity of individuals and their natural surroundings. Reaching peace, economic justice and ecological sustainability is inseparable from gender equality project.

However, as most of other feminists, Tickner is equally critical towards liberal tradition focused on market economy and based on male experience due to its atomistic individualism and instrumental rationality. Liberal and greatly economic perspective treats gender and gender equality regardless of the issue of sovereignty, power and state. Still, as soon as women and gender issue are introduced to a dispute, one must include the issue of human rights, poverty, migration and health protection. Therefore, instead of marginal consideration of gender, one needs to introduce a new paradigm which questions ontological and epistemological basis of traditional IR theory in order to replace it with different normative scope which will identify “where women are” and why they and feminized men are discriminated as unequal in power relations. In this respect, the gender analysis advocates deny normative postulates lying in the basis of the dispute between realists and liberals.

It is a general notion that, due to gender based power relations women are those who pay disproportionately great price of war. This should not be seen as intrinsic presentation of women’s identity as an “eternal victim” in conflicts but as female *experiences* from conflicts and post conflict, i.e. transitional period that differ due to power relations and have not been accepted enough. These experiences direct us to the necessity of *gender justice* as a protection of human rights based on gender equality. Gender justice can be defined as: “Protection and promotion of citizenship, political, economic and social rights on the basis of gender equality. It requires rights to be seen from the gender perspective and estimation of exercise and obstacles to exercising of these rights by women, men, girls and boys and acceptance of gender sensitive strategies for their protection and promotion.”²³

Feminists accepted the concept of human security with great enthusiasm because it included gender as an important factor.²⁴ On the one hand, human security concept recognized female security experience as different from the male one. Therefore, with additional differences in classes, castes

²³ Pam Spees, "Gender Justice and Accountability in Peace Support Operations", *International Alert*, February 2004); Nahla Valji, "Gender Justice and Reconciliation", *Dialogue on Globalization, Occasional Papers*, N° 35, November 2007, Berlin, <<http://library.fes.de/pdf-files/iez/05000.pdf>> visited on 30.09.2011.

²⁴ Hudson, Heidi (2005), "'Doing' Security as though Humans Matter: a feminist perspective on gender and the politics of Human Security", *Security Dialogue*, 36, 2, pp. 155-174; Newman, Edward (2010), "Critical Human Security Studies", *Review of International Studies*, 36, pp. 77-94; MacLean, S., D. Black and T.M. Shaw (eds.), (2006), *A Decade of Human Security: global governance and new multilateralism* (Aldershot, UK: Ashgate).

and cultures, female notions of security and power are different. On the other hand, women are generally considered to be more pacific than men in their approach to internal and potentially international conflicts. They are more prompt to compromise while solving disputes and believe, less than men, that armed force is necessary or appropriate.²⁵

Human security can be more accurately determined as a complex and multidimensional concept which is: *comprehensive* (due to its dealing with full scope of human security); *multi-sectored* (different interventions in development, protection of human rights and security through programmes and projects); *contextual* (relies on personal perception of people about their fears and vulnerability which differ in various social and cultural context); and *participatory* (counts on connectivity, partnership and synergy of different actors in strengthening people to arrange their security environment). Such a wide and holistic notion of security implies acceptance of individuals and communities in realizing their own security.

It seems that definition and the scope of the term “security” is a very important issue regarding formulation of this new dispute within IR. The meaning of this term became essential considering goals, practices and results of international identity and its expression by political means because definition of security emanates the theory about human nature which continuously expresses itself through massive violence by national states. Feminist project regards reconfiguration of classical notions of a state and imposes possibility of different ways of action and alternative interpretations of natural state. From the locus of security, feminist authors attempt to find new space for discussion not only about new ways of action but also about evaluation of problems we face.

In the context of human security doctrine, feminist authors address theoretical elaboration of new referent subject of security – women and marginal social groups and, in general, an approach which would go “upwards”. Such an approach gave priority to individual, lived experience, micro level and subjectivity since security was structurally and holistically determined in all levels of society – in accordance to multidimensional nature of human security – from personal and physical to economic, political, social, psychological, ecological, at home and at work. This approach also directed that we should not only “add” gender perspective to new interpretation of security but that it should saturate all important issues and supporting concepts of IR theory.

²⁵ Manchanda, R. (2001), "Redefining and Feminizing Security: Making a Difference in Security Policies", *Economic and Political Weekly*, 36(43), pp. 4100-4107.

Feminist authors “introduce women” in the alternative security analysis; they question male supremacy²⁶ and female inactivity as the consequence of gender inequality. Analyzing traditional myths about male and female gender roles Jean Bethke Elshtain abstracts two dominant myths – “a man as a warrior” and “a woman as a beautiful soul”, i.e. “a woman who gives life” and “a man who takes life”.²⁷ In traditional feminist dealing with *identity politics* which turns to numerous pervading and overlapping identities instead of easily criticizing masculinity and glorification of soldiers, Elshtain shows direction of male and female identity constructions regarding war and stresses that the gender roles that define our identity are so deeply widespread that we cannot reconstruct relations between men and women until we change our consideration about war. Elshtain thinks that, at first, we have to discard myths which help us maintain war. She emphasizes importance of developing “alternative pictures of citizenship” which would replace traditional pictures associated with citizen merits and values in military and patriarchal culture.

B. Friedan joins her analyses and considers connection between female stereotypes and growing global power of the USA and its security interests,²⁸ while Enloe further develops Betty Friedan’s insights within global context and focus on the way masculine public politics are realized by controlling women’s activities and affairs. This is in accordance to general orientation of feminists who are trying for decades to bring down false dichotomy between public and private which overshadows wider structures of an oppressive society.

Researching how governments narrowly ponder over national security and how post war reconstruction marginalized woman and how ideas of feminization were used for humiliation of male prisoners in Abu Ghraib, Cynthia Enloe uncovers militarism in its subtle and brutal aspects. Focusing on the “big picture” of international politics and little picture of complex everyday life of women and men, Enloe endeavours to recognize militarism in all its shapes.²⁹ Jean Bethke Elshtain³⁰ feels that it is necessary “to create social space by experimenting with others on degradation of given identities offering men and women a chance to share risk as citizens”.

²⁶ Pettman, J., "Gender Issues," in Baylis, J and Smith, S (eds.) (2001), *The Globalisation of World Politics: An Introduction to International Relations*, (2nd edition), (Oxford: Oxford University Press), p. 583; Blanchard, E., "Gender, International Relations, and the Development of Feminist Security Theory", *op.cit.*, p. 2.

²⁷ Jean Bethke Elshtain, (1987), *Women and War*, *op.cit.* p. 4, 42, 151, 258.

²⁸ Betty Friedan, (1963), *the Feminine Mystique*, (W. W. Norton & Company, 2001).

²⁹ Cynthia Enloe, (2007), *Globalization and Militarism: Feminists Make the Link*, (Rowman & Littlefield Publishers).

³⁰ Jean Bethke Elshtain, *op.cit.*, p. 257.

Masculinity and hero archetypes are blended in hero archetype and bravery and strength are connected to violent aggression. One of the main reasons for difficult placing of women and gender on the agenda of human and environmental security especially in developing countries is preoccupation by patriarchal and “essential” tendencies within radical feminist paradigm. Therefore, modern feminists primarily started to break up “essential” approach to war, conflicts and violence according to which women are in their nature immanently non-violent and pacific and men violent and militant. Consequence of “essential” approach is that society treated violence twofold: it was negative (unauthorized) regarding women and positive (authorized) regarding men. Or, otherwise, as pacific, women are always civilian and do not participate in war and men are militant and participate in war as soldiers. This stereotype that connects women to peace relies on biology determinism which served in history to justify submission and discrimination of women in all parts of social life and their exclusion from political life. Early feminism criticized this prejudice as historical misstatement because femininity did not stop many women to support war directly or indirectly and militarism is a social construction which equally shaped both women and men. Many feminists bantered female adoration of uniforms or man as a hero at battlefield and interceded for women to think with their own heads and not their husband’s³¹. Women’s striving to be patriots yet feminine and men’s fear to be feminized explains how militarism became global and what is to be done to suppress it.

Feminism significantly widened and depend perspectives for introspection of problems of peace and security in modern world and showed how and how widely spread and distorted notions in global politics are socially constructed. It not only denied both realistic and liberal interpretation of international relations but also enriched research with topics for which there was no interest at all. Namely, while trying to enlighten hegemonic presence of elitist male normative ontology and epistemology, feminist gender theory tried to extend itself onto and include research of language, rituals, gender based relations of power as well as other fields which did not traditionally belong to traditional scope of IR theory. In this way, it established new paradigms, reinterpreted and denied dominant theory perspectives. Therefore, statement that feminist successfully synthesized the whole range of insights from different disciplines and such quietly prepared conditions for essential reorganization in IR.³² Thus, feminists succeeded in imposing gender analysis as legitimate in IR theory. They also pointed that the consequence of absence of gender analysis in international politics and economy and

³¹ David Caltright (2008), *Peace: A History of Movements and Ideas*, (Cambridge University Press, New York), p. 256.

³² Raluca Soreanu & David Hudson, "Feminist Scholarship in International Relations & the Disciplinary Emotion", *Millennium: Journals of International Studies*, Vol. 37, No. 1, 2008, p.143; Eric Blanchard, *op.cit.*

social sciences in general was greatly problematic and partial comprehension of war and national security.³³

C. Enloe,³⁴ J.B. Elshtain³⁵ and A. Tickner³⁶ left special trace in feminist approach to security studies and prepared feminist critique of international relations. These authors apply gender as analytical category and monitor connection between international relations (and their theoretic shaping) and manifold gender determinations. They placed people in primary level of analysis in security studies and international relations theory and not state, “national interest”, and “balance of forces” and emphasized primary role of women and their specific experiences narrowly determined by religious, cultural believes and custom practice.

The role of women in security issues was somewhat changed by contribution to two things: the first regards greater participation of women in military actions which is why their experiences and actions cannot be ignored anymore and the second regards the fact that women are acquiring better reputation and importance as international actors mostly in non-military sphere.³⁷ Including the non-military issues in security analysis – women ha-

³³ F.Halliday, "Hidden from International Relations: Women and the International Arena, *Millennium: Journal of International Studies*, 17, 3, 1988, pp. 419-428.

³⁴ Enloe, Cynthia (1980), *Ethnic Soldiers: State Security in a Divided Society*, (Penguin, London); — (1983), *Does Khaki Become You? The Militarization of Women's Lives*, (London: Pandora); — (1993), *The Morning After: Sexual Politics at the End of the Cold War*, (Berkeley: University of California Press); — (2000), *Manoeuvres: The International Politics of Militarizing Women's Lives*, (Berkeley: University of California Press); —, "Sneak Attack: The Militarization of U.S. Culture." *Ms. Magazine*, December-January, 15, 2001-2002; —, "Demilitarization - or More of the Same? Feminist Questions to Ask in the Postwar Moment." In Cynthia Cockburn and Dubravka Zarkov, eds., (2002), *Postwar Moment: Militaries, Masculinities and International Peacekeeping*, (Lawrence & Wishart, London), pp. 22-32.

³⁵ Enloe, Cynthia (1980), *Ethnic Soldiers: State Security in a Divided Society*, (Penguin, London); — (1983), *Does Khaki Become You? The Militarization of Women's Lives*, (London: Pandora); — (1993), *The Morning After: Sexual Politics at the End of the Cold War*, (Berkeley: University of California Press); — (2000), *Manoeuvres: The International Politics of Militarizing Women's Lives*, (Berkeley: University of California Press); —, "Sneak Attack: The Militarization of U.S. Culture." *Ms. Magazine*, December-January, 15, 2001-2002; —, "Demilitarization - or More of the Same? Feminist Questions to Ask in the Postwar Moment." In Cynthia Cockburn and Dubravka Zarkov, eds., (2002), *Postwar Moment: Militaries, Masculinities and International Peacekeeping*, (Lawrence & Wishart, London), pp. 22-32.

³⁶ Tickner, J. Ann, "You Just Don't Understand: Troubled Engagements between Feminists and IR Theorists", *International Studies Quarterly*, 1997, Vol.41, No 4, pp. 611-632; — (2001), *Gendering World Politics: Issues and Approaches in the post-Cold War Era*, (New York: Columbia University Press); — (1992), *Gender in International Relations: Feminist Perspectives on Achieving Global Security*, (New York: Columbia University Press); —, "What is Your Research Program? Some Feminist Answers to International Relations Methodological Questions", *International Studies Quarterly*, 2005, Vol.49, No 1, pp. 1-21.

³⁷ F. Halliday (1994), *Rethinking International Relations*, (Basingstoke: Macmillan), pp. 155-157.

ve a special place there – points out to female activism. This also designs research about female authorization as a mean for reaching security. Both eminent feminist and “alternative security approaches” connect security to “low” politics (opposite to “high” politics) thus showing that security does not mean only absence of threats and violent acts but practicing economic and social justice, i.e. inclusion of wide agenda of human security.

In order to dismiss comment about “making essential” referent security object, other feminists tried to go further from exclusive gender identity and included factors like ethnicity, race and class into constitution of identity as essentially rational concept. This widening of referent security subject aimed to show how women’s security problems were “privatized, marginalized and even concealed” and that it was not about underestimating the suffering of men soldiers but to point out that suffering and deaths of women were estimated differently.

The very stress on the diversity of gender constituted referent object brought into the feminist epistemology a necessity to prefer methodologies which turn to ethnographic style of individually oriented narration which is typical for anthropology, i.e. let subjects document their own experiences in their own way³⁸. This also created a problem of how to unite feminist insights about layered and different (individual) experiences without creating “bad infinity” for the theory, i.e. impossibility to consolidate these various experiences into any theory with its own identity. There is also a certain individualism theory, i.e. tendency to atomise identity which results in neglecting other issues like power relations. However, in spite of some possibly limiting changes in stress, gender theory undoubtedly contributed to IR’s ability to generate more comprehensive understanding of gender and acceptance of its importance in politics and global affairs.

Until ten years ago, peacekeeping operations under the auspices of UN did not have gender approach as a directive for their personnel. This was corrected by the UN Resolution 1325 (2000) dedicated to women, peace and security which appeals for gender issues to be included into all aspects of peacekeeping, peace building, prevention of conflicts, economic reconstruction etc. This goal was incorporated in the UN Action Plan within wider reform of the programme of peace building. Nevertheless, when we measure results of implementation of the Resolution 1325, we can see two kinds of circumvention. On the one hand, it is disputed because it contributed to mixing perspectives and plans – security before peace, security against human rights, liberal interpretation of gender, *gender mainstreaming* bureaucracy, notion of hu-

³⁸ Tickner, "What is Your Research Program?" Some Feminist Answers to International Relations Methodological Questions", *International Studies Quarterly*, 2005, Vol. 49, No 1, pp. 1-22, (19).

man security was limited by strategic developing politics etc. On the other hand, within the UN itself, there is a resistance of those who are against giving gender issues priority and would rather side track (or return) the General Secretary's Report about female participation in peace building to "ghetto of women's issues" which automatically means that they would have little or marginal importance instead of being recognized as one of important strategic orientations of UN Peace Building Programme. Yet, for the first time, notions like "women", "peace" and "security" are placed in interdependent relation and the same level of importance. The Resolution 1325 drew attention to necessity of gender analysis in peacekeeping treaties as well as in post conflict activities of reconstruction or distribution of humanitarian aid, or structure of the military and humanitarian personnel in peacekeeping operations etc.

Feminism gave great contribution to peacekeeping studies although it was critical to many authors within this corps of knowledge. This contribution could be summarized as follows: (1) it suggested widened definition of peace according to which there should be continuity among various types of violence; (2) emphasized different roles of women as well as marginalized groups in conflicts and peace; (3) it brought in our understanding of peace a gender dimension as a social and symbolic product that includes power relations; (4) it is responsible for accepting gender approach in IR as *sui generis*; (5) it gave numerous suggestions about how we should understand peace, war and post conflict transition; (6) encouraged us to create alternative visions of possible future without war and violence.³⁹

Feminist theoreticians of IR used alternative approaches in their analyses and brought new insights into this discipline.⁴⁰ Different streams within feminism enriched a dialogue in IR theory by exploring new possibilities for public discussion about issues that used to be dismissed as "private" or women's domain. This domain enables more complete understanding of communicative possibilities of IR especially in the light of existing domination of scientific posi-

³⁹ Elshtain, Jean Bethke (1988), "The Problem with Peace," *Millennium*, 17, 3, pp. 441-450; Cohn, Carol, "Sex and Death in the Rational World of Defense Intellectuals," *Signs*, 12, 1987, pp. 687-718, (711).

⁴⁰ Jan Pettman, (1996), *Worlding Women: A feminist international politics* (St. Leonards, NSW, Australia: Allen & Unwin); Christine Sylvester, (2002), *Feminist International Relations: An unfinished journey* (Cambridge, UK; New York: Cambridge University Press); J. Ann Tickner, *Gendering World Politics, op.cit.*; Marysia Zalewski and Jane L. Parpart, *The 'Man Question' in International Relations, op.cit.*; Jean Bethke Elshtain, (1998), *The King Is Dead*. (New York: Basic Books); ____ (1997), *New Wine and Old Bottles. International Politics at the Millennium*, (University of Notre Dame Press); ____, "Women and War," in *the Oxford Illustrated History of Modern War*. Ed. Charles Townsend. (Oxford Univ. Press, 1997), pp. 264-278; ____, "Women, War, Peace and Foreign Relations," in *Encyclopedia of U.S. Foreign Relations*. Ed. B. Jentleson and T. Paterson, (vol. 4) (Oxford Univ. Press, 1997), pp. 330-331.

tivism. Feminists are interested in changing focus in IR in order to more emphasize importance of communication at all levels including parentage, family and interpersonal relations. For feminists, this implies introduction of new types of communication which would not recreate patriarchal reality. At the same time, feminists try to situate interpersonal contexts (with reproduced dominant social relations) in studies of international politics. *Theoretically*, this widened discursive area of IR discipline.

Practically, within the process of “institutionalization” and “normalization”, feminists gave hand to authorities and joined different structures of government and non government sector. In this way, from a social movement and “social politics”, feminism became positive political force integrating itself in the political structures⁴¹. Many feminists realized that politics is a key domain where they can fight against rooted, gender based power relations that structure social and economic life, social interaction, social and political order especially for women from labouring class. Political actions should suppress practice of exclusion and discrimination in order to realize feminist goals of female equality in material conditions and political distribution of social wealth. Thus, modern feminism recognized continuous relevance of both history of feminism and essential importance of gender approach to overcome numerous dichotomies like private/public, domestic/international, science/politics, spirit/body, culture/nature, sense/sensibility, gender/sex, man/woman, external/internal etc⁴². What is common to these researches is the understanding of the necessity to overcome dichotomised way of thinking, to understand dichotomy pairs in relation and not antithetic relation in order to stop inequality and discrimination and recognize difference.

Conclusion

The feminist theory of IR and security theory within, can help articulate institutionalized vision of international relations in networking and stressing how and how much institutions can promote cooperation among orga-

⁴¹ Raia Prokhovnik, "Third Wave Feminism and Post "Post-Ideological" Politics?" ECPR workshop 3: "Working with Ideology in a "Post-Ideological" Age", ECPR Joint Sessions, Uppsala, 13 - 18 April, 2004.

⁴² In the line of these these W. Brown, I. M. Young and A. Jaggar researched sense/sensibility dichotomy; M. Gatens and E. A. Grosz sex/gender dichotomy; G. Lloyd, J. Butler and C. Battersby other aspects of body/spirit dichotomy; V. Plumwood and C. Merchant nature/culture dichotomy, Gilligan justice/worry dichotomy, C. Pateman private/public dichotomy, and J. Cocks (1989) examines how power relations operate in dichotomised way.

nized entities whether they are states or not. Such an analysis could include the question of who controls whom and under which circumstances. This is still an important issue for international relations although it does not cover a lot of important things in modern world especially because the states try to collectively consider consequences of interdependence. Feminist institutionalism theory considers under which circumstances human beings are able to act in agreement overcoming state borders and creating networks in order to reach common goals. Feminist project means to think critically about classical interpretation of a state and introduce a possibility of various forms of actions and alternative interpretations of a natural state. Thus, from the locus of security the feminist authors explore new areas for dispute about new ways of action and the new way of assessing current problems.

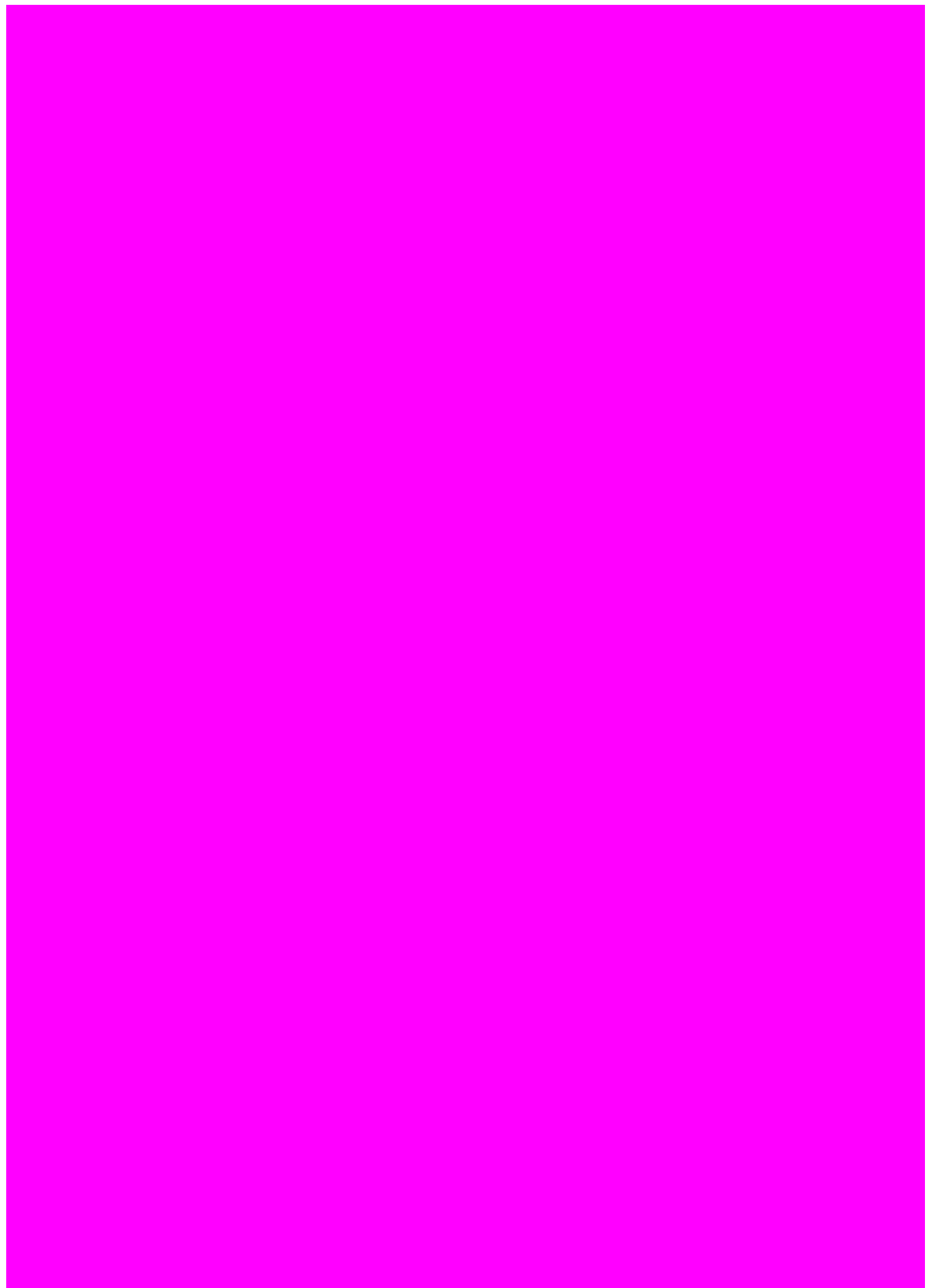
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II

UNSCR 1325 – INTERNATIONAL CONTEXT



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COMMEMORATING THE 10TH ANNIVERSARY OF THE UNSCR 1325 ON WOMEN, PEACE AND SECURITY¹

Abstract: The paper gives a retrospective on issues followed by the worldwide implementation of the UNSCR 1325, on additional resolutions regarding sexual violence in conflict, and on speeding up the National Action Plans adoptions. Special attention was paid to the adoption of these plans in the Western Balkans.

Key words: *women, peace, security, Resolution 1325, National Action Plan, conflict.*

Introduction

Ten years ago the unanimous passage of the UNSCR 1325 (2000) was an important milestone in sending a clear message to women affected by conflicts, about the international security community recognizing, that conflict affects women differently than men, and that women have to be not only protected in and after conflict, but also be an important part of conflict resolution and peace-building. The resolution calls relevant actors for action and making sure that women's rights are protected, respected and promoted in conflict and in peace.

The resolution calls the *States* to systematically address gender issues in Disarmament, Demobilization and Reintegration Programmes and provide capacity development to relevant actors on gender and conflict. *Parties to armed conflict* are urged to protect women from sexual and gender based violence, and to prevent impunity for war crimes against women. The *UN Security Council* is called to take into account that their decisions have an impact on women and girls and should consult and meet with women's groups their experiences and needs. The *UN Secretary General* has to ensure that country reports to the Security Council include relevant information on women. Women have to participate in peace talks as equals, in greater numbers and be more visible in UN decision making on peace and security.

¹ Presented at the international conference "Women in Security Sector – UNSCR 1325", held from October 13th to 15th, 2010 in Belgrade, and organized by the Strategic Research Institute of the Serbian Ministry of Defence and the Royal Norwegian Ministry of Defence.

The Implementation of UNSCR 1325 and the following resolutions

Despite its break-through importance the implementation of the UNSCR 1325 has been very slow. There have been many reasons frequently quoted behind that, such as lack of accountability, monitoring and reporting mechanisms, absence of clearly defined targets and indicators for measuring the progress, etc. Evidence supports weak implementation: UNIFEM study (2009),² for example, revealed that out of 21 peace agreements established since 1992 only a little more than two percent included women as signatories; less than six percent funds allocated by donors to the implementation of peace accords were earmarked for women; and women have been hugely marginalized in peace-building processes. Sexual violence against women in conflict zones such as Darfur and Democratic Republic of Congo recently horrified the world. Incidents of sexual abuse by UN peace-keepers deployed in Haiti, Liberia, Burundi and other places reminds of the huge importance UN system and international community has to pay to ensure proper protection of women in conflict and ending impunity in conflict and post-conflict settings.

In recognizing these and other implementation gaps of the UNSCR 1325, the Security Council passed several follow up resolutions: Resolutions 1820 (2008) and 1888 (2009) acknowledged that sexual violence in conflict in some contexts became a tactic of war. As such it requires adequate response by armed personnel as well as by judicial experts, in order to prevent impunity on such crimes. Resolution 1889 (2009) aims at improving the implementation mechanisms of the Resolution 1325 and calls for the indicators to measure the progress in the implementation.

National Action Plans for the Implementation of UNSCR 1325

In recent years there have been also attempts to speed up progress and demonstrate concrete steps States make in meeting their obligations under the resolution – through National Action Plans on UNSCR 1325. The Action Plans are seen as concrete tools to enhance accountability and a measure by which the states implement their obligations to women under UNSCR 1325. To date more than 20 countries all over the world adopted and have been implemented their Action Plans.³ They differ in many aspects and there is no single methodology

² Women's Participation in Peace Negotiations: Connections between Presence and Influence (2009).

³ The first Action Plan was developed in Denmark in 2005, five years after the SCR was adopted. The first AP in a conflict-affected country was developed in 2007 by Cote D'Ivoire. There is also a UN AP, the first developed for the period 2005-2007. The implementation of SCR 1325 has been an important issue also for the European Union and the Council of Europe, which have been taken pro-active approach to the SCR 1325 in past 5 years. Also multilateral institutions such as NATO or OSCE have been pro-active in advancing the implementation of SCR 1325. For example in 2009 NATO has launched their policy on "Integrating SCR 1325 and Gender Perspectives

how to develop and implement them. To be a useful and effective tool, they should meet certain minimum criteria such as providing a *comprehensive* approach to the implementation of UNSCR 1325, enhance *coordination* among the actors, *raise awareness* among stakeholders, and create *ownership* among those responsible for their implementation.⁴ An important element of the process leading to development of the NAPs is *inclusion of civil society organizations and experts*.

Gender advocates and experts also underline importance of quality of the NAPs in the sense that they should not simply track what has been done, but to assess the quality of actions and results achieved. “*Action plans must thus not be reduced to a means for integrating what a country is already doing on women, peace and security but a way of also drawing attention to the kinds and nature of the actions that each state is taking. An assessment of the quality and value of these actions may reveal whether they are supporting actions that are based on gender as a transformative analytical tool bringing about sustainable change.*”⁵

Conclusion

As the first in the Western Balkans, the Council of Ministers of Bosnia and Herzegovina adopted their Action Plan in July, 2010 and Serbia has been finalizing its National Action Plan. Other countries in the region expressed their interest either in developing their own plans or to update the existing national strategies and frameworks to reflect the commitments under the UNSCR 1325. Having experience and gathering knowledge from the implementation of UNSCR 1325 in past ten years, these Action Plans may significantly contribute to transformative change in policies and systems, which have not been originally designed to include women as an important part of “peace and security” agenda. UN Women, along with other development partners and international organizations will support national partners, including in Serbia, in this important endeavour and provide technical assistance as and where needed.

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in the NATO Command Structure Including Measures for Protection during Armed Conflict”, while OSCE has been focusing mostly on conflict prevention, crisis management and post-conflict rehabilitation (and actively supporting the development of NAP in Serbia, for example).

⁴ INSTRAW (2006): *Securing Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325)*.

⁵ Aisling Swaine (2010): *Assessing the Potential of National Action Plans to Advance Implementation of UN SCR 1325*, Working Paper No. 10-01, Transitional Justice Institute, p. 25.

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NATO AND UNSC RESOLUTION 1325¹

Abstract: The paper presents the implementation of the UNSCR 1325 provisions within NATO structures and worldwide operations. The concrete examples of this implementation are presented, with pointing out the cooperation with other international organizations in the field.

Key words: *NATO, UNSCR 1325, international organizations, public diplomacy.*

Introduction

The conference "Women in Security Sector" showcases yet another important issue on which Serbia and NATO cooperate closely within the EAPC² framework. Indeed, for years now, relations between NATO and Serbia have been marked by excellent cooperation in the areas of democratic, institutional, and defense reforms with Serbia joining the PfP in 2006, and agreeing its first Individual Partnership Programme with NATO last year.

The role of Serbian Ambassador to NATO, H.E. Dr. Branislav Milinkovic, has been invaluable throughout these efforts. Just recently, Serbia signed a Security Agreement with NATO, removing the final obstacle to the opening of the Serbian permanent representation at NATO HQ in the coming month. On one more occasion, Secretary-General Rasmussen has made clear his appreciation for Serbia's valuable partnership and his support for the country's integration into the Euro-Atlantic community.

I'm acutely aware of the various initiatives by the Serbian Government, NGOs, and think-tanks to strengthen the implementation of UNSCR 1325. Serbia is among the few countries which have pioneered in drafting the National Action Plan for the Implementation of 1325, and I congratulate you for the work on the Action Plan so far.

¹ Speech at the international conference "Women in Security Sector – UNSCR 1325", held from October 13th to 15th, 2010 in Belgrade, and organized by the Strategic Research Institute of the Serbian Ministry of Defence and the Royal Norwegian Ministry of Defence.

² Euro-Atlantic Partnership Council.

The Implementation of UNSCR 1325 within NATO

UNSCR 1325 is a landmark, legal and political framework. It highlights the importance of the participation of women and the inclusion of gender perspectives in the range of activities. Together with related resolutions it provides the overarching framework for us at NATO to demonstrate our commitment to the protection of women in conflict and women's empowerment and participation in post-conflict peace-building and reconstruction efforts. With NATO and its partners there is increasing recognition that women have a crucial role to play and special skills to contribute to dealing successfully with the security challenges of the 21st century. NATO has been engaged since 2007 with its partner nations in the implementation of UNSCR 1325 and its related resolutions. And in spring 2009, our Heads of State and Government at a Summit in Strasbourg and Kehl stated that, and I may quote, "NATO remained actively engaged with its partners in supporting the implementation of UNSCR 1325 with the aim of having a comprehensive set of measures in place by autumn 2010."

This has been our own call to action, and we have taken a pragmatic approach to turn this statement into reality. Let me share with you the results.

Our first step has been to look at NATO-led operations. NATO has currently a 150 thousand women and men engaged in operations from Afghanistan to center of our presence, to the Balkans, Kosovo, Bosnia, but also in Africa in support of the European Union and the African Union, and in support of other regional organizations, too. NATO is engaged in very different social and gender sensitive environments. We have made clear that the involvement of women in operations is crucial if you want to establish relationships and trust with civil society. It is important to ensure that women are present, women are active, women take decisions at all strategic, operational, and tactical levels.

So, what has been achieved? Let me give you some concrete examples. In September 2009, the military directive for the integration of the UNSCR 1325 and gender perspectives at NATO military organizations and operations, was issued to all NATO commanders, allied and partner nations. It includes measures for protection during armed conflict and standards of behavior for all NATO military personnel on NATO-led operations. The Directive paved the way for the deployment of NATO's first military gender advisors in ISAF HQ in autumn last year, complementing the network of national gender advisors already filled in some of the Provincial Reconstruction Teams in Afghanistan. They will soon be deployed in KFOR, too. Gen-

der advisors are also deployed at our permanent military headquarters in SHAPE³, Belgium, and Norfolk, The United States. Taken together, these measures have led to significant operational results, they have led to improvements in our mission effectiveness, and hence the protection we provided to the civilian population contributed to increase protection for our own armed forces. And they have allowed us to reach out more effectively to the local population. All this contributes to our main goal of building and maintaining sustainable peace and security.

In parallel, we have been looking education and training, one of the keys to changing mindsets, to changing behaviors. The NATO Defence College in Rome and the NATO School in Oberammergau engaged in this process which includes pre-deployment training for peacekeeping operations. And we are cooperating with other education institutions, such as the PfP Consortium of Defence Academies, and security studies institutes, as well as Geneva Centre for Democratic Control of the Armed Forces.

Internally, we are looking at our processes, mainstreaming the principles of UNSCR 1325 in NATO's everyday business – it's policies, programs, and documentation, all with the aim of gradually yielding a change in mindsets and behaviors so that consideration is given to the impact. To that end, relevant decision-making bodies have been given responsibility to take forward implementation in their own domains of expertise. UNSCR 1325 has thus found its place in key documents from the NATO HQ, Gender Balance and Diversity Action Plan, to the expert's report on NATO's new strategic concept.

In the spirit of the Alliance's comprehensive approach to security, we have engaged with other international organizations, such as the United Nations, the European Union, and the OSCE. The aim has been to identify where the NATO can add value with its own framework and its own competencies, by identifying synergies, areas for the exchange of the best practices and cooperation. And steps have been taken to engage with civil society.

We have also adopted the public diplomacy strategy, communicating through the NATO TV channel, our website, and digital outreach tools and engaging through direct exchanges and events aimed on building long-lasting relationships and partnerships. The media has a strong influence on the perception of the role of women in society, cultural, the military and public life, and we need to continue to engage to raise awareness of the issues, participation, protection, and prevention.

³ Supreme Headquarters Allied Powers Europe, located at Mons, Belgium.

Conclusion

To mark the 10th anniversary of the Resolution we are currently taking stock of our achievements over the past three years, and looking to the future to build on this foundation. As you can see, NATO has been active, and will remain engaged as we consolidate and expand our efforts together beyond this anniversary's year. Altogether, these measures have led to significant progress for the Alliance, improved our mission effectiveness, and enhanced the protection of civilian population in NATO's operation. However, more remains to be done in the coming years to ensure full implementation of the ideas behind 1325 in practical terms. One area I would like to highlight and suggest for your continued attention is the need for more accountability and monitoring of commitments at different levels, within nations, international organizations, but also within NGOs and civil society.

Ladies and Gentlemen, I have highlighted some of our significant successes in contributing to the implementation of UNSCR 1325. I hope that the 10th anniversary of this landmark resolution will provide an inspiration, for all of us, to contribute even more as an organization, as allies, and as partners.

Thank you very much, and I wish you a very successful conference.

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IMPLEMENTING THE UNSC RESOLUTIONS ON WOMEN, PEACE AND SECURITY IN SECURITY SECTOR REFORM: ARE WE GETTING IT RIGHT?

Abstract: The paper addresses the key principles activities on women, peace and security have to be based on, and the challenges and opportunities in implementing the UNSC Resolutions in the regional context, based on the main findings of the needs assessment on gender and security sector reform in Serbia, a joint initiative by the Belgrade Fund for Political Excellence (BFPE), the Belgrade Centre for Security Policy (BCSP), and the Geneva Centre for the Democratic Control of Armed Forces (DCAF), published in September 2010.

Key words: *women, gender, peace, Resolution 1325, security sector, Serbia.*

Introduction

The adoption of the four UNSCRs on women, peace and security, Resolution 1325 in 2000, Resolution 1820 in 2008, and consequently Resolution 1888 and 1889 in 2009, has demonstrated the commitment of the United Nations and the key actors in the Security Council, to vigorously address the protection and empowerment of women during and after armed conflict. While the adoption of this international framework is an important step forward, concrete measures to implement it on the regional and national level need to be increased. This is a particularly crucial undertaking for many of the countries in the Western Balkans region, facing a heavy legacy of armed conflicts and violence against women.

When translating the resolutions into practice, three fundamental considerations have to be born in mind:

- Local ownership, including civil society involvement;
- Oversight and accountability;
- Operational effectiveness and adequate security and justice delivery.

Ensuring local ownership, including civil society involvement

Ensuring local ownership, and particularly civil society involvement is an important aspect for any initiative related to the implementation of the resolutions on women, peace and security, including national and regional

action plans, but also any other activity and process related to security sector reform and governance. In many cases, it is because of external support that in a post-conflict or developing country, implementation of 1325 is placed high on the agenda - While support to such activities is necessary, it must be local actors who design, manage and implement them. Women's civil society organizations and organizations working on gender issues, are key local security actors whose participation can help ensure local ownership.¹

A good example of a locally owned process with significant civil society involvement, is the development of a National Action Plan (NAP) on UNSCR 1325 in Serbia. The process of drafting the NAP has been driven by the Belgrade Fund for Political Excellence since 2009, in close partnership with the Ministry of Defence. From the onset, UNSCR 1325 was also promoted by Women in Black, a Serbian NGO, in tandem with other local civil society organizations (CSO).

Another good example on how local CSOs can be involved comes from Bosnia and Herzegovina, where each week, representatives of the municipality are invited to come to a women's centre in order to answer women's questions and listen to their concerns. In planning the project, special efforts were made to ensure that the meetings would be held at times when women of the community had spare time from their duties. These meetings enable women to speak freely and directly to politicians, holding them to account. They have become so important that the platform is used by politicians themselves, recognizing that women are important actors in community and public decision making.²

Strengthen oversight and accountability

Ensuring accountability for implementation of the women, peace and security resolutions remains challenging. Many countries that have adopted NAPs find it difficult to ensure that the commitments made are implemented throughout the various ministries involved. In addition, the women peace and security resolutions do not necessarily demand a range of new accountability structures. It is thus very much an obligation of all implementing countries to establish strong oversight and accountability mechanisms. The bodies tasked with monitoring compliance with human rights and other legal obligations –

¹ Kristin Valasek, Security Sector Reform and Gender, Gender and Security Sector Reform Toolkit, Eds. Megan Bastick and Kristin Valasek, Geneva, DCAF, 2008.

² Megan Bastick and Daniel de Torres, Implementing the Women Peace and Security Resolutions in Security Sector Reform, Gender and Security Sector Reform Toolkit, Eds. Megan Bastick and Kristin Valasek, Geneva, DCAF, 2010, p. 9.

human rights commissioners, ombudspersons, parliamentary security committees, who exercise oversight of the security sector can be important partners to this end, provided that they assume this role already effectively.

In Serbia, the needs assessment on gender and SSR has found that the Committee on Security and Defence's performance has been affected by limited interest in and knowledge of gender issues. Moreover, its work has focused mainly on reacting to daily political developments and formal reviews of reports submitted by the police, military and security services rather than on pro-actively monitoring and evaluating gender and security sector reform.³ Human and financial resources clearly need to be strengthened, before the Committee can engage in systematic monitoring of the implementation of UNSCR 1325 and the NAP.

Empowering women in the security sector increases operational effectiveness and provides adequate security and justice delivery

Giving women an active role to play in the security sector is essential, not only to ensure equal rights of both women and men. Having both women and men involved in sector institutions makes institutions more efficient, and allow them to effectively respond to the different security needs of women and men. To say it with the words of Minister Dačić at the presentation of the needs assessment report on gender and security sector reform in the National Assembly in Belgrade, in September 2010: "Our chance of having a new image as a less repressive police service in the eyes of citizens has risen, since female officers have been part of the patrols".

Not only do women possess useful skill sets, in certain contexts their inclusion is not only desirable, but an operational imperative. In the context of peace and stability operations, notably in Iraq and Afghanistan, women officers contributed substantially to widening the net of intelligence gathering, performing the cordon and search of women, and assisting in the aftermath of sexual violence.⁴

While many initiatives on women, peace and security have incorporated these key considerations, a number of constraints remain. These include tackling the limited access of women to senior management positions and operational posts, integrating gender in training and

³ Sonja Stojanović and Kathrin Quesada, Eds., *Gender and Security Sector Reform, Needs assessment in Serbia*, BCSP-BFPE-DCAF, 2010, p. 44.

⁴ Kristin Valasek, *Security Sector Reform and Gender*, Gender and Security Sector Reform Toolkit, Eds. Megan Bastick and Kristin Valasek, Geneva, DCAF, 2008.

education for all staff in security sector institutions, and ensuring that sufficient funds are allocated to implement such activities. Some challenges identified in the regional context, are:

- Ensuring high level political support and buy in by women and men
- Creating systematic and long term initiatives on UNSCR 1325
- Increasing data gathering and research
- Strengthening communication and cooperation between gender and security actors

Ensuring high level political support and buy in by women and men

The 10th anniversary of UNSCR 1325 has heightened the interest of high level politicians to promote the implementation of the UNSC Resolutions on women, peace and security. In the Western Balkan region, there is a specific momentum with Bosnia and Herzegovina having adopted the NAP, and Serbia being about to. High level participation in the public launch of the needs assessment report on gender and SSR in September and the conference on women in the security sector in October, has demonstrated this will. While support on the highest levels is indispensable, it necessitates operationalization and translation into concrete and tailored initiatives to sustainably strengthen women's participation in the security sector. As women and men bring different security needs and perceptions to the table, such efforts needs strong buy in by both. All too often, the resolutions are still seen as a women's issue only.

Creating systematic and long-term initiatives on UNSCR 1325

While there have been numerous initiatives on UNSCR 1325, many of these have not led to lasting institutional changes necessary to empower women in the security sector – the need is for sustainable, comprehensive change across all parts of the security sector, beyond awareness raising and fragmented events and projects.

The increasing number of women in the armed forces and police in a number of countries in the region is a very positive development against this backdrop. In Serbia, the Military Academy is open to women since 2007 and counts around 20 percent female students today. Sustainable initiatives, however, need to be institutionalized and systematic and also look into aspects of retention and promotion, and invest in the establishment of adequate structures, support mechanisms, such as gender units and female staff associations.

The needs assessment on gender and SSR in Serbia found that women and men now benefit from equal conditions for admission to professional military

service, and the same dress code and equal pay, at least in theory. In practice, however, there are cases in which internal regulations practically prevent women to access certain posts. One example concerned the post of defence attaché, where regulations stipulate that a candidate must be “married with a wife” (“ozenjen”) and live with his wife and family while serving abroad.⁵

Increasing data gathering and research

The above example illustrates how crucial data and information is, in order to gauge if and how gender has been integrated in security sector institutions and processes to date. Gathering baseline information, something to measure against and monitor progress, is an important tool to implement the resolutions on women, peace and security in the long run. Ensuring that initiatives to implement them have a direct impact requires clear, measurable, context-based and gender-sensitive indicators. In many post conflict and developing countries, however, information is scarce, or difficult to access. Other times it is not useful for the purpose of monitoring the integration of gender in SSR. In the Serbia needs assessment, for example sex-disaggregated statistics were not available for all institutions evenly. This is hardly surprising given that the maintenance of gender-related statistics only became obligatory after the Law on Gender Equality was adopted in December 2009. The establishment of a specific unit dealing with gender statistics within the Government’s Statistical Office is a very important step to ensure the systematic collection of sex-disaggregated statistics on the central level.

Strengthening communication and coordination between the gender and security communities

Traditionally, there is a lack of communication and coordination between women organisations on the one hand, and security institutions on the other, also in Serbia. Civil society organisations generally have become important actors in the security sector in the past two decades, but only have been acknowledged as such after the Milosevic regime was overthrown in 2000.⁶

Security institutions seem most open to cooperation with service-oriented CSOs that work with women victims, and to a lesser extent with rights-based advocacy organisations and think tanks. They are least inclined

⁵ Sonja Stojanović and Kathrin Quesada, Eds, Gender and SSR in Serbia, p. 76.

⁶ Sonja Stojanović and Kathrin Quesada, Eds., Gender and Security Sector Reform, Needs assessment in Serbia, BCSP-BFPE-DCAF, 2010, p. 55.

to cooperate with organizations that promote the interest of minorities and marginalized groups. The most common form of cooperation involving security sector institutions, are training activities for police and judiciary, such as workshops, conferences and seminars on topics related to gender based violence. On the other hand, CSOs rarely play a decisive role when it comes to policy discussions and decisions.

Initiatives like the needs assessment on gender and SSR, the conference on women in the security sector, and other similar activities provide space for dialogue and exchange, and help to bridge this gap. They are useful platforms to raise awareness on the inter linkages between gender and security, and to highlight some of the existing good practices, such as in Kragujevac and the Province of Vojvodina, where civil society, gender and security institutions have established regular and close communication and collaboration.⁷

Conclusion

Ten years after the adoption of the first UNSC Resolution on women, peace and security, many challenges remain. Initiatives to implement the resolutions in the long run need to be locally driven and inclusive in nature, involving civil society and ensuring strong support by women and men alike. Clear and measurable data is a precondition for monitoring and assessing if and how the institutions involved in implementation live up to their commitments. In the long term, institutional change can only happen if strong oversight structures ensure accountability of all actors involved. In addition, communication and cooperation between gender and security actors on all levels is a key requirement for success.

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⁷ For more details see Sonja Stojanović and Kathrin Quesada, Eds, Gender and SSR in Serbia.

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GENDER PERSPECTIVE WITHIN NATO

Abstract: The paper deals with mechanisms of implementation of UNSCR 1325 within NATO structures. Guidelines and means for implementation are described and explained, as well as multinational and innovative approach to implementation of gender mechanisms in Member States and Partner Nations.

Key words: *NATO, gender equality, UNSCR 1325.*

Introduction

Recognizing the important role women play in building peace and resolving conflicts, the United Nations Security Council adopted Resolution 1325 (UNSCR 1325) on 31 October 2000. This Resolution publicly recognizes the devastating impact war and conflict can have on women and children. It is the first Resolution of its kind, requiring parties involved in conflict to respect women's rights. It commits all United Nations (UN) member states, including all NATO Allies, to ensure that gender considerations are integrated into security work.

NATO guidelines and assets for implementation of UNSCR 1325

Since 2000, four related UNSC resolutions have also been adopted: UNSCR 1820 (2008), UNSCR 1888 (2009), UNSCR 1889 (2009) and UNSCR 1960 (2010). In its efforts to recognize these resolutions, NATO, with its Partners, has developed guidance that acknowledges that war and conflict often affect women and children more than men. As part of a wider international effort to break this historic inequality, NATO and its Partners have been working to protect women and children in its areas of operations and to increase the participation of women at every level in its policies and tasks through the following:

1. NATO/EAPC Policy,
2. Lisbon Summit Tasking,
3. NATO Committee on Gender Perspectives,

4. Bi-SC Directive 40-1,
5. NATO Action Plan,
6. Allied Command Operations (ACO) Gender Action Plan,
7. Allied Command Transformation (ACT) Plan to Implement UNSCR 1325.

Since the implementation of UNSCR 1325 intersects with the mission of different organizations within nations and also within NATO, NATO uses many means to promote and develop gender-related initiatives:

1. A task force of civilian and military staff in NATO Headquarters,
2. An ad hoc working group of interested Allies and Partners,
3. The NATO Office on Gender Perspectives,
4. An advisory committee of experts (NATO Committee on Gender Perspectives) tasked with promoting gender mainstreaming,
5. A working group led by ACO to assess means to further incorporate UNSCR 1325 into operational planning and execution,
6. Two Gender Advisers working at ACT since February 2010,
7. Gender Advisers working in ISAF and in KFOR, and
8. The Operations Policy Committee (OPC) in ISAF and KFOR format that works on the NATO action plan to mainstream UNSCR 1325 into NATO-led operations and missions.

NATO/EAPC Policy

NATO and its Partners' active commitment to implementing UNSCR 1325 resulted in a formal NATO/Euro-Atlantic Partnership Council (EAPC) policy on "Implementing UNSCR 1325 on Women, Peace, and Security" in 2007. A revised NATO/EAPC policy and supporting implementation plan were approved in July 2011. The policy is reviewed every two years through the Political and Partnerships Committee and approved by the North Atlantic Council. The Secretary General's annual report on implementation of the policy will be issued to the public in the fall of 2011.

Although the NATO/EAPC policy is the overall framework for the implementation of UNSCR 1325 and related resolutions by NATO and its Partners, the policy should be viewed in the context of NATO's wider policy objectives of enhancing security and stability. In order to achieve these goals, the principles of the resolution must become an integral and complementary part of NATO's corporate identity -- in the way it plans and conducts its everyday business and organises its civilian and military structures. Since inclusion of these principles is a recognized element for the success of missions and operations, they must be integrated into all relevant aspects of NATO-led operations and missions.

The NATO/EAPC policy is supported by an Implementation Plan, which provides the overall framework for NATO's practical implementation of the resolutions with its Partners. It identifies goals, concrete actions, action authorities, measurements for progress, timelines and status of work. Taking into account the four U.N. pillars for UNSCR 1325 (prevention, protection, participation, and relief and recovery), the Implementation Plan is based on a practical approach and draws upon internal and external resources to NATO. It builds on six tracks: 1) mainstreaming UNSCR 1325 in policies, programmes and documentation; 2) cooperating with International Organisations, NGOs and civil society; 3) operations; 4) education and training; 5) public diplomacy; and 6) national initiatives:

1. Mainstreaming in policies, programmes and documentation means the inclusion of UNSCR 1325 and related resolutions in NATO's everyday business at all levels. The aim is to yield a change in mindsets and behaviours, so that consideration is given to the impact and benefits of the resolutions in the daily work of the NATO organisation, its staff and committees. To that end, relevant decision-making bodies are responsible for taking forward the implementation of the NATO/EAPC policy in their own areas of expertise.

2. Cooperation with international organizations and civil society is in the spirit of the Alliance's comprehensive approach to security. In that framework, initiatives are undertaken to engage with other international organizations, non-governmental organisations and civil society on the implementation of UNSCR 1325, including exchanges of information, best practices and expertise, as well as practical cooperation.

3. Effective integration of gender perspectives in operations has demanded a comprehensive and robust policy. Following approval by the North Atlantic Council of the NATO/EAPC policy in December 2007, Bi-SC directive 40-1 was issued in September 2009. In addition, Heads of State and Government approved a concrete NATO Action Plan on mainstreaming UNSCR 1325 into NATO-led operations and missions in November 2010. This Action Plan addresses the contributions of both NATO entities and Nations to NATO-led operations and missions.

4. Education and training is an essential tool to raise awareness of UNSCR 1325 for civilian and military personnel, and to contribute to the effectiveness of operations and missions. Support is provided to nations to help them implement UNSCR 1325-based programmes and to complement existing programmes, as well as to NATO International Staff through the Executive Management Training and Development Services. Education and training is also an essential key to fostering changes in mindset and behaviour.

NATO and national education and training programmes, including pre-deployment scenario-based training and defence reform efforts, can provide valuable contributions to assist in achieving those goals. The development of such programmes is a long-term investment.

5. NATO has adopted a public diplomacy strategy, taking into account the strong influence of the media on the perception of the role of women in society, culture, the military and public life. The main goals are to: raise awareness of NATO's policies on gender mainstreaming in its structures, operations and programmes, and to reinforce the Alliance's message of commitment to implementing the principles of UNSCR 1325 and related resolutions. To that end, the strategy has a dual approach: 1) communicating through the NATO TV Channel on Internet, the NATO website and digital outreach tools, and 2) engaging through direct exchanges, discussions and events to build long-lasting relationships and partnerships.

6. National initiatives are essential to success, including through the development and implementation of National Action Plans (NAPs) and other strategic national initiatives. The NATO/EAPC policy, its supporting military Directive and the NATO Action Plan on mainstreaming UNSCR 1325 in NATO-led operations and missions are also a framework to assist nations in adapting their national policies and programmes. Defence reform efforts are an important aspect of this process, including the promotion of women's participation in national armed forces.

Lisbon Summit

A 2010 Comprehensive Report on the NATO/EAPC Policy, produced for the Lisbon Summit in November 2010, details the implementation of UNSCR 1325 and related resolutions by NATO Allies and Partners. The Lisbon Summit Declaration specifically endorses the mainstreaming of UNSCR 1325 into NATO current and future crisis and operational planning, into Alliance training and doctrine, and into all relevant aspects of the Alliance's tasks. The EAPC will provide a progress report to the Foreign Ministers in December 2011 and at the next summit in Chicago in 2012.

NATO Committee on Gender Perspectives

NATO continues to promote gender policies through a special committee. Initially called the Committee on Women in the Armed Forces, it changed its name and terms of reference in the summer of 2009 to become the

NATO Committee on Gender Perspectives in order to formally support UNSCR 1325 and related resolutions. Within the International Military Staff, a Gender Perspectives Office was also established.

Bi-SC Directive 40-1

In the summer of 2008, the North Atlantic Council tasked the NATO Strategic Commands to provide a set of guidelines on the implementation of UNSCR 1325. This resulted in the Bi-Strategic Command Directive 40-1 delivered in September 2009 and issued to NATO Commanders for implementation, including training and education. Though the Alliance does not dictate measures or policies implemented at a national level, it is required that personnel deployed in NATO-led operations and serving within NATO structures are appropriately trained and meet required standards of behaviour. Arguably, the Directive is most notable for paving the way for the deployment of Gender Advisors to ISAF Headquarters from October 2009 onwards. Another key achievement has been the appointment of a number of Gender Advisors both in the field and at several Allied commands.

The directive's key concepts include:

- Striving for a representative workforce, expanding the role of women within the organization and missions at all levels,
- Consideration and implementation of measures to meet the needs of female staff members,
- Training staff on gender-awareness issues,
- Ensuring adherence to NATO's standards of behaviour.

While the implementation of the Directive has already demonstrated positive results in NATO-led operations, the Alliance recognises that mainstreaming gender perspectives and changing the behaviour of the organization, cannot happen overnight and requires a continuous effort by all Staff and members. With this in mind, it continues to evaluate and improve these measures.

NATO Action Plan

NATO drafted recommendations on mainstreaming UNSCR 1325 into NATO-led operations in the spring of 2010, the tenth anniversary year of the first Resolution, which were approved by Defence Ministers in June 2010. The NATO Action Plan for Mainstreaming UNSCR 1325 into NATO-led Operations and Missions was issued in November 2010. A bi-annual review of this plan was completed in August 2011. It covers a wide range of detailed

activities regarding issues such as: crisis management, operational planning and exercises; training and education for operational aspects; operational execution; and reports and reporting systems.

ACO Plan

Allied Command Operations (ACO) informal policies and the tasking from the Lisbon Summit culminated in the ACO Gender Action Plan in the summer of 2011. It tasks those within ACO to incorporate gender considerations in doctrine, directives, manning, education and training, operations and reporting. ACO is working to promote the role of Gender Advisors so that all current and future NATO-led operations have established positions at the appropriate level. Ideally, all nations would appoint full-time Gender Field Advisors, or as a minimum, employ Gender Focal Points at the tactical level to work with NATO's advisors in the field.

ACT Plan and Initiatives

Allied Command Transformation (ACT) began its work in gender in 2009 under the tutelage of the Deputy Chief of Staff Joint Force Trainer, Lieutenant General Karl-Heinz Viereck. Lieutenant General Viereck's vision resulted in the first ever Gender Advisors within NATO and his leadership culminated in the ACT plan to implement UNSCR 1325 and integrate gender perspective into all of ACT's work, particularly in the field of education and training. NATO tasked ACT to map existing education and training opportunities related to UNSCR 1325, incorporate UNSCR 1325 into existing NATO training, and provide recommendations for pre-deployment training. In February 2010, ACT made its first recommendations in these areas. Building on this work, ACT expanded on these tasks and developed a set of recommendations to promote gender perspective, which were approved by the NATO Nations in August 2010.

These recommendations provide a comprehensive plan to implement UNSCR 1325 and integrate gender perspective within all levels of NATO. They are designed to improve awareness and advance gender mainstreaming in NATO's military organizations. For example, the recommendations address the establishment of permanent Gender Advisor posts in the military command structure, the use of Gender Advisors, Gender Field Advisors and Gender Focal Points in NATO-led operations, the increase of women deployed on current operations, the increase of women in decision-

making bodies at all levels of the planning process, and education and training plans for all personnel.

ACT developed a gender awareness module for the ISAF predeployment computer based training course as of the fall of 2010. Currently, ACT is developing two complete computer-based courses for those deploying on operations. Other gender-related products include:

1. Lessons at all NATO Education and Training Facilities,
2. Modified curriculum at Centres of Excellence,
3. Training at NATO and Partner Nations' national military education and training institutions and partner training centres,
4. Modified curriculum for civilian predeployment training,
5. Accreditation of existing courses in gender,
6. Unclassified website to share best practices and information,
7. Establishment of gender centre of excellence,
8. Education events throughout ACT and briefs at various NATO and PfP meetings.

HQ SACT has been very active in promoting the spirit and intent of UNSCR 1325. Through a series of education events, briefings, and lectures at NATO Education and Training Facilities, the word is spreading throughout NATO. The Gender Advisors interaction with the international community has provided visibility to NATO's efforts. And the HQ SACT Gender Advisors have close relationships with the other groups within NATO HQ that are working on gender. Lieutenant General Viereck and Vice Admiral Carol Pottenger, the Deputy Chief of Staff for Capability Development, have been instrumental in these efforts. One of the biggest successes has been the addition of a permanent Gender Advisor position within the HQ SACT peace establishment structure.

Multinational and innovative approaches

In March 2011, Admiral Pottenger was directed by NATO Defence Ministers to lead a Task Force called "Building Capability through Multinational and Innovative Approaches." The Task Force mandate was to bring Nations together, and act as a matchmaker to cooperate in capability development, and thus enable NATO to meet the tasks set out in its Strategic Concept from the Lisbon Summit. The Task Force reported results to NATO HQ in early September; one of the over 40 multinational proposals was focused squarely on increasing opportunity for women in the Defence and Security sectors within the Alliance.

VADM Pottenger is heavily engaged in this effort to help women in NATO's armed forces and in defence and security government positions network, mentor each other, learn about successes and failures, and have the opportunity to share stories and build awareness regarding common challenges. One desired outcome is to help male and female leaders learn how to use their human capital to best recruit, retain and promote all who want to serve their nations, whether in uniform or in a business suit. VADM Pottenger hopes the initiative will build understanding that such activities can directly improve military readiness and military effectiveness, and help ensure that nations' defence and security sectors benefit from the best and the brightest that want to contribute. The Task Force mandate was to help the Alliance develop cost-effective military capabilities through multinational approaches. Helping nations to understand the potential of their women to serve in uniform and in the defence sector could not be more clearly tied to cost-effective military capability.

Role of Member States and Partner Nations

Bulgaria has stepped up as the lead nation for a proposal for an annual Training and Education Conference for Women in Security and Defence. There are NATO conferences to cover a vast number of focus areas and issues but none aims specifically to bring together women across NATO – and partner - defence and security organizations. The conference would begin a network and strengthen the collective voice and capability of women in NATO and partner nations. This will benefit contributing nations by tangibly investing in women in security and defence. It will further benefit nations by giving back to them better trained and educated women at all levels of their security and defence organizations.

As the proposal matures, it could include creating a Report on NATO and Partner “Best Practices” for gender integration and capability development. With 28 member nations and additional partner and aspirant nations, there exists throughout NATO a wealth of successful processes, programs, and practices about how improved gender inclusion has enhanced capability and provided new capability. A collection of these processes, programs and practices would benefit and inform member nations in the early stages of including women in their defence and security organizations.

Another outcome could be to establish a NATO Women in Defence and Security Advisory Committee (DASACO) to provide an independent voice to the Secretary-General on NATO and partner nations' efforts toward

gender integration. Such a committee could observe issues and challenges first hand, generate dialog amongst leadership and junior ranks, and make recommendations to enhance the opportunity for women to contribute.

Conclusion

While NATO has begun the slow process of changing mind-sets and behaviours and introducing gender perspectives throughout its operations and everyday tasks, more needs to be done to increase women's participation and opportunity. Within NATO, there are a number of projects and groups, formal and informal, aiming to achieve this. We must all work together to increase awareness of the Alliance's contribution to UNSCR 1325 and the visibility of the issue within the public eye. Having women participating at every level, offering the full range of perspectives to help prevent future conflicts and to protect women and children from some of the consequences of war is an important part of achieving this goal.

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GENDER AND SECURITY – OSCE ROLE

Abstract: It is impossible to think of the security issues in the global world today without a multidisciplinary approach which implies gender dimension, too. Security challenges and threats, their resolution through cooperation of the countries as well as through the civil society, cannot be effective and efficient without active cogitation of the causes and consequences they have, in particular those which are marginalized and excluded. Hence, constant reminding of the security gender dimension is the key task of all stakeholders, even the regional and international organizations.

Key words: *OSCE, gender equality, security, UNSCR 1325, security sector reform.*

Introduction

Organization for Security and Cooperation in Europe has a long-standing experience in the gender and security issues promotion. Equal opportunities between women and men are not just a democratic value but also the key issue in protection of human rights, safeguarding of peace and economic prosperity, in a word, the foundation of security and stability of all OSCE participating States.

By the Helsinki Final Act passed in 1975, the OSCE participating States stood up for a complex approach to the security issues through three key dimensions: political-military, economic-ecological and human dimension. All together, these three pillars of OSCE activity are used as essential tools for facing the security challenges in the world today. Within the scope of all three dimensions of OSCE, integration of gender perspective represents a constituent part of the democratisation process, reforms and peace keeping. Although it relies on the international legal and strategic gender equality framework, OSCE developed its own policies and measures in order to support the gender equality issue in 56 participating States. The most important documents which elaborate the issue of gender equality and security are: Ministerial Decision on Women in Conflict Prevention, Crisis Management

and Post-Conflict Rehabilitation, Ministerial Decision on Preventing and Combating the Violence against Women and Ministerial Decision on the Participation of Women in Public and Political Life. In order to ensure adequate and full implementation of the gender equality principle in all 56 participating States, in 2004 OSCE adopted Action Plan on Gender Equality which comprised all obligations of both the participating States and the very organization in regard of gender equality issues.

Key OSCE gender equality documents

The objective of Action Plan for the Promotion of Gender Equality is to ensure equal opportunities for women and men as well as to integrate gender perspective in the policies and practices of the participating States together with local partners who OSCE cooperates with in empowering women and creating the capacities and expertise in the area of gender equality. Action Plan provides for several key areas which are mandatory for the participating States and the organisation as a whole: apart to introducing gender perspective in all policies at all decision-making levels (gender mainstreaming), OSCE also creates adequate mechanisms for protection of the human rights of women, highlighting and strengthening the role of women in conflict prevention, post-conflict recovery and peace strengthening.

Ministerial Decision on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation MC-DEC/14/05 was passed at the meeting in Ljubljana, in December 2005. The Ministerial Decision especially underlines full and equal participation of women in conflict prevention, conflict resolution and peace building. It implies that the participating States have to ensure wider participation of women in decision-making on security issues and activities, as well as full implementation of the Security Council Resolution 1325 on women, peace and security. Among other things, Ministerial Decision MC-DEC/14/05 recommends the participating States to encourage training and educational programmes focused on the rights of women and girls, to share the experiences and best practices in order to involve women in peace initiatives and support their activities in peace-building and stability. OSCE participating States are called on to take the appropriate measures to empower women's organisations, particularly those engaged in building peace and trust, as well as to define specific policies which would encourage more active participation of women and women's organisations in conflict prevention, conflict resolution and post-conflict rehabilitation with special accent on the position of refugees and internally displaced women and girls.

Ministerial Decision on Preventing and Combating the Violence against Women MC-DEC/15/05 was also adopted in Ljubljana in 2005. This decision recognizes the violence against women as a constant threat to security of all OSCE participating States. As particularly vulnerable and targeted to violence, this Decision emphasizes the following groups of women: women and girls belonging to the national minorities, refugee and internally displaced women, migrant women, women living in rural or remote communities, destitute women, and women in detention, widows, elderly women, HIV positive women and women in situations of armed conflicts.

Ministerial Decision on the Participation of Women in Public and Political Life MC-DEC/7/09 particularly underlines the need that the participating States take the necessary measures in order to create equal opportunities for women and men in the security sector, including the armed forces, as well as to enable balanced recruitment, retention and promotion in service. The participating States are called to enable balanced contribution of women and men to peace initiatives, and to establish open and transparent processes which will enable full participation of women and men in the development of the security-related legal framework and policies.

All these decisions and initiatives are based on the international and OSCE standards, in the first place on the Convention on Elimination of All Forms of Discrimination against Women, the Beijing Platform for Action, *Security Council Resolution 1325* and other relevant international sources. The United Nations Security Council Resolution 1325 represents one of the most important international documents for complex approach to the security challenges in all three OSCE dimensions. This Resolution calls for all UN member countries to respect the human rights of women, not only in conflict situations but also during peace negotiations and in the post-conflict rehabilitation of the country. The Resolution especially addresses the unique effect of armed conflicts on women, as well as insufficiently used potentials of women as active participants in conflicts resolution and their contribution to sustainable peace.

To that effect, the OSCE participating States are called for adoption of special measures for protection of women and girls against gender based violence, especially in conflict situations and considering the needs of refugee and internally displaced women and girls. In post-conflict situations, particular attention should be paid to recognizing different needs of women and men former soldiers in the process of disarmament, demobilization and reintegration in the post-war society. This is an exceptionally complex problem considering the disturbed "traditional and socially desirable" gender roles of both men and women in peace in relation to conflict and armed conflict situations. The Security Council

Resolution 1325 offers an excellent base for formulation of special measures in order to increase participation of women at all decision-making levels in conflict prevention, management and resolution.

The implementation of UNSCR 1325 through OSCE programmes

Through its institutions and programmes, OSCE actively supports integration of gender issues in the security sector. The Security Council Resolution 1325 and its implementation at the local level represent a good framework for formulating such programmes and policies. Within its institutions, such as *Office for Democratic Institutions and Human Rights*, it conducts the programmes whose objectives are implementation of the processes which will integrate gender perspective in the security sector institutions as well as focus the attention of these institutions on the human rights of women and their particular vulnerability in conflict situations.

To that effect, Office for Democratic Institutions and Human Rights actively cooperates with all relevant actors, civil society and government institutions in their mutual networking and strengthening. The Office has actively promoted and enhanced the awareness on gender perspective integration in the security sector preparing educational materials and developing the tools which recommend and describe adequate measures for implementation of the Resolution 1325 principles and recommendations in practice. The purpose of ODHIR Programmes is to improve the recruitment process, retention and promotion of women in police and armed forces as well as to integrate gender perspective in the services operative planning.

The Gender Equality Section of the OSCE Secretariat is also very active in promoting the gender equality issues in the security sector and rendering support to OSCE Missions in the participating States in implementation of various activities in this field.

OSCE Mission in Serbia activities

During 2010 and 2011, the OSCE Mission in Serbia supported the civil sector in formulating the Guidelines for drafting the National Action Plan of Serbia for implementation of the Security Council Resolution 1325.

Police is on the first line of men and women citizens' security and it must be able to understand and efficiently respond to the needs of women and men. Since security needs of women and men are different, gender balance within the police staff represent an efficient strategy for successful response to these needs

and taking a comprehensive attitude in protection of the security of every man citizen and woman citizen. Since March 2009, the OSCE Mission in Serbia together with the Association of Police Directors in Southeast Europe (SEPCA) has worked on establishment of Women Police Officers Network (WPON). As the result of undertaken activities, a research on the position of women police officers in the SEPCA member countries was conducted. The research included the questions such as engagement and selection of women police officers, development of their careers, legislative and strategic framework. The report offers a series of recommendations about how to improve the support process to women police officers in promotion of their careers, acquiring additional knowledge and skills, education and training.

OSCE Mission in Serbia and the Belgrade Fund for Political Excellence organized three two-day seminars on gender dimension in the process of the security sector reforms in the course of 2010 and 2011. The seminars participants were the representatives of various government institutions: Ministry of Interior, Ministry of Defence, SIA, MSA, MIA, Ministry of Foreign Affairs, National Assembly, Ministry of Finance, Office of the Protector of Citizens, Gender Equality Council, Ministry of Justice, Academy of Criminalistic and Police Studies, etc. Topics of the seminars included acquiring the fundamental knowledge on the concept and principles of gender equality, gender perspective integration in public policies, relationship between the security sector reform and gender equality issue, and also practical work at listing priority areas in implementation of the Security Council Resolution 1325. All the seminars were realised within the project *Democratisation Processes Consolidation in the Security Sector* conducted by the OSCE Mission in Serbia with support of the Swedish International Development Cooperation Agency.

During 2011, the OSCE Mission in Serbia in cooperation with the Ministry of Defence and UN Women rendered support to publication of the National Action Plan on implementation of the UN SC Resolution 1325 in Serbian and English languages.

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GENDER EQUALITY: PERVADING VALUE OF INTEGRATION PROCESSES

Abstract: The paper gives a retrospective on the development of equal opportunities policy in the European Union. It investigates the path of development and the process of gender equality institutionalization as the specific and most developed form of the EU social policy. The milestones that destined the policy's path and course of development from the Treaty of Rome to the Treaty of Lisbon are identified. It shows how the institutionalization of the equal opportunities policy for women and men contributes to creation of the value system which underlies the EU. Also, it is a retrospective of the contribution the equal opportunities policy offers to the Europeanization process, producing the obligation for institutionalisation at the national level in the Member States as well as in those in the association process. Finally, the main constraints for development and institutionalisation of the equal opportunities policy for men and women in the EU are identified and possible future development trends are viewed.

Key words: *EU Equal Opportunities Policy for women and men, Europeanization, gender equality, human rights of women.*

Introduction

The European Union predominantly features two genuine characteristics. On one side, it represents a union which recognizes and praises the diversity of at least 27 socio-cultural, normative-political contexts. On the other hand, the EU emphasizes a tendency towards creation of a community featured by the unique value system, standards and rules, apart to its primary function of the single market. Two dynamics intertwine the EU life in all segments of its activity and through all institutions that formulate and implement the EU policy. In this article we pursue the equal opportunities policy for women and men as the part of aspirations towards creation of a unifying value system where the primary focus is placed on equality of two largest communities: men and women. We provide a review of the development of the

equal opportunities policy for women and men from the Treaty of Rome to the Treaty of Lisbon and try to identify the development points that determined further directions of the EU activity in the sphere of gender equality.

Milestones in Development and Institutionalisation of Equal Opportunities Policy for Men and Women in the EU

The first mentioning of equal opportunities is found in Article 119¹ of the first treaty of establishing the EU that defines the principle of equal pay for equal work. It is generally accepted that Article 119 of the Treaty of Rome is recognized as the first important achievement and legal setting for equality between women and men, therefore, the introduction of the gender equality principle in the European Community (EC) activity. However, it should be noted that the EC founders did not have in mind the principle of gender equality when they talked about "equal pay for equal work". Namely, this article was introduced under the pressure of France which included the principle of equal pay for equal work in its 1946 Constitution and was afraid of unfair competition by other European Community² Member States of that time. In addition to France, three more countries signatories to the Treaty of Rome, Belgium, Italy and West Germany had already signed and ratified the C100 Convention on Equal Remuneration of the International Labour Organisation³ of 1951, so they had to take the pressures of France seriously since they had already undertaken such declarative obligation. Therefore, under the pressure of four out of six countries signatories to the Treaty of Rome⁴ at that time, this article was adopted with the emphasis on the economic competitiveness and without any promotion of the human rights of women.

Until the 1970s, the equal opportunities policy for women and men remained a neglected area within the activities of the EC until two Belgium lawyers, Eliane Vogel-Polsky⁵ and Marie-Therese Cuvelliez, recognised the potential of this Article for advancement of the human rights of women and exposed the case of Gabrielle Defrenne before the European Court of Justice at two occasions, in 1971 and in 1976.⁶ This lady worked as a flight attendant for the Belgium

¹ The Treaty of Rome (*The Treaty of Rome*, 1956, 1957.), was not printed in *Official Journal*.

² Italy, Belgium, West Germany, Luxembourg and the Netherlands.

³ Convention concerning Equal Remuneration for Men and Women Workers for Work of Equal Value (Date of adoption: 29.06.1951, Date of coming into force: 23.05.1953.)

⁴ Luxembourg and the Netherlands were not the signatories to the International Labour Organization Convention.

⁵ Gubin Eliane avec la collaboration de Catherine Jacques, *Eliane Vogel-Polsky. Une Femme de conviction*, Institut pour l'égalité des femmes et des hommes, Bruxelles, 2007.

⁶ Defrenne v Belgium I, Case 80/70 [1971] ECR 445. Defrenne v Sabena II, Case 43/75 [1976] ECR 455.

Airline Company Sabena. Women flight attendants employed in this national airline company performed the same work-related assignments as men flight attendants but were paid less as long as 1966. Besides, men had special pension plans at the age of 55, while women had to retire at the age of 40 with the explanation that "man clients wanted to be served whiskey by beautiful young women", as stated in the argumentation of the company Sabena. In 1971, the emphasis of the complaint was on pensions and the European Court of Justice decided in favour of the national company explaining that the European Community was not yet ready to intervene in the domain of pensions and that the member states were entitled with the right to determine the retirement age independently, either differentiated or not with regard to gender. To that effect, Article 119 was not thought to be the grounds for intervention. Nevertheless, in 1976, when the stress of the complaint was placed on gender-related unequal pays, the European Court of Justice outspoken that Article 119 of the Treaty of Rome had a "dual function". Namely, the judgement rationale states that the primary goal of Article 119 has an economic character and that the Article provides for absence of the unfair competition within the community. On the other hand, according to the opinion of the Court, Article 119 has a social dimension, too, in other words this Article contains a social goal of the EC which is not exclusively an economic community but also has to ensure, by means of joint action, social progress and to search for constant advancement of the living and working conditions of its peoples, as emphasized in the Treaty preamble.⁷ By that judgement, "equal pay" became directly and indirectly the obliging principle for the Member States. This judgment also gave rise to interpreting this article in social terms, thus laying the foundations for development of the equal opportunities policy for women and men in the field of social policy.

The first report on the position of women and men in the European Community chronologically coincided with the aforementioned first judgement of the European Court of Justice in this field, which indicates the beginning of the discourse on unequal gender relation in the Member States, as well as forming a political atmosphere for improvement in this field. In the same period, the first directive in the field of equal opportunities for women and men was adopted and it concerned approximation of the laws of the Member States pertaining to application of the principle of equal pay for men and women.⁸ Adoption of the first directive was followed by adoption of the series of directi-

⁷ Case 43/75, 1976, ECR 455, paragraphs 8-10.

⁸ Council Directive 1975/117/EEC of February 10, 1975, on the approximation of the laws of the Member States relating to the application of the principle of equal pay for men and women (OJ L 45/19, 19.2.75)

ves dealing with the issues of equal opportunities policy for women and men. Up to today, the directives are still the basic empowerment instrument of the equal opportunities policy for women and men in the EU.⁹

The approach which was profiled by the equal opportunities policy for women and men from the adoption of Article 119 of the Treaty of Rome until the 1990's is defined in the literature as equal treatment.¹⁰ Such an approach is characteristic of the human rights discourse. Namely, according to the equal treatment principle, neither individual may have less human rights nor less opportunities than any other person. Despite the basically just idea, constraints of such an approach manifested very soon. At that time, the already regular reports of the European Commission on the position of women and men in the Member States indicated that unfavoured position of women had not changed regardless of the developed legislation in the sphere of equal opportunities for women and men. Equal treatment approach significantly contributed to the improvement of the rights and procedures in the domain of gender equality, but showed constraints in its influence on the outcome. Deliberation of the constraints of the equal treatment approach and its influence on the groups which are in the initial unequal position resulted in formulation of a new approach, so-called positive discrimination. This concept may be found differently formulated in literature, such as, for instance, affirmative action, benign discrimination, reverse discrimination, preferential treatment, quota system, positive action measure, etc.¹¹ The approach is focused on the positive outcome with the purpose to change the *status quo* situation i.e. it focuses on participation increase of the underrepresented group. This approach is visibly accented in the EU of the 1990's. It is particularly manifested through the EU soft measures. Whereas the first and second action programmes¹² are predominantly concerned with the strengthening of the existing legislation solutions in the field of equal opportunities, the third and fourth action programmes dating in the 1990's¹³ are focused on the increase in the number of women on the paid labour market. It has to be underlined that concurrently with adoption of the positive discrimination measures, the necessity for political action at several levels and through different spheres is re-

⁹ For the list of Directives, see section: Bibliography.

¹⁰ Rees Teresa, *Mainstreaming Equality in European Union: Education, Training and Labor Market Policies*, Routledge, New York, 1998.

¹¹ Đurić Vladimir, *Affirmative Action, International and Constitutional-Legal Aspects*, Institute of Comparative Law, Belgrade, 2007.

¹² Action programmes for promotion of equal opportunities for women (1982-1985) and Second medium-term programme of the Community for Women (1986-1990).

¹³ The third medium-term programme for equal possibilities for men and women (1991-1995) and the Fourth medium-term action programme of the Community for equal opportunities for women and men (1996-2000).

cognized. Namely, already the third action programme introduces for the first time the *gender mainstreaming* i.e. gender aware policy in the EU concept. The concept *gender mainstreaming* means that equal opportunities policy for women and men shall not be a management unit segmentary orientation; it will intertwine into all policies and all activity spheres of the European Union as the organisation with supranational features. This is the third and the most recent approach of the European Union in the domain of gender equality which is not in effect yet. The gender mainstreaming approach or adoption of the gender-sensitive policy was not to see the beginning of its application until the end of the 1990's, and would come in full swing only after 2000.

Introducing the principle of positive discrimination caused dilemmas in implementation by the Member States. Confusion in implementation and interpretation of the concept of affirmative action /positive discrimination measures was caused by the judgement of the Court of Justice of the European Union in the case *Kalanke vs. Freie Hansestadt Bremen*.¹⁴ Mr. Kalanke, who held a diploma in horticulture and landscape, was passed over for promotion in favour of a female colleague. He brought charges against the city administration for discrimination. The European Court of Justice rendered judgement in his favour defining the case as "inadmissible discrimination". Very soon, a new case followed by way of which the European Court of Justice additionally clarified the use of positive discrimination measures. In the case *Marshall vs. Land Nordrhein-Westfalen* from 1997,¹⁵ the secondary school teacher brought charges because he was deprived of promotion in favour of his equally qualified female counterpart. This time the Court clarifies that the state cannot guarantee the women an absolute and unconditional priority at employment and promotion merely on the grounds of sex, but the priority is given in the cases of equal appropriacy of a male candidate and a female candidate, their skill and professional performances. This judgement provides the frameworks for interpretation of the positive discrimination concept and comes at the right time. The Treaty of Amsterdam¹⁶ (signed in 1997 and came in force in 1999) sums up the assumptions and establishes the legal base for positive discrimination measures for the underrepresented gender. In addition to conserving Article 119 of the Treaty of Rome (becoming Article 141), it also raises the gender equality principle as the key principle on which the EC activity is based, which is reflected in the implementation of the gender equality principle in Article 2 (gender equality promotion as one of the principal tasks of the EC), Article 3, paragraph 2

¹⁴ *Kalanke v Freie Hansestadt Bremen*, Case C-450/93 [1995] ECR 3069

¹⁵ *Marschall v Land Nordrhein-Westfalen*, Case C-409/95 [1997] ECR 6363

¹⁶ Treaty of Amsterdam (OJ C 340, 10.11.1997.)

(elimination of inequality and gender equality promotion in all public policies of the Community *gender mainstreaming*) and Article 13 paragraph 1 (combating against discrimination beyond the employment sphere). Articles 2 and 3 facilitate formation of the institutionalized mechanisms for advancement of the position of women and gender equality promotion, while Article 13 offers the legal grounds for expansion of the sphere of gender equality implementation. Therefore, by the Treaty of Amsterdam, the promotion and empowerment of gender equality becomes the priority policy and one of the fundamental values of the EU Member States, safeguarded by the provisions of the Treaty on the European Community. New legal obligations are not introduced, but this treaty on establishment gives the wind in the wings to the social justice advocates.

Another important milestone of the 1990's in spreading the domain of the EU influence when human rights of women are concerned appeared with introduction of the third pillar based on the interstate collaboration (jurisdiction and internal affairs). The third pillar opened the possibilities to formulate and introduce the cooperation programmes with regard to the issues related to trafficking in women and violence over women. Exactly there lie the foundations of the programmes STOP¹⁷ and Daphne¹⁸ which deal with cross-border collaboration aimed at combating trafficking in women and combating family violence over women. It represents the essential thematic step forward relative to the women's rights. Until the Maastricht Treaty, the EUR activity focus in the gender equality domain was primarily on economic and marginally on social rights of women.

Since 2000, intensive efforts have commenced in order to create the basis for expansion of the activity domain in the field of human rights, which subsequently may be developed into the expansion of the activity domain from the equal opportunities policy for women and men toward wider approach for advancement of the human rights of women. Still, the optimism which could have been anticipated in the 1990's did not always have an adequate sequence at the beginning of the XXI century. The Treaty of Nice (2001, 2003) represented a failure of an attempt to improve the status of the equal opportunities policy. Namely, the proposal that the European Charter on Fundamental Human Rights¹⁹ from 2000 becomes a constituent part of the Treaty of Nice, making it a legally obliging document, remained unaccomplished.

¹⁷ Elman R. Amy, *Sexual Equality in an Integrated Europe*, Palgrave Macmillan, New York, 2007.

¹⁸http://europa.eu/legislation_summaries/human_rights/fundamental_rights_within_european_union/l33062_en.htm.

¹⁹ Charter of Fundamental Rights of the European Union 2000/364 (OJ C, 18.12.2000. and OJ C 83, 30.03.2010.).

Since 2000 up to date, the EU has confirmed its commitment to the principle of gender equality pursuing action programmes,²⁰ refinancing²¹ and establishing new subsidy programmes,²² presenting new and consolidating the existing directives. The real turning point in the opportunities for development of protection of the women's human rights is recognized in the Treaty of Lisbon (13.12.2007.).²³ Article 1.a of the TEU²⁴ affirms that "the Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights" and explains that the fundamental values of the EU are "non-discrimination, [...] and equality between women and men." Article 2 of the TEU²⁵ says that the EU shall combat social exclusion and promote equality between women and men. The provisions from Article 6²⁶ stipulate that the Charter of Fundamental Rights of the European Union becomes the part of the Treaty of Lisbon and has equal legal value as the Treaty of Establishing the EU.

This article opens a clear possibility of tackling a wide range of human rights not confined only to economic and social rights, which is a serious step forward to creation of the common EU value system based on respect for human rights. However, the provision from Article 6 (1) also clarifies that the provisions of the Charter shall in no case expand the EU competences beyond those defined by the Treaty of Establishing the EU, thus setting serious constraints to the Charter implementation, such as the explicit confiscation of the method of derived competences in the Court of Justice of the European Union.

²⁰ Communication from the Commission to the Council, the European Parliament, the European Economic and Social committee and the Committee of the Regions - A Roadmap for equality between women and men 2006-2010 {SEC(2006) 275} and Communication From The Commission To The European Parliament, The Council, The European Economic And Social Committee And The Committee Of The Regions. Strategy for equality between women and men 2010-2015, SEC(2010) 1079, SEC(2010) 1080.

²¹ Decision No 779/2007/EC of the European Parliament and of the Council of 20 June 2007 establishing for the period 2007-2013 a specific programme to prevent and combat violence against children, young people and women and to protect victims and groups at risk (Daphne III programme) as part of the General Programme Fundamental Rights and Justice (OJ L 173, 3.7.2007), p. 19-26.

²² Progress 2007-2013: <http://ec.europa.eu/social/main.jsp?langId=en&catId=327>.

²³ Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community, signed at Lisbon (OJ C 306, 17.12.2007.).

²⁴ Consolidated versions of the Treaty on European Union (OJ C 83/13, 30.03.2010.): „Article 1 (ex Article 1 TEU) (1), Article 2: The Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. These values are common to the Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail.”

²⁵ *Idem*: “Article 3 (ex Article 2 TEU): It shall combat social exclusion and discrimination, and shall promote social justice and protection, equality between women and men, solidarity between generations and protection of the rights of the child.”

²⁶ Article 6 (ex Article 6 TEU): “The Union recognizes the rights, freedoms and principles set out in the Charter of Fundamental Rights of the European Union of 7 December 2000, as adapted at Strasbourg, on 12 December 2007, which shall have the same legal value as the Treaties.”

In that context, the human rights of women could become one of the EU activity dimensions in conformity with the Treaties on EU, addressing the areas where the roots of gender inequality are hidden such as violence based on gender, trafficking in women, family violence, etc. Nevertheless, although the Lisbon Treaty creates the conditions for expansion of the human rights sphere, it remains rather insensitive to gender perspective. It does not contain any noticeable advances in relation to the previous measures for improvement of gender equality on the labour market, any mentioning of the reproductive rights of women, the issues such as abortion and contraception as the serious issues of the human rights of women regulated in very different ways in the Member States.

Finally, it should be mentioned that the equal opportunities policy for women and men has its important place in the admission process of new member states. All 13 directives in this field are subject to Chapter 19 of the negotiations – Social policy and employment, whereas the law in the field of equal opportunities for women and men is one of the most developed areas of social law. In addition, gender equality may be found among the priorities of the EU foreign policy activity.²⁷

Conclusion

Taking into consideration the institutional picture of equal opportunities for women and men we can notice that the EU takes a three-fold, structural approach in formulating and implementing the same, more precisely, the EU combines hard and soft policy instruments. On the one side, the EU obliges the Member States to observe the principles of equal opportunities for women and men by means of legislature, through primary and secondary legislature. Also, the equal opportunities policy for women and men is promoted through the documents that define the activity policy thus indicating which development courses are desirable in this domain for the Member States. In the end, the strategic activity directions which have not yet been fully integrated and institutionalized in the EU activity are strengthened by the decisions to finance the specific programs for improvement of the position of women and gender equality, thus clearly adding to the importance and prejudicating the aspiration towards institutionalisation of the basically feminist ideas. Such structural approach to the equal opportunities policy for women and men indicates the creation of the value framework which all EU Member States have to conform with and which concerns the principle of gender equality and therewith related women's human rights. If we understand

²⁷ The sixth strategic goal of the current action plan.

the Europeanization process as "yielding separate management structures which constitute political, legal and social institutions connected with resolution of political issues",²⁸ then we can conclude that the equal opportunities policy for women and men is an active actor in the Europeanization process.

Besides the review of the progress and development in this area, it is possible to review the main constraints in the previous development of this policy. The authors Ostner and Lewis²⁹ talk about two needle ears which the equal opportunities policy in the EU has to pass through. Firstly, it must be in direct connection with employment and restricted to the world of paid jobs. It excludes the unpaid women's work (assisting a household member, housewife, care about the children, the old, etc.) and forms the social rights through the economic rights prism. Secondly, the social systems of the EU Member States are diverse in many ways and the directives have to be integrated in those systems by way of harmonisation processes, which do not provide the possibility for creation of uniformity in activity. A few years later, Pollack³⁰ identifies three needle ears this policy has to pass through, first to formulate it and afterwards to implement it. As the first constraint is recognized the bureaucratic apparatus of the European commission, which is not necessarily gender aware and sensibilised for gender issues whereas in charge for formulation of the policies in the field of gender equality. On the other hand, many decisions in the domain of gender equality have to be negotiated within the inter-state council, that is, the EU Council, where the states which sometimes have even radically different attitudes on gender equality matters have to find a common standpoint and shape the formulations that will reflect the EU common value system. Finally, the third constraint regards the implementation in the Member States and the room left for interpretation.

Absence of the basis for direct and broad engagement in human rights in the Treaties of EU can be added to this rather comprehensive review of constraints. Thus, the possibility of addressing the human rights of women in the EU was narrowed to the domain of economic and successively derived social rights. This was also the most serious constraint in expanding the activity domain. The Treaty of Lisbon opens an important possibility for activities in other areas as well. Since the equal opportunities policy for women

²⁸ Green Cowels Maria, James Caporaso and Thomas Risse (eds.), *Transforming Europe: Europeanization and domestic change*, Cornell University press, 2001.

²⁹ Ostner Ilona, and Jane Lewis, "Gender and the Evolution of European Social Policies", in Stephan Leibfried and Paul Pierson (eds.), *European Social Policy: Between Fragmentation and Integration*, Brookings Institution, Washington DC, 1995, pp. 159-193.

³⁰ Pollack A. Mark, *EU Equal Opportunities Policy: Towards a Broader Agenda?*, Conference of the European Community Studies Association (ECSA), Pittsburgh, 1999.

and men was located in the field of social policy, expanding the corpus of women's human rights in which the EU operates will bring this organisation in front of new challenges for coordination of institutional activities, particularly if the approach in favour of hard, legislative instruments, not just the soft measures such as the strategies and financial support, actively lobbied by the European Women's Lobby, is achieved.

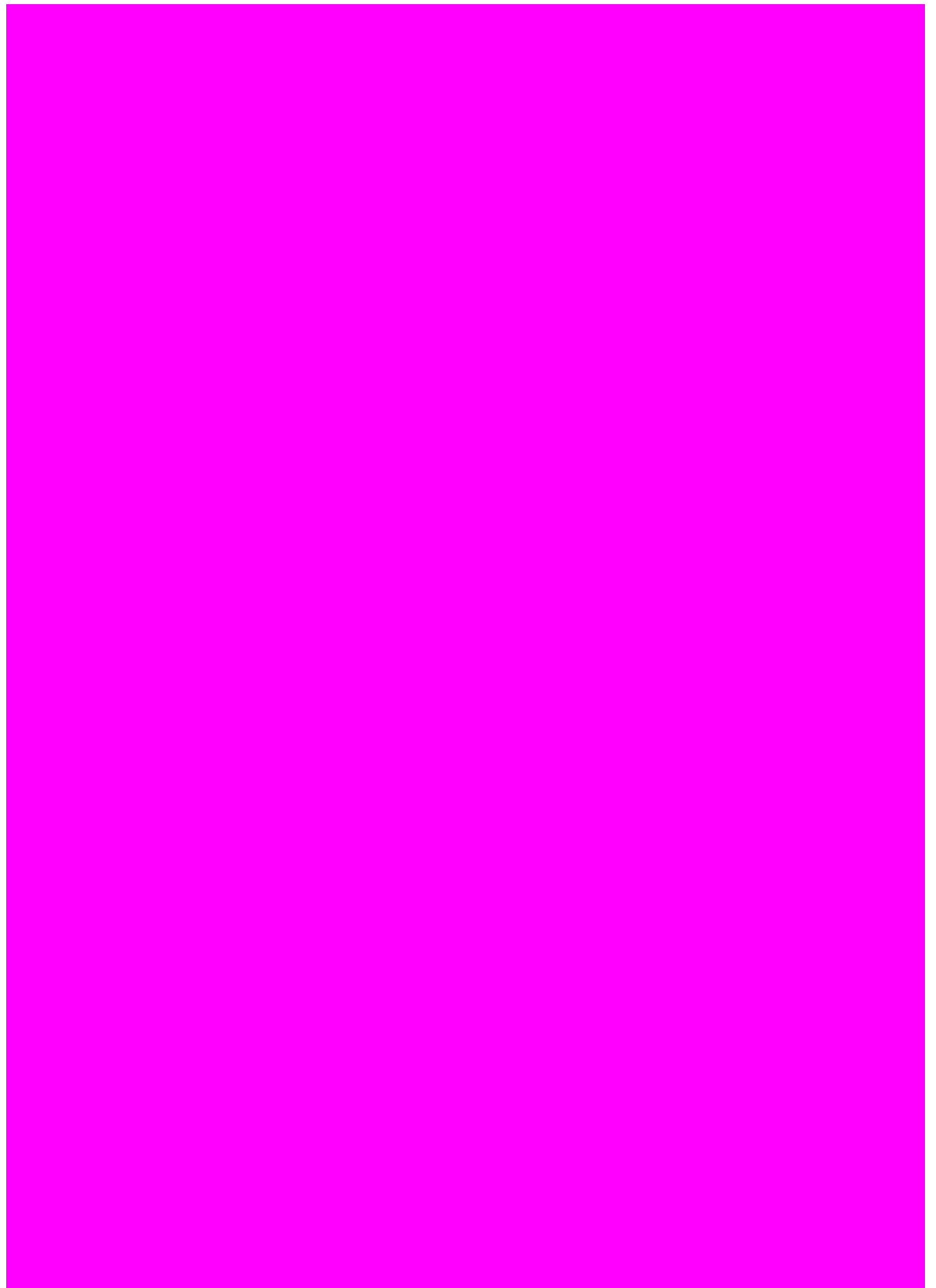
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III

NATIONAL ACTION PLANS FOR THE IMPLEMENTATION OF UNSCR 1325 IN THE REGION



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NATIONAL ACTION PLAN OF THE REPUBLIC OF SLOVENIA¹

Abstract: The paper gives a brief review of the significance of UNSCR 1325 and following resolutions in the area of gender equality and security, and then shows the progress of institutions, organizations, and individuals in the Republic of Slovenia in the process of implementation of UNSCR 1325, with emphasis on the reform of Slovenian Armed Forces.

Key words: *UNSCR 1325, National Action Plan, Republic of Slovenia, Slovenian Armed Forces.*

Introduction

The adoption of United Nations Security Council Resolution 1325 in 2000 represented a historic milestone. For the first time the United Nations dealt with a gender-related issue, explicitly linking women to peace and security. Not only concern that women are victims of armed conflicts was expressed, but also the important active role of women in the prevention and resolution of conflict and in peace-building processes was recognised. Also the international obligations to women in conflict situations were recognised and further more emphasized through the adoption of the United Nations Security Council Resolutions 1820, 1888 and 1889 reaffirming its commitment and giving it an even stronger role in regard to women in armed conflicts.

Sustainable peace namely demands respect of women's human rights and women's integration into the political, economic and social life. It depends on the full participation of women in all decision-making processes from prevention of violent conflict to conflict resolution and post-conflict reconstruction.

¹ Transcription of the presentation at the international conference "Women in Security Sector – UNSCR 1325", held on October 13th to 15th, 2010 in Belgrade, and organized by the Strategic Research Institute of the Serbian Ministry of Defence and the Royal Norwegian Ministry of Defence.

The implementation of UNSCR 1325 in the Republic of Slovenia

To achieve an active participation of women in peace and security area a systematic and comprehensive approach of nation states and the international community is needed. Achieving this goal is a demanding issue. The Security Council Resolution 1325 is an excellent tool that gives us clear recommendations and obligations. One of them is to prepare national Action Plan for implementing this resolution.

Slovenia prepared an Action Plan for the Implementation of UN Security Council Resolution 1325 with cooperation of all competent ministries as well as experts, non-governmental organisations and civil society, which will hopefully be adopted by the Government of the Republic of Slovenia by the end of this month.

Nevertheless at the Ministry of Defence and in the Slovenian Armed Forces the provisions and requirements of the Resolutions 1325 have already been implemented and introduced into regular activities, education and training programmes. The Ministry of Defence strives to achieve equal gender representation in peace support operations and missions, notably in terms of participation of the Slovenian Armed Forces' female members in the decision making processes and also in terms of their number. A comprehensive Strategy of the Republic of Slovenia on cooperation in international operations and missions adopted in 2009 also include objectives and proposals of the mentioned Resolution.

The requirement to protect civilians and, therefore, women must be considered early in the mission planning. Pre-deployment training aimed at raising gender awareness among military personnel is a very important first step to implement our goal. As part of preparations for peace support operations and missions, the Slovenian Armed Forces dedicate great attention to quality and equally preparation of its female and male members and civilian experts to ensure proper conduct in the establishment of areas of trust with civilian population in threatened regions where women are commonly in an unequal position and have largely been excluded from the talks to end conflicts and rebuilding processes. There we must focus on empowering women to speak for themselves in the development of policies and programs that affect them directly.

On the ground local women's groups and leaders must be encouraged by international troops to present their views and engage in peace building processes. It is necessary that these women are treated with respect regarding their experience, knowledge and visions, and not solely as victims. We need to develop policies and mechanisms that are responsive to the reality of women on the ground.

In such cases, women's participation in troops (military, civilian police or civilian experts) is playing a great role. Women were and are recognized to have comparative advantage in approaching and making interactions with local women. They are important for building confidence and trust. Female principle and intuition sometimes overcome many barriers.

In the percentage of all Slovenian Armed Forces deployed in international operations and missions in 2009 women represented 9,2 % and some of them operated on a most responsible senior positions. We are proud of our women, members of the Slovenian Armed Forces, and confident that the list of women in the leading and most responsible positions will grow larger in the years to come.

Conclusion

As being privileged to be in a position of the minister of defence as first female minister in defence area in our country I surely stress the importance of including women in decision-making processes at every occasion on national and international level. It is my responsibility to encourage women, share my experiences and to spread awareness about this issue.

Dear ladies, let me express my appreciation for your contribution, energy and hard work you put in recognising the role of women in peace and security. I would also like to encourage you to continue with your precious work, to be courageous and self-confident on your way forward to achieve our common goals. It is on us, women, to strive for this aim.

It is our collective responsibility to ensure equal rights, opportunities, presentation, representation and not the least important sharing the responsibilities. The path to a more successful implementation of the Resolution 1325 will be made easier through mutual cooperation, promotion of awareness about this issue and respect for each and all of us. There can be no differences in security. Security is a good that must be provided to each and everyone. While much has been done in response to Resolution 1325, still specific efforts must have to be made to engage women in peace processes, peace-building and post-conflict recovery of economic and governance systems. Decision making role of women has to be recognised, respected and encouraged.

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Breda Bunič,

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IMPLEMENTATION OF UNSCR 1325 IN THE REPUBLIC OF SLOVENIA WITH FOCUS ON SLOVENIAN ARMED FORCES

Abstract: Security is a basic human need and hence a basic human right. However, the rights of the one side are always linked with the obligations of the other side. Considering the fact that there are both women and men in the world, it would be reasonable and logical to expect that the right and responsibility for security is required from women, too. This however has not been and is still not the case in many places, even though the UN Security Council clearly stated as early as 2000, presenting its first resolution on women, peace and security, that peace is an asset, for which women are also responsible and must thus participate in all processes of decision-making related to the provision of peace and security. The exclusion of women from the prevention of disputes and armed conflicts and from the processes of mitigating their consequences appears even more unreasonable, as women appreciate the value of peace to the same extent or even more. It is unusual, given the importance of the issue, or expected, given the fact that women are involved, that the implementation has been going on for more than a decade, and yet we are only halfway. This complex task that requires initially a change in thinking and awareness of both genders is also reflected in the need for the adoption of further resolutions in order to facilitate the implementation of the first. The same goal was also pursued in the development of national action plans. Europe has twelve plans and at least two in the pre-approval stage. The same direction of thinking and functioning has also been perceived in the EU and NATO. Unfortunately, the truth is that women are still only the »target audience« for violence and at the same time underrepresented in the decision-making process on disputes and armed conflicts, and are mainly recognized as victims. The Republic of Slovenia (RS) is aware of its responsibility, and the Slovenian Armed Forces (SAF) as a new armed force of the new country initiated activities as early as 2007 for the implementation of the first resolution. The Ministry of Defence also pioneered the establishment of the interagency working group tasked with the Slovenian action plan. We are convinced that this year the Republic of Slovenia will adopt a document allowing efficient and full implementation of commitments undertaken in 2000.

Key words: *Peace and security, women's empowerment, gender equality, pre-conflict and post-conflict situation.*

Introduction

Equality has become one of the central issues in the world today and is still further gaining in importance. Gender equality and advancement of women is one of the most critical aspects of development in all parts of the world and should therefore present a common goal in promoting as well as implementing women's rights and women's empowerment.

Today, we witness a new era on gender equality, as the rights and protection of women have received global attention. The UN Security Council Resolution 1325 (UNSCR 1325) on Women, Peace and Security adopted in October 2000 links gender equality to global security, giving voice to women in building peace. This was further emphasized through the adoption of the UNSC Resolutions 1820, 1888 and 1889 reaffirming its commitment and giving it an even stronger role in regard to women in armed conflicts (UNSCR 1325 and related commitments).

UN¹ SCR 1325 was the first resolution ever passed by the Security Council that addresses in a comprehensive way the issue of women, peace and security, with reference in particular to two aspects: 1) the issues of prevention and protection of women and girls from violence and 2) women's contributions to conflict resolution and sustainable peace. Resolution 1820, adopted in June 2008 at the initiative of the US, recognizes sexual violence as a self standing security issue, linked with reconciliation and durable peace. The resolution gives the power to the Security Council to adopt Chapter VII measures in relation to grave violations of women's rights in conflict situations. As a follow-up to resolution 1820, the Security Council adopted on 30 September 2009 resolution 1888, which strengthens the UN's advocacy role on the specific issue of violence against women in conflict and post-conflict situations, through the establishment of an hoc Special Representative of the UN Secretary-General. Furthermore, on 5 October 2009, the UN Security Council passed consensually resolution 1889, at the initiative of Vietnam, as a follow-up to resolution 1325. The resolution underlines the need by the UN and the international community to increase capacity building and technical assistance to promote women's rights in crisis situations, since the very early recovery phases.

¹ Outcome of the EU/NATO High-level event on Women, Peace and Security Brussels, 27 January 2010.

Implementation of UNSC Resolutions 1325, 1820, 1888 and 1889

European Union

“The goal of equality² between women and men and the promotion of women's rights are enshrined in international conventions and commitments such as CEDAW³, the Beijing Platform for Action and the Millennium Development Goals (MDGs) and are also a fundamental value and principle for the European Union (EU)⁴. However, despite substantial progress over the last few decades, women and girls still constitute the large majority of the world's poorest subsisting on less than 1US dollar a day. Women are under-represented in governments and decision-making bodies, have fewer opportunities within the labour and financial markets, and are paid significantly less than their male counterparts.

Gender-based violence also remains a widespread global phenomenon that has serious negative effects on the lives and health of women and girls, as well as significant socio-economic consequences.⁵ Rape and other forms of sexual violence are perpetrated in many contexts and are also increasingly used as a tactic of war to humiliate, dominate, instigate fear in, disperse or forcibly relocate civilians. Such violence primarily targets women and girls, but men and boys are also victimized.

Gender equality and women's empowerment (GEWE) are essential to the attainment of international development goals, and the Millennium Development Goals (MDGs). It is clear that the economic and political empowerment of women is not only a driving force for gender equality, but it is also fundamental to achieve overall economic growth in developing countries and reduce poverty. Furthermore, in all societies women are often powerful actors in the promotion of sustainable development and social justice, as well as agents for peace and democracy in conflict or post-conflict situations.

In December 2008, the Council of the European Union adopted two documents outlining the EU strategy to further implementation of UNSCRs 1325 and 1820. These two, complementary WPS specific documents are the Comprehensive EU Approach to the implementation of UNSCR 1325 and 1820 and Implementation of UNSCR 1325 as reinforced by 1820 in the context of European Security and Defence Policy (post-Lisbon known as Common Security and Defence Policy- CSDP).⁶ They are recognising the close

² Secretary-General of the European Commission, Commission Staff Working Document - EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015, 7261/10, Brussels, 9 March 2010.

³ UN Convention against all forms of discrimination against women.

⁴ As expressed, in particular, in Article 23 of the Charter of Fundamental Rights of the European Union, OJ C 303/7, 14.12.2007, p.1.

⁵ Globally, up to six out of 10 women experience physical and/or sexual violence in their lifetime. United Nations Development Fund for Women.

⁶ Implementation of UNSCR1325 as reinforced by UNSCR1820 in the context of ESDP (doc 15782/3/08 Rev 3).

links between issues of peace, security, development and gender equality. It is necessary to provide sustained support for the protection of women in armed conflict as well as for women's participation in peace-building and post-conflict reconstruction and in the political arena. This has a direct link to wider development considerations, such as women's economic security and access to economic opportunities as well as to health services and education.

The Comprehensive Approach (CA) sets out a common EU approach to implementation of UNSCRs 1325 and 1820. It is basically aimed at complementing what already exists at national level in terms of NAPs. It tries to ensure that the Union's external actions are shaped to protect women and that they contribute to increased gender equality during and after armed conflict and in situations of fragility. Following an overview of definitions, challenges and basic principles (e.g. need for a holistic approach), and preceding an assessment of existing EU policy and practice on WPS, the CA lists a series of specific measures. Some of these measures are to be performed by the EU as a whole, others by particular actors. It is complemented by CSDP document that aims to specifically ensure gender mainstreaming and implementation of 1325 and 1820 throughout all phases of EU CSDP missions and operations. It includes commitments to increase women's representation at all decision-making levels and to further implementation of UNSCR 1325 more generally - in advance planning, operational planning, force generation... With the adoption of the CA, complemented by the CSDP document, the EU has quite a comprehensive strategy to guide its actions on women, peace and security. So the EU Gender Action Plan has been conceived against this background. In response to the comprehensive policy framework outlined in the 2007 Communication and Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation, this Action Plan is meant to be an operational document that concentrates on a selected number of objectives where the EU has a clear comparative advantage. It proposes a series of activities to be carried out by the EU Member States and the EC for the period 2010 to 2015.

NATO

UNSCR⁷ 1325 is recognizing the disproportionate effect of conflict on women and underlines their essential role in the prevention of conflict as well as in post-conflict peace building and reconstruction efforts. The active commitment of both NATO and Partner Nations to the implementation of UNSCR 1325 has resulted in an agreed NATO/Euro-Atlantic Partnership

⁷ NATO's implementation of UNSCR 1325 on women, peace and security: a public diplomacy strategy, AC/52-N(2010)0009-REV1, 16. June 2010.

policy.⁸ The Strasbourg/Kehl Summit reaffirmed commitments with a focus on “a comprehensive set of measures”, planned to be in place by autumn 2010.⁹ Work has been taken forward by NATO’s IS/IMS Task Force on UNSCR 1325, the Ad Hoc Working Group of interested Allies and Partners (presently 19 nations), and the NATO Committee on Gender Perspectives. In parallel, as part of the NATO/Euro-Atlantic Partnership policy, a group of nations has undertaken a study on the implementation of UNSCR 1325 in the Provincial Reconstruction Teams (PRTs) in Afghanistan. The results of the study were presented at a meeting of NATO and Partner Ambassadors on 13 May 2009 and were taken into account in developing subsequent NATO military guidelines for UNSCR 1325 implementation.¹⁰ In September 2009, a bi-Strategic Commanders Directive was issued to NATO military commanders and Allied and Partnership for Peace nations on integrating UNSCR 1325 and gender perspectives in the NATO Command Structure, including measures for protection during armed conflict.¹¹ The directive applies to all NATO-led operations. As a result of the PRT study and the bi-SC Directive, two gender advisor posts were established at Head Quarter (HQ) ISAF to assist NATO Commanders on the ground to integrate gender perspectives during all phases of their operational planning.

The implementation of UNSCR 1325 is an important measure, which has the potential to make a significant contribution to achieving the objectives of NATO-led missions and operations as well as making a contribution to NATO’s wider policy objectives of enhancing security and stability. Moreover, the issue has the potential to highlight common understanding and cooperation of NATO with other international organizations, e.g. UN, EU, OSCE on matters related to protection and empowerment of women in conflict and post-conflict environment.

In view of the upcoming anniversary of UNSCR 1325 and the increased international focus on prevention, protection and participation of women (known as 3 “P”s of the resolution), NATO’s public diplomacy will continue to raise awareness about NATO’s policies of gender mainstreaming in its structures, operations, and programmes and to reinforce the Alliance’s message of commitment to women’s protection and women’s empowerment and participation in post-conflict peace building and reconstruction efforts, especially in the context of its missions and operations. Public interest on

⁸ EAPC(C)D(2007)0022, dated 10 December 2007.

⁹ Para. 36 of the Strasbourg/Kehl Summit Declaration.

¹⁰ Operational Effectiveness and UN Resolution 1325: Practices and Lessons from Afghanistan.

¹¹ Bi-SC Directive 40-1 of 2 September 2009.

this important issue may also rise as the Group of Experts' have recommended to the Allies to underscore their ongoing commitment to UNSCR 1325 in NATO's new Strategic Concept.”

Based on the experiences from ISAF and KFOR operations and the involved “gender advisors”, NATO Committee on Gender Perspectives (NCGP) claims that the integration of gender dimension improves operational effectiveness, therefore the awareness about gender roles in military activities at all levels of military command in NCS is of great importance. In accordance with NATO Directive BI-SC 40-1 – *Integrating UNSCR 1325 and Gender perspectives in NCS* adopted in September 2009 that raises awareness about gender importance in military activities on all command levels, the goal of NATO is to facilitate integration of the command structure in the implementation process of this resolution, and improvement of education and training. Although this type of training is national responsibility of member states, NATO intends to assist nations through this document in the form of subject-based curriculum and through the organization of training for units and commanders prior to their deployment to peace support operations.

Republic of Slovenia – Ministry of Defence

So in general, EU and NATO activities in the area of gender equality and implementing UNSCR 1325 and related commitments are being mainstreamed and gradually enhanced, but where do we stand in the Ministry of Defence in this respect?

With the aim of specifying the measures for advancing the role of women in the prevention and resolution of armed conflicts, and peace keeping and building, the RS national action plan for the implementation of the UN SC Resolutions on women, peace and security for the period 2010 – 2015, was adopted in 2010. The action plan breaks down political, operation and personnel commitments of the RS Government concerning the implementation of goals mentioned previously. The plan lists international and national goals, and the authority for their implementation. Let me mention some of them:

– The RS Government will support national training programmes on sexual violence, gender-related violence, human trafficking and sanction for violations within the framework of systematic education and training of civil servants and employees of judiciary bodies deployed to international operations and missions or assigned to RS diplomatic representations mainly in the countries of armed conflict;

- The RS Government will intensify the political decision-making process, policy development and promotion of the national political and public dialogue on participation and integration of women as decision-makers on the national and international level, and as experts in international operations and missions, and international organizations;

- The RS Government will further the interest of women for participation in international operations and missions through positive incentives and other motivational factors, and hence gradually increase participation of women in international operations and missions;

- The RS Government will, in accordance with the RS Strategy for Participation in International Operations and Missions, ensure compliance of responsible ministries with the principle of equality and professionalism in planning quotas for various civil experts, also in terms of a balance between women and men.

- The RS Government will intensify project cooperation with non-governmental organizations on promotion of women's integration in conflict prevention and resolution, peace negotiations, peace operations and missions, humanitarian activity and development projects and activities in support of a lasting peace and stability in post-conflict periods;

- The RS Government will increase the proportion of women in the national decision-making system, and encourage women's candidacy for management positions in various bodies and agencies of international organizations (UN, NATO, EU, OSCE and other);

- The RS Government will provide a balance between female and male diplomats in RS diplomatic representations abroad, including countries with unstable and conflict situations;

- The RS Government will encourage participation of Slovenian female citizens in election observation missions (EU, OSCE and other) and will in this way progressively train candidates for more demanding tasks in election observation missions and potential cooperation in international operations and missions;

- The RS Government will advance the importance of the integration of gender equality principle in all levels of crisis management planning and implementation, where increased integration of women ensures additional quality, a different way of thinking and approach to peacekeeping and peacemaking;

- The Republic of Slovenia will strive for more efficient implementation of the UN SC Resolution 1325 in the activities of international and regional organizations related to conflict prevention and resolution;

- The Republic of Slovenia will support efficient and planned operation of a new UN body for gender equality and woman empowerment, and its harmonized action within the UN system, particularly the cooperation with executive boards of trust funds and development cooperation programmes. Most of its attention will be dedicated to the operation of the new body, including the promotion of its cooperation with associated specialized bodies beyond the UN system;

- The Republic of Slovenia will seek to increase the number of special consultants on women's rights in the field missions of the UN, EU and other regional organizations in line with the available funds for individual missions;

- The Republic of Slovenia will seek to establish a UN mechanism for promotion of men and women equality in national legislation and the efficient application thereof;

- The RS Government will also, on high levels, continually promote the importance of women's integration in decision-making processes and measures for the preservation and building of peace in bilateral relations with third countries, particularly the countries in conflict and post-conflict situations;

- The RS Government will promote the development and implementation of projects on empowerment and education of women and girls in third countries, including co-funding, which will combine the development and security aspects, and promote protection of human rights.

- The RS Government will intensify systematic national training of civil servants and employees of the judiciary system in the implementation of UN SC Resolutions 1325 in 1820, international humanitarian law and international law of human rights, particularly the rights of women and gender equality.

The implementation of the action plan is a project of national importance and is binding upon the government, ministries and bodies determined by law. The key players are primarily the Ministry of Foreign Affairs, Ministry of Defence, Ministry of the Interior, Ministry of Justice, Ministry of Public Administration and the Government Officer for Equal Opportunities. The RS Government will report on the action plan progress to the RS National Assembly every two years.

The RS Ministry of Defence regards the provision of conditions for equal opportunities of women and men as the basic prerequisite for achieving balanced representation of genders in all decision-making levels. To pursue this goal, the ministry introduced this subject-matter to the legal and implementing acts and initiated an awareness campaign among the ministry and the Slovenian Armed Forces' (SAF) personnel. The activities which started in 2007 include in particular: raising awareness of the internal public about the equal opportunities for both genders, the necessity of accepting

differences between women and man, and the appropriate evaluation of these differences and various social roles. Equal opportunities as a subject has been introduced to the ministry's general and military education programmes, and the relevant knowledge could also be obtained outside the ministry. The basic law (Defence Act) governing the defence area has been supplemented with appropriate issues, and the new Service in the Slovenian Armed Forces Act (2007) with more concrete details about implementing the principle of equal opportunities. Moreover, the SAF Code of Ethics and a special Standard Operating Procedure have been adopted specifying procedures and activities to ensure protection of dignity in the Slovenian Armed Forces, while the Service in the Slovenian Armed Forces Act was expanded with new contents. In addition, SAF representatives were nominated for NATO Committee for Equal Opportunities and advisors for assistance and information were appointed in accordance with the national Decree on Protection of Dignity of MoD and SAF Employees.

With the aim of establishing balanced representation of both genders in activities related to conflict prevention and resolution, and to the building of peace and security, the following goals were set:

- To ensure equal participation of SAF female members and civil experts and to increase their role in decision-making process related to conflict prevention and resolution;
- To retain women quotas in crisis response operations, and
- To improve the quality of preparing SAF members and civil experts for proper interaction with the civilian population in areas at risk, where women are commonly not treated equally.

The Periodical Plan for Years 2008 – 2009 on the Implementation of the Resolution on National Programme for Equal Opportunities of Women and Men 2005 -2013, adopted by the RS Government, includes the implementation of the UN SC Resolution 1325 on women in armed conflict, the required role of women in conflict prevention, peace-building and sustainable development. The implementation of both resolutions is also included in the new periodical plan 2010 – 2011, representing continuation of the following two measures:

1. Implementation of resolution stipulations defining the necessary role of women in conflict prevention, peace-building and sustainable development by increasing the role and number of SAF female members in conflict prevention, peace-building and sustainable development within the framework of SAF peace support operations. The following results were identified: increased representation of women and participation in decision-making

process of peace negotiations, restoration of the crisis area situation in peace support operations, preservation of the current status and increasing the number of SAF female members in international operations and missions, including the retention and increased number of female representatives in the leading and command positions in international operations and missions, as well as increased number of female members and civil experts in crisis management.

2. The implementation and support of programmes and projects on awareness and information about violence against women and children in crisis areas for various target groups through training programmes for SAF members and civil experts for crisis response operations concerning sexual and other forms of violence against women and children, in cooperation with other institutions, non-governmental organizations and EU and NATO experts. It is expected to achieve an adequate level of qualification of SAF members and civil experts deployed to international operations and missions or Republic of Slovenia's diplomatic representations dealing with victims and perpetrators of sexual and other criminal acts against women and children as a special form of warfare. The goal of the programme is to provide appropriate training in human rights, equal opportunities, and protection of human dignity for individuals deployed to the countries of current or previous armed conflicts. It concerns coordinated and systematic education and training, the topics of which are included in general education and training programmes, military education and training curriculum, and supplemented preparation programmes for international operations and missions. One of the goals of these activities is to train »gender trainers« - experts on gender issues, provision of equal opportunities, protection of human dignity and issues pertaining to both resolutions.

In December 2009, the Slovenian Armed Forces approved the Directive on the Implementation of the United Nations' Security Council Resolutions 1325 and 1820 on Women, Peace and Security. The directive specifies tasks and measures determining appropriate procedures to ensure representation of women at all decision-making levels, in accordance with their skills and experiences. It derives from the principle of gender equality in pursuing the role of women and their special social skills and ability for participation in international operations and missions. The directive prescribes the supplementing of all military education and training programmes as well as preparation programmes for international operations and missions with subjects on gender equality and both resolutions, including sexual violence and human trafficking. The goal of these measures is to advance the role of SAF

female members in decision-making processes, balanced representation of genders in peace-building and stabilisation processes, conflict prevention and resolution, and integration and participation in maintaining peace and security. The anticipated positive effects of the integration of a larger number of SAF female members in crisis management process and international operations and missions will lead to higher quality of interpersonal mediation, better success of mediation, and particularly better contacts with socially disadvantaged groups in crisis areas.

Table 1

Participating in UN peacekeeping operations and in CSDP (EU) mission at all levels, including military and police staff

Number of staff participating in UN peacekeeping operations	F	M
Military year		
2005		2
2006		13
2007		29
2008		31
2009		29
Number of staff participating in CSDP (EU) mission at all levels, including military and police staff	F	M
Military year		
2005	37	248
2006	19	112
2007	14	60
2008	6	31
2009	3	50

Table 2

SAF organization in 2010

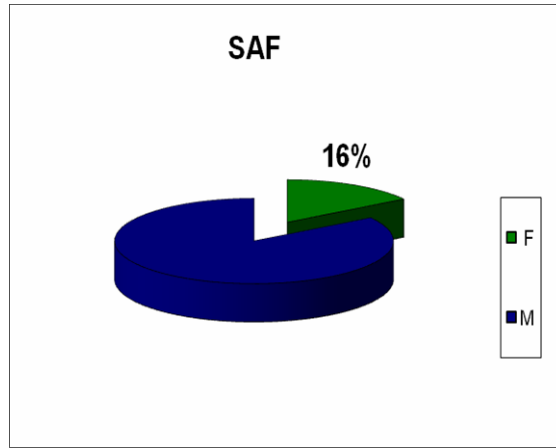
	Female soldiers	Female officers	Female NCO	Female soldiers	Female soldiers participating in PSO
Army	1181	130=12,1 % of officers	170=9,3% of NCO	420=15,7 % of soldiers	92
Military Specialist	238=47,7% of MS	42% of FMS	58 % of FMS	-	-
Civilians	223=41,6% of civilians	-	-	-	-
TOTAL	16% of SAF	-	-	-	8.87% of PSO SAF

Table 3

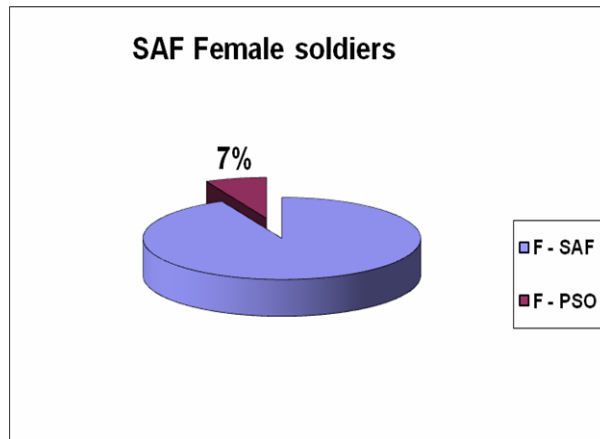
Women in PSO in 2009

	OF	NCO	Soldiers	Senior Military Specialist	Total
ISAF	-	2	5	-	7
EUFOR	1	1	-	1	3
KFOR	16	16	42	8	82
Total	17	19	47	9	92

In 2009, 1037 troops of the Slovenian Armed Forces were deployed in international operations and missions of whom 92 were women, representing 8.87 per cent female of all troops. Last year, as many as 9.25 per cent of women were and are deployed abroad and 7 per cent of them in PSO.



Graph 1. Structure of SAF



Graph 2. Female soldiers in SAF

In EUFOR Althea in Bosnia and Herzegovina, the contingent of the Slovenian Armed Forces was under command of a female colonel. And it was female members of the Slovenian Armed Forces that acted as deputy contingent commanders in KFOR in Kosovo and Afghanistan. This year, a civilian functional specialist has been assigned to the CIMIC centre (Civil I military I cooperation), to the Herat Provincial Reconstruction Team in Afghanistan.

Conclusion

One of the priorities of EU's foreign policy is and should continue to be the implementation of UNSCRs 1325 and 1820. We should promote and arrange an exchange of experiences between the Member States that have drawn up national Action Plans to implement Resolution 1325, and encourage both EU Member States and non-Member States – and in particular post-conflict countries – to draft new Action Plans. It is also urgent to support women's organisations in the affected areas, which have in general worked on improving social and political rights from a gender perspective, with a view to ensuring that women can play a full part in humanitarian action and peace-building. Guaranteeing of mechanisms for empowering women in the international missions and organisations that intervene in short-, medium- and long-term actions, whether in emergency situations, humanitarian action or peace building in inevitable as much as reinforcing awareness of women's organisations and increase their participation in decision-making in emergency situations, humanitarian action and peace building, in order to help establish social, health and economic networks, in accordance with the situation in each affected area. We should continue to promote courses of action and data collection – with gender mainstreaming as a key criterion – with the aim of assessing the extent of the violence committed and that to which women, and, in a different way, men are subjected, as well as examining whether they can play a relevant role in peace building and nonetheless ensure that the establishment of the new UN gender entity leads to more effective implementation of UN Security Council resolutions on women, peace and security.

As in the Republic of Slovenia at the Slovene Ministry of Defence, we are committed to fulfilling our obligations and taking on responsibility to act. There are currently high per cent of women in the administrative part of our Ministry, but only a few in senior positions. There are 16 per cent of women in the Slovene Armed Forces, but again only a few on important posts. Nevertheless, we strive to be better represented in regard to leadership positions within the Ministry and the Armed Forces. I am confident that in due time these numbers will improve and rise.

One should be aware that having a woman in a leading position does not merely imply a privilege or an exception, but rather reflects equal opportunity based on performance, expertise and competence. Our vision should be addressing challenges, being bold and aiming high in achieving equal gender representation.

We are well aware of the work that still lies ahead of us. Much is still to be accomplished. The issue of gender equality as well as the rights and protection of women is nonetheless a global issue. It is therefore imperative for the European Union, national governments, international organizations and civil societies to encourage promote and commit themselves to these demanding and important issues. Even by round tables, conferences and summits, that contributes to a greater awareness of the need for gender equality, to voice the role of women in our society, to discuss the role of women in peace and security and contribute to achievement of implementation of those resolutions.

Let me conclude with words of High Representative Ashton: "Only if we work together internationally, regionally and with civil society – will we be able to combat the marginalisation of women that is a real threat to global security".¹²

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IMPLEMENTATION OF THE UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325 IN THE REPUBLIC OF CROATIA

Abstract: The paper addresses the importance of the implementation of the United Nations Security Council Resolution 1325 (as well as other related resolutions), importance of the participation of women in the security defence systems at all levels, as well as sensitisation of these systems to what is called gender equality. Experiences of the Republic of Croatia in the field.

Key words: *women, participation, gender equality, security defence system, ministry, Croatia.*

Introduction

The issue of the participation of women in the decision-making processes, either at national, local or regional levels, is of exceptional importance not only for the women themselves but for the society as a whole. A society cannot be considered as democratic or sustainable unless it bases its strengths on all available potentials – which naturally include women.

We are aware, however, that the social and cultural environment and deeply rooted tradition in our region are not too well-disposed to women: they are, in principle, still quite discriminated in almost all fields; they carry a great burden in the society, as it is implied that they have to perform their professional and family obligations equally well; they are, on the average, more badly paid, less employed, have lower retiring allowance, more susceptible to violence in various social environments, and, in general, they have a considerably less political, economic and social power. Therefore, it is necessary to find the ways to increase their participation in the decision-making processes at all levels, in all spheres of interests, because these decisions peremptorily affect all important aspects of their lives, of their families' lives and, eventually, of the community as a whole.

Implementation of UNSCR 1325 in the Republic of Croatia

Nevertheless, the difficulty of achieving real equality can be illustrated by the example of Croatia, where we have all legal prerequisites to live that equality – for example, we already have the second Law on Gender Equality,

we have Anti-Discrimination Act, already the third National Policy for Implementation of Gender Equality, already the second Law on Protection against Family Violence, etc. Furthermore, we have a well established institutional framework for enforcement of these laws – Government's Office for Gender Equality, Ombudsman Office for Gender Equality, Parliamentary Gender Equality Committee, and representatives in the state administration bodies, local commissions. However, equal rights on the paper do not always mean equal opportunities. There where the real decision-making power is, women are still few and actual implementation of the law and regulations is still far from being satisfactory. Hence, our Parliamentary Gender Equality Committee is very busy regularly reminding the institutions and competent bodies of all relevant legal obligations.

In Croatia, currently women account for less than 25% of the Parliament members, whereas 23% of women run parliamentary committees (seven out of thirty existing committees). Head of the Government is a woman, but out of 14 ministers *only one is the woman minister*, and the fact speaks for itself. As regards local levels, about 23% of women are in representative bodies, but in the executive power on local levels their number is insignificant – out of the total of 577 chief, mayor and county prefect positions, only 28 and/or 4.8% are occupied by women.

As regards security and defence system, the situation is even worse – presumably owing to the deeply rooted stereotype that a woman has almost nothing to do in that field; besides, here we have a rigid "male-oriented organisational hierarchy" and the decision-making which is hardly attainable for women. We live in the region which has been until recently burdened with war conflicts, the region where interethnic conflicts are still smouldering, and the region in which the dismantling of the traditional, military concept of security takes place still very slowly and will last for years. The security concept in which security will be observed through the prism of human security, security of each individual, male and *female*, requires the reforms of the overall security system and complete demilitarisation of the societies in the whole region, and they are time-consuming processes. The context of those processes necessarily involves the gender issue, the issue of women's participation in the overall security and defence system, not merely to fill in the figures – though they are the key indicators of complete male domination in this field, but above all to expose on the surface some of the concepts and issues mentioned in the very Resolution 1325 as fundamental and to allow for an essentially different point of view to security as such.

In Croatia, the Ministries of Defence and Interior are run by men, none state secretary in these ministries is a woman, and out of 11 administration

chiefs only one is a woman, in the Department for Financial-Material Affairs. No female members sit in the Parliament's National Security Committee. In the Ministry of Interior, the number of women ranges from 0% in special police units to 18% in the border police, but, on the other hand, 77% women are employed as office workers within the Ministry. In the Ministry of Defence of the Republic of Croatia, this figure ranges from 6% at the commanding and managerial duties in the Armed forces of the Republic of Croatia to 50% as office employees in the Ministry. In the peacekeeping missions, 13 women are currently engaged, 7.3% women are employed at protection-related jobs, 9.5% in the Mountain Rescue Service and 10% in fire-brigades, and all of them work under aggravating circumstances in terms of career prospects. The so-called "glass ceiling" for women exists everywhere; obviously it is most evident in the aforementioned services.

We should be thinking differently, though; of course, the hardest thing to do is to make changes in our own minds. In Croatia, yet in the whole region as well, women in the security defence systems are still regarded as exceptions, hence, in that context, the changes in people's minds actually mean building a foundation in order that the processes pertaining to security policies would simply, on a daily basis, involve gender perspective. This gender perspective should not, however, mean just "filling out of the quotas" but, above all, introduction of gender perspective and women as unavoidable factors in establishing the security policies – firstly, in the field of conflict prevention and implementation of sustainable peace. Hence, it is necessary to introduce women, as equal partners, in the creation of national security plans and particularly in the enforcement thereof in all segments and infrastructure of the system. Besides, it is necessary to raise awareness that various security needs of all – men and women – have to be met, accordingly it is of exceptional importance to start the reforms that would integrate the gender issue into all institutions and bodies pertaining to security (armed forces, information service, police, justice), and especially the bodies which will supervise that system, in the first place the Parliament and non-governmental organisations.

Conclusion

In Croatia, nevertheless, the institutionalised awareness of this issue seems to be growing; hence based on the obligation of implementation of the Resolution 1325 and other related resolutions and decisions of the UN Security Council, an inter-sector Working Group was recently founded. The Ministry of Fore-

ign Affairs was appointed as its coordinator whilst drafting the National Plan for Implementation of the Resolution 1325 is expected soon.

On the other hand, it should be emphasized that, apart to the national efforts, it is fundamental to build up the regional networks and infrastructure. In that context I would remind of the recent initiative launched by the centre of the "Partnership for Peace" programmes in BiH and the USA on elaboration of educational contents about participation of women in the security and peacekeeping processes (in which I personally take part), as well as to the activity of the Regional Women's Lobby for Peace, Security and Justice in the Southeast Europe (I am also the member), founded at the initiative of the UNIFEM in June 2005. The Lobby consists of 27 women from politics, non-governmental organisations as well as from the sector for human rights, coming from seven countries of the SEE in total, and its work is based on the principle that defines security as achieving security for *everyone* individualizely at the territory of our region (which is essentially different from the traditional concept of the state, military security), hence much more familiar to women.

Knowing that women are excellent when it comes to exchange of experience, cooperation and networking, I am sure that we will learn a lot from today's (and tomorrow's) experiences and that we shall slowly but safely make appreciable steps that will take us – both at the regional level and at the levels of our individual countries, to the final goal: integration of gender sensitive policies in all elements of the society, in political, economic and, hopefully, security systems.

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GENDER EQUALITY AND SECURITY: NATIONAL ACTION PLAN OF BOSNIA AND HERZEGOVINA FOR IMPLEMENTATION OF THE UN SECURITY COUNCIL RESOLUTION 1325

Abstract: The paper shows hitherto efforts of the institutions of Bosnia and Herzegovina in implementation of the United Nations Security Council Resolution 1325. It offers a special retrospective of the progress made in this field since 1995 up to today, with the accent on enforcement of the National Action Plan for Implementation of the Resolution 1325.

Key words: *National Action Plan, Resolution 1325, security, gender, women, gender equality, representation, Bosnia and Herzegovina.*

Introduction

Speaking about gender equality, the seventh Secretary General of the United Nations Kofi Annan said that gender equality is the precondition for reducing poverty, promoting sustainable development and building good governance. Comprising 51% of the global population, women indispensably have a growingly stronger and more important role in the society. Unjustly neglected through centuries, a woman used to have the marginal position in relation to a man. The fact that she was recognized in the role of the one who gives birth to new life and nurtures new generations did not change anything in the woman's life to the better. The role of the warrior was reserved only and always for the man. Unjustifiably, since the history of armed conflicts has not recorded any conflict without participation of women, either in the role of performing non-combating, subordinate duties, or in the role of the warrior. Once the peace is restored, the woman returns to traditional obligations of the wife and mother while the heroine is forgotten as fast as she emerged in assistance to men. The percentage of female population (51%) significantly changes the place and the role of the woman both in the society in general and in the defence and security segment. The society faces the necessity to appreciate the fact that women are entitled with the right to be engaged in these structures.

The last decade of the 20th century in the Balkan region brought "the winds of war". Armed conflicts involved all segments of the society, all categories of the population and erased the boundaries between soldiers and civilians. Victims of war were equally men, women and children. Biophysical differences between men and women which imposed strict division of roles and jobs in the society did nothing to protect the women but exposed them to be more vulnerable and susceptible to violence.

A woman involved in a war conflict becomes an important war weapon. She is exposed to maltreatment, rape, torture. In order to protect the rights of women and girls during war conflicts, the United Nations Security Council adopted on 31 October 2000 the Resolution 1325 "Women, Peace and Security". The Resolution 1325 emphasises the importance of the role of women in prevention and resolution of conflicts, calls for an increase in participation of women in the decision-making processes, recognises women as active stakeholders of international initiatives for peace building and peacekeeping. The Resolution 1325 considerably contributes to promotion of the principles of protection of the human rights of women and protection of the principles of gender equality. The Resolution 1325 proposes an ambitious, widely comprehensive series of activities, calls on all countries and international organizations to actively protect women and children against violence in armed conflicts, to criminally prosecute sexual war crimes, to render support to local women's peacekeeping initiatives. It recognizes the important role women have and must have in prevention of conflicts, in peacekeeping negotiations and operations for maintenance of peace, as well as at international and national decision-making levels.

Implementation of the Resolution 1325 is more an issue of necessity than choice. With a view to a more resolute implementation of the Resolution 1325, in 2004, the United Nations recommended all Member States to draft National Action Plans (NAPs). National Action Plans are the documents that provide specific guidelines to national governments for the implementation of this resolution. It was underlined that NAPs were of particular importance for the countries emerging from conflicts.

A woman has a very important role in the present-day society and an even more important place and role in the security sector. She will maintain and strengthen that role only if she ensures personal competence and competitiveness. She needs to be economically strong, and the only and the best way for that is education, advanced training. Broad support among all partners – those who are interested in promotion of women in the society and in the issue of gender equality - is the guarantee for achievement of positive effects.

Women in the Security Institutions of BiH

Until 1992, women of Bosnia-Herzegovina were not engaged in professional military formations. During the 1980's, a part of female population had an opportunity to do the voluntary military service, and the girl-students at the Faculty of National Defence, upon completion of the studies, internship and introduction in the first officer rank, were deployed in the back-up composition of the Yugoslav National Army. In order to protect themselves and those they cared for, women took an active part in the war conflicts in the period 1992-1995. The end of the conflicts resulted in the process of demobilisation, disarmament and reintegration (DDR). In Bosnia and Herzegovina there were some attempts to make an assessment of the effects that the war and post-war reconstruction had on women and women's rights. The attempts may be estimated as modest and sporadic.

Positive changes after 1995 took place in the security sector where women took active part for the first time. A special review has to be made on the engagement of women in the Armed Forces of Bosnia and Herzegovina (AF BiH) and in the police, although the duties in the police and army are not considered as occupations appropriate for women. Stereotypes in combination with traditional prejudices receded before the expressed will of women to be involved in these jobs, even in the peacetime situation. For three and a half years they shared good and evil with their male colleagues in the units; if the reintegration process meant return of woman to the house and to what traditionally belonged to them, they did not want it for the first time.

"The Ministry of Defence of Bosnia and Herzegovina started the process in order to introduce the principles of gender equality and provide practical implementation of that principle within the Ministry's scope of work. Upon occasion of employment, the right to equal opportunities for men and women is appreciated, including application of equal criteria when choosing the candidates for a work place".¹

Women in the Armed Forces are the category expressed in per cents, for the time being very small, but not negligible. Currently we have 5.2% women in the BiH AF. Women are in all categories of professional soldiers: soldiers, non-commissioned officers, officers. Women in BiH AF hold all ranks from soldiers to brigadiers. Currently, no woman holds the rank of a general, which is logical bearing in mind very few women who hold high officer ranks (1 brigadier, 4 colonels, and 11 majors) and short existence of the unified BiH AF. The women

¹ Action Plan for implementation of the UN SC Resolution 1325 in Bosnia and Herzegovina 2010-2013 ("Official Gazette of B&H" No. 92/10).

are also actively involved in peace supporting operations, as military observers and members of the operation-involved units. They are involved in the process of education and improvement, both in the country and abroad. By their professional attitude to work and work results they achieve, the women engaged in BiH AF "widely" opened the door to new generations of women. The official policy of the Ministry of Defence of BiH is the participation of women in BiH AF at the percentage rate of 10% by 2015. Owing to response at competitions for admission in the Armed Forces and the quality of those who applied in the last three parties, the percentage of 10% of newly admitted women was observed. The quantity of women in BiH AF will improve the quality needed for women to be appointed in the decision-making positions.

The Path to National Action Plan of BiH

The state of Bosnia and Herzegovina took measures to promote gender equality, including also political and public life. The starting basis was the international documents which regulate this issue. The results are far from the desired. Women are still marginalised, they do not have access to the positions where politics is created and decisions made, they are excluded from the key bodies working at important reforms. Women show fear from taking "great" responsibility. Still, they do not have the necessary self-confidence for performance of responsible functions.

Bosnia and Herzegovina ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1993, whereas the Option Protocol was signed in 2002. In May 2006, Bosnia and Herzegovina submitted to the Committee the Initial, the Second and the Third Report on the Implementation of the CEDAW. The Committee sent Recommendations which needed to be implemented until submission of the Fourth and the Fifth periodical Reports in 2010. The Recommendations comprised the fields pertaining to the UN SC Resolution 1325. The tenth anniversary since the adoption of the UN SC Resolution 1325 was the right time to return the issues of women's rights and gender equality back on the political agenda of debates on peace and security in the Security Council and the European Parliament in order to ensure political support, financial aid and cooperation which will result in full and equal participation of women in all processes of peace and security.

Constitution of Bosnia and Herzegovina² does not stipulate the generalised obligation of the specified gender representation (quota, proportion,

² Constitution of Bosnia and Herzegovina

parity) in the public life or any special obligation as regards representation in the legislative, executive or judicial power, but it contains the provisions about prohibition of discrimination with regard to gender.

Law on Gender Equality in Bosnia and Herzegovina prescribes equal representation of either gender in the decision-making processes.³

Election Law of Bosnia and Herzegovina prescribes that every electoral list includes the candidates of male and female sex.⁴

Law on Financing of Political Parties prescribes that the parliamentary groups represented in the Parliamentary Assembly of Bosnia and Herzegovina which have elected representatives of the underrepresented gender are allotted with 10% of the totally available funds.⁵

Gender Action Plan of Bosnia and Herzegovina is the five-year-long strategic documents for integration of the principles of gender equality in all spheres. It was drawn up by the Gender Equality Agency of BiH in cooperation with the Gender Centre of the Federation of BiH and the Gender Centre of Republika Srpska. Chapter B "Political Life and Decision-Making" of the Gender Action Plan of BiH stipulates the implementation of the UN SC Resolution 1325 through the activities for increase in the participation level of women at the decision-making positions and promotion of the Resolution through training.⁶

Bosnia and Herzegovina is the first country of the West Balkans and the eighth in Europe which, on 27 June 2010, adopted the Action Plan for Implementation of the UN SC Resolution 1325 on Women, Peace and Security. Numerous realised activities whose objective was to implement the Resolution 1325 resulted in drafting this plan. The key objective is defining the activities of various institutions and deepening the cooperation at the regional level. The purpose of this document is to give incentive to the institutional strengthening of the role and contribution of women to the process of dispute settlement, as well as participation of women in peace building and peace supporting operations.

Drafting the Action plan was coordinated by Gender Equality Centre of Bosnia and Herzegovina. Adopted by the Council of Ministers of Bosnia and Herzegovina in July 2010, the Plan was drawn up by the working group which consisted of the representatives of the Ministry of Defence of BiH, Ministry of Foreign Affairs of BiH, Ministry of Finance of BiH, Gender Centre of the Federation of BiH, Gender Centre of Republika Srpska, Federal Ministry of Interior, Ministry of Interior of Republika Srpska, Mine Clea-

³ Law on Gender Equality in Bosnia and Herzegovina ("Official Gazette of BiH" No. 16/03 and 102/09).

⁴ Election Law of Bosnia and Herzegovina ("Official Gazette of BiH" No. 23/01...37/08).

⁵ Law on Financing of Political Parties ("Official Gazette of BiH" No. 102/09).

⁶ Gender Action Plan of Bosnia and Herzegovina ("Official Gazette" of BiH No. 41/09).

rance Centre BiH and non-governmental organisations represented by the organisation "Women to Women". The Action plan contains eight objectives: increase in the participation of women in decision-making positions, increase in the number of women in military and police forces, participation of women in peace-keeping missions, mine clearance actions, trafficking in people, assistance to women and girls who were victims during war conflicts, conducting of state officers' trainings and cooperation of governmental, non-governmental and international organisations. The Action Plan will accelerate the implementation of the UN SC Resolution 1325 at the national level, either in vertical or in horizontal levels.

Conclusion

Awareness-raising on gender equality is a long, continual process. For realisation of this process, either gender needs to be involved. Nevertheless, greater burden of active participation in the process is on the side of women. Absence of equality naturally prompts the female population to take greater interest in improving the current situation. Comprising a half of the human potential, women enlarged the circle of their activity and broadened the traditional role of the housewife by their participation in all segments of the society, even in the defence and security sectors. We cannot speak, yet, about high percentage representation or that women occupy a significant number in decision-making positions. Despite all positive statutory resolutions regarding gender equality, women are left at marginal positions, both in the institutions where they are engaged and in the society in general. In order to advance the current situation with regard to the subject problems, it is necessary to:

- Implement the positive statutory regulations which govern the sphere of gender equality;
- Educate all categories of population through the educational system on the issue of gender equality;
- Incorporate gender-friendly language in the normative enactments and daily communication;
- Develop personal capacities of women;
- Economically strengthen female population;
- Promote women in management;
- Maintain the quota system as long as the conditions are created for either gender to participate equally in the work of the institutions of the society;

- Run informative and advertising campaigns, ensure that the media produce a positive picture of the role of women in the defence and security sectors;
- Establish and spread the network of all actors involved in the gender equality issue (lobbying);
- Break the stereotypes which negatively reflect the issue of gender equality.

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NATIONAL ACTION PLAN OF THE REPUBLIC OF SERBIA FOR IMPLEMENTATION OF UNSCR 1325 ON WOMEN, PEACE, AND SECURITY

Abstract: In 2000, the United Nations Security Council adopted the Resolution 1325 on Women, Peace, and Security. In the past years, the Republic of Serbia has carried out numerous activities and adopted strategic and normative-legal regulations which are in direct and indirect connection with the implementation of the UNSCR 1325. The process of drafting the National Action Plan of the Republic of Serbia for implementation of the UNSCR 1325 has begun in 2010, when it was adopted by the Government by the end of same year. The Ministry of Defence rendered expert and administrative-technical assistance to the Government Working Group for the NAP drafting.

Key words: *UNSCR 1325, women, security sector, National Action Plan.*

Introduction

The United Nations Security Council Resolution 1325 on "Women, Peace, and Security" (hereinafter: UNSCR 1325) was unanimously adopted on 31 October 2000 emphasising the consequences of bloody conflicts on women and girls and the importance of the role of women in peace-building and post-conflict country recovery. This is one of the most important UN resolutions in the field of peace and security and it leans on previous conventions concerning women, peace and security.

The Resolution is legally binding for all the UN member countries requiring no additional ratification. With the view of the Resolution implementation, in 2002 the UN Security Council encouraged all the member countries, civil society and other relevant stakeholders to develop strategies and action plans with clear objectives and timelines for integration of gender perspective into peacekeeping operations and programmes for recovery and reconstruction.

The UN Secretary General report, dated October 2004, called on all the member countries to draft their national action plans (NAPs) in order to implement more resolutely the UNSCR 1325.

The national action plans are documents of the UN member countries which provide specific guidelines for the implementation of the UNSCR 1325 in practice. In the period from 2000 through to today, many positive steps were made towards fulfilment of international obligations and assumed conventions and standards. The Gender Equality Council of the Government of the Republic of Serbia was established, a separate internal organisational unit at the Ministry for Work and Social Policy – the Gender Equality Department and the Gender Equality Committee of the National Parliament of the Republic of Serbia were formed. Apart to that, the activity priorities and measures were established with a view to improvement of the position of women and advancement of gender equality. The National Strategy for Improvement of the Position of Women and Advancement of Gender Equality from 2009-2015 and the National Strategy for Prevention and Protection of Children against Violence were adopted, the National Plan of Activities for Improvement of the Position of Women and Advancement of Gender Equality for 2010-2015 was passed. Furthermore, the changes of the criminal, labour and family legislation were made. The principle of gender equality was included in the Anti-Discrimination Act as well as in some of the state strategies, whereas a separate law in this field was passed: the Law on Equality of Sexes. Apart to the above stated, however, it is essential to enable greater participation of women at all levels of democratic decision-making as well as to give them a greater role in the decision-making process that affect the security sector.

Upon the decision of the Government of the Republic of Serbia of June 24th, 2010 was established the multi-sector Working Group for drawing up the NAP of the Republic of Serbia for implementation of the UNSCR 1325. According to that decision, the Ministry of Defence was appointed to extend expert and administrative and technical assistance to the Government's Working Group. On October 1st, 2010, the Government's Working Group adopted the Draft of the NAP of the Republic of Serbia for Implementation of the UNSCR 1325, and the document was adopted by the Government on December 23rd, 2010.¹

¹ The draft of the document contains the following parts: Introductory Part (Principles and Framework for drafting the NAP), Institutional mechanisms for the NAP implementation, Representation of women in the security sector and their influence on the issues related to peace and security, Decision-making – increase in the participation and influence of women, Involvement – increase in the participation of women in conflict resolution, post-conflict situations and multinational operations, Instruments for legal protection of women, Education of the security sector personnel, Media support to the NAP's objectives, Annexes (Table of Indicators and Abbreviations).

The NAP is of particular importance for the countries emerging from the period of conflicts, such as the case with the Republic of Serbia, since that document might help establish the standards and mechanisms for protection of women and girls during the conflicts and in their aftermath. However, having in mind that women are not only the victims of war and violence but that they can also have a very active role as participants on one of the conflicting sides as well as in the negotiating process in conflicts pacification and search for the conflict peaceful resolution, long-term development and region stabilisation, this document provides for defining such a role of theirs in the security sector and in the society as a whole. The objective of this document is also to provide the equality of participation, promotion and decision-making of women in the security sector.

The Republic of Serbia, as a potential European Union (EU) member, appreciates the fact that the EU in its documents recognized the importance of equal participation of men and women in the conflict prevention and resolution and the promotion of a culture of inclusive and durable peace. The gender perspective of the EU missions as part of the European Security and Defence Policy (ESDP) is reflected in the presence of one or several gender equality advisors in all civilian and military missions, and introduction of such a duty in the practice of the Republic of Serbia is one of the tasks and novelties provided for by the NAP. Apart to that, whilst drawing up this document, the EU Strategy for Equality between Men and Women 2010-2015 as well as the Activity Plan for Implementation of the EU Strategy for Equality between Men and Women 2010-2015 were taken into consideration.

Other international organizations have recognized in this Resolution a possibility to utilize better and more efficiently human capacities for a more effective response to crises and post-crisis situations. Thus, in September 2009 NATO adopted the Directive (D-40-1) by which all the member countries of the NATO and "Partnership for Peace" programmes are instructed to incorporate the recommendations of the UNSCR 1325 in terms of establishing gender equality in the NATO command structure, including some measures for protection of women during armed conflicts. Such an approach is consistent bearing in mind similar standards and action plans by the UN Department of Peacekeeping Operation (UN DPKO) and the European Union, OSCE and the Council of Europe (CoE). Furthermore, the mentio-

Each of the stated parts was elaborated according to the similar pattern which includes. (1) description of the current situation and problems in the concrete field; (2) establishing the general and specific objectives for each concrete field, and (3) establishing activities, implementers, associates and time lines for execution of the activities. Thus, seven general objectives, 17 specific objectives and 96 activities were established for realisation of the NAP objectives.

ned organizations are consistently engaged in prevention of violence against women in the crisis and emergency situations as well as in promotion of the participation of women in peace-building.

The adoption of the National Action Plan and the implementation of the UNSCR 1325 in the Republic of Serbia confirms the intention of the Government of the Republic of Serbia to contribute actively to the process of peace-building, stability and security, above all in the immediate environment of the Southeast European region as well as in Europe - through a comprehensive process of European integrations and the world at large through participation of the Republic of Serbia representatives in multinational operations and at international conventions dedicated to peace, position of women and security.

Principles, Objectives and Framework for Drafting the National Action Plan of the Republic of Serbia

The fundamental principles, objectives and commitments contained in the NAP for implementation of the UNSCR 1325 originate in human security, gender equality and respect and promotion of the human rights of women which are contained in the adopted national and international documents. Among those documents, the most important are the following:

– *The Constitution of the Republic of Serbia*, as the supreme legislative act, guarantees the constitutional principles of the rule of law, social justice, gender equality, civil democracy, human and minority rights and freedoms, as well the rights stemming from ratified international treaties and generally accepted rules of international law, based on which principles the policy of equal possibilities is developed thus entailing creation of conditions for full development and advancement of the women's position in all spheres of social life, including the area of security, in order to allow them to enjoy the same human rights and fundamental freedoms as men.

– *The National Millennium Development Goals in the Republic of Serbia*, based on the 2000 United Nations Millennium Declaration, specify several tasks relevant for the achievement of gender equality, advancement of the women's position and development of the concept of human security. These tasks are: 1) Promote gender equality and empower women (by 2015 halve economic inequalities between women and men); 2) Increase the representation of women at all levels of political decision-making to at least 30% (by 2015); 3) Complete the creation of systemic foundations for achieving gen-

der equality (draw up the national plans for implementation of political and strategic documents related to gender equality since that Millennium goal was not accomplished until 2008 in the Republic of Serbia); 4) Develop the system for protection of female victims of violence and the system for the prevention of violence against women (by 2015).

– *The National Strategy for Improvement of the Position of Women and Advancement of Gender Equality for 2009-2015 (2009)*, which specifies the basic principles that contribute to development of the policy of equal possibilities and enhancement of human rights in the system of gender equality in the Republic of Serbia.

– *The National Programme for Integration of the Republic of Serbia in the European Union (2008)* define the following priorities: 1) Promotion of the development of the Centre for Multinational Operations and participation of the Army personnel in peacekeeping missions along with fulfilment of obligations stemming from the membership in the Partnership for Peace Programme; 2) Promotion of the participation in the multinational military exercises on the territory of the Republic of Serbia and the territories of the member states of the Partnership for Peace and NATO; 3) Adoption of laws which will put in place the legal framework for the engagement of the personnel of the Army of Serbia and the Ministry of Defence in the provision of assistance to civilian population (the Law on Civil Defence, the Law on Crisis Management, etc.); 4) Cooperation with the International Criminal Court for the Former Yugoslavia; 5) Monitoring of the crime rate and other negative trends and criminal offences against the constitutional order and security of the Republic of Serbia, against humanity and other values protected by the international law; 6) Advancement of the access to justice, promotion of good inter-ethnic relations, protection of the rights of women and children, advancement of institutional support for the victims of discrimination and other.

Normative Framework of the National Action Plan

The normative framework for the NAP for implementation of the UNSCR 1325 is contained in the Constitution of the Republic of Serbia guaranteeing the equality of women and men, forbidding any kind of direct or indirect discrimination with regard to gender explicitly allowing for the possibility of introduction of special measures with the aim to create preconditions for achievement of fully equal positions of persons or groups of persons whose position is inferior as compared to other citizens. The Constitution of the Republic of Serbia expli-

citly stipulates that the generally accepted rules of international law and ratified international agreements are an integral part of the legal system of the Republic of Serbia, and that they shall be directly implemented.

Numerous international documents constitute the obligation of the signatory countries to promote gender equality, undertake activities and adopt measures, including special measures aimed at creation of equal opportunities and elimination of any kind of discrimination, in order to build up a social environment with fully achieved gender equality standards.

The Republic of Serbia ratified a great number of international documents on human rights and it is the signatory of almost all international conventions in the sphere of human rights, rights of women and children and international humanitarian rights, adopted under the auspices of the United Nations, with the Committee on the Elimination of Discrimination against Women (CEDAW) as the most important of all.

Adopting the NAP for implementation of the UNSCR 1325, the Republic of Serbia states its willingness to honour the international obligations it has accepted and implement in its policy the aforementioned UNSCR 1325 and directly participate in its realisation.

The interior legislation provides the prerequisites for protection against discrimination and human security through a number of systemic laws which regulate this field, such as the following:

- *The Anti-Discrimination Law* regulates the general prohibition of discrimination, the forms and cases of discrimination as well as the procedure aimed at protection from discrimination, and introduces the Commissioner for Protection of Equality as an independent state body that autonomously performs the tasks as stipulated by this Law;

- *The Gender Equality Act* regulates the creation of conditions for pursuing the policy of equal opportunities for enjoyment of the rights of women and men in all spheres of social life, enactment of regulations and undertaking special measures for prevention and elimination of discrimination based on gender, as well as the procedure for legal protection of the persons exposed to discrimination.

- *The Law on Prevention of Harassment at Workplace (2010)*, that came into force on 5 June 2010 and has applied as from 4 September 2010, provides for the procedures of legal protection of the persons exposed to discrimination, abuse and violence, including sexual violence at workplace;

- *The Criminal Code*, in the section that refers to the Criminal offences against humanity and other values protected by the international law, incriminates all maleficence that are classified as so-called international crimes.

– *The Law on Cooperation with the International Criminal Court* stipulates the manner, scope and forms of cooperation of the state institutions of the Republic of Serbia with the International Criminal Court, the legal assistance to the Court and execution of its decisions, and specific characteristics of the proceedings related to criminal offences, stipulated in Article 5 of the Statute of the International Criminal Court and/or crimes against humanity and other values protected by international law.

– *In the field of defence and security*: the Law on Defence, the Law on the Army of Serbia, the Law on Police, the Law on Civil Service, the Law on the Basic Structure of Security Services, the Law on Security Information Agency, the Law on Military Security Agency and Military Information Agency, the Law on the Use of the Army of Serbia and Other Defence Forces in Multinational Operations outside the Borders of the Republic of Serbia, the Law on Military, Labour and Material Obligation, are, in principle, anti-discrimination laws.

The Strategic Framework for Drawing up the National Action Plan

Measures and activities envisaged in the NAP for the implementation of the UNSCR 1325 in Serbia rely on the key strategic documents by way of which Serbia has defined its policy in the field of social development, European integrations, defence, security, advancement of gender equality and protection of women. These are as follows:

– *National Strategy for the Improvement of the Position of Women and the Advancement of Gender Equality for 2009-2015 (2009)*, which specifies a comprehensive and harmonised state policy intended to eliminate the discrimination of women, improve their position and integrate gender perspective in all the domains under the jurisdiction of the institutions of the system. The National Strategy defines the following objectives: 1) Increase in the participation of women in decision-making and achieving gender equality; 2) Improvement of the economic position of women and achieving gender equality; 3) Achievement of gender equality in education; 4) Improvement of women's health and promoting gender equality in health policy; 5) Prevention and elimination of violence against women and promotion of victim's rights; 6) Elimination of stereotypes in the media and promotion of gender equality. Implementation of the stated strategic goals has been concretised by the adopted Action Plan for Implementation of the National Strategy for Improvement of the Position of Women and Advancement of Gender Equality for the period 2009-2015.

– *Strategy for Integrated Management of the Border of the Republic of Serbia (2006)*, as a strategic document for joint management of the border by border services, envisages active participation of women in regular state border controls that apply to persons, transport means and goods, that implies controls at border crossings, prevention of uncontrolled entrance across the border, including the issues related to seeking asylum and treatment of the arrested persons without the documents in accordance with the international charters and conventions. Also, women perform the operations of state border control as regards various kinds of border security offence.

– *Strategy for Combating Human Trafficking (2006) and the National Strategy for Prevention and Protection of Children against Violence (2006)* even more explicitly contribute to advancement of the institutional framework, prevention, assistance, protection of women and children against illegal trafficking and violence, as well as reintegration of the victims in the social system, advancement of international cooperation, monitoring and evaluation of achieved results, etc.

– *Strategy for Combating Illegal Migrations in the Republic of Serbia for 2009-2014 (2009)* contributes to advancement of control of the cross-border movement of people and reduction of security risks due to uncontrolled movement of migrants and human trafficking.

– *Poverty Reduction Strategy (2002)*, as part of which the women are recognised as a vulnerable social group, while the Roma women, women refugees, displaced women and women in rural areas are identified as particularly vulnerable groups, hence, several measures concerning improvement of their position are stipulated in the document.

– *National Security Strategy of the Republic of Serbia (2009)*, particularly in the part where the following is promoted as fundamental values in the field of security: freedom, equality, peace building and peacekeeping, rule of law, democracy, social justice, human rights and freedom, national, race and religious equality and equality of sexes, inviolability of property and environment protection. This strategy states that Serbia is committed to respect of the obligations stemming from the UN Charter, the principles of the Universal Declaration on Human Rights and the Helsinki Final Act, that it is committed to develop and promote all aspects of security, that it is committed to creation of conditions for advancement of human security, improvement of the role and position of women in the decision-making processes and the strengthening of state mechanisms needed to ensure gender equality.

– *Defence Strategy of the Republic of Serbia (2009)* which underlines that Serbia is to contribute through peace and stability to building and strengthe-

ning of security, that it is to build and strengthen its own capacities and the capacity for defence, as well as to work together with other states and contribute to the strengthening of the national, regional and global security. This strategy defines the vital defence interests of the Republic of Serbia, including protection of citizens' security, building trust, advancement of security and stability in the region, cooperation and partnership with international security organisations and institutions of democratic states, etc.

– *Strategic Defence Overview of the Republic of Serbia (2009)* defines the mission and tasks of the Serbian Army including, among other things: participation of Serbia in peace building and peacekeeping in the region and worldwide, particularly in multinational operations in the collective defence system, as well as support for civilian governments in their efforts against non-military threats to security and activities in the international military cooperation directed to creation of partnership and friendship relations in the environment, region and worldwide.

Indicators of Actual Situation in View of Representation of Women in the Security Sector

Statistical indicators in the Republic of Serbia, based on the data of the Statistical Office of the Republic of Serbia from 31 December 2009, underlined that in the total population of 7,306,677 inhabitants (without indicators from Kosovo and Metohija), women constitute more than one half of the figure i.e. 3,853,102 persons are women, or 51.36% of the total population. Although the electoral right defines 30% as the minimum representation of women in the electoral lists, which is much below the real quota of their population representation, this minimal quota was not observed. Data show that, after parliamentary elections in May 2008, women are represented less than the defined minimum i.e. they account for 22.4% of all members of the National Parliament of the Republic of Serbia. The situation related to representation of women in the executive power is even worse: five out of twenty-five ministers i.e. 18.5% are women, none of which is in the security sector; at the posts of state secretaries only 22.7% are women, whereas a slightly better situation is at the posts of assistant ministers with 42.6% women. The best situation is in judicature where more than two thirds of employees are women – of 2 400 judges in Serbia, 1,700 are women and 700 are men.

As regards indicators from Kosovo and Metohija (KiM), after adoption of the UNSCR 1244 most of the state competences of the Republic of Serbia at KiM

were passed over to the United Nations Mission (UNMIK), including the protection of peace and security at KiM. Hence, the Statistical Office of the Republic of Serbia and the Ministry for KiM of the Republic of Serbia, because of the objective reasons, do not have reliable statistical indicators of the existing situation at the territory in 2010. However, in the light of the UNSCR 1325, which particularly treats the rights of women who are the victims of violence and vulnerability of the rights of women and children in the conflict and post-conflict environments, such as KiM, this issue has to be addressed with special concern not only in the NAP of the Republic of Serbia, but also by the UN and other international organisations, the EU and non-governmental organisations (NGO).

In the Ministry for Human and Minority Rights, the number of women is also relatively high, i.e. 75.5% of the total number of employees is women. The educational structure (qualification) of employed women in that Ministry is: Secondary School Degree – 17.6%, High School Degree – 5.9%, University Degree – 76.5%. Every woman took part in education, once or several times, in the country and abroad. According to the data of this Ministry, there are no records on participation of women in international delegations, there are records but no reported cases of violence at workplace, and until September 2010 only one man used the maternity leave.

In the security sector of the Republic of Serbia, the representation of women expressed in figures and percentage is still unsatisfactory. The data about women in the security system are most often a part of the unique information system on human resources of particular ministries/directorates/agencies. It means that, as a matter of fact, there are no special records on representation of women or any special programme on career management of women, no special records are kept on their participation in international and educational activities and no established records on the number of men who used maternity leaves or sick-leaves due to children's sickness in order to enable promotion of wives employed in the security sector.

The role of women in the defence system was significantly affirmed in the previous period. The broad public of Serbia is well aware of the fact that women enroll the Military Academy and perform their duties as the Serbian Army General Staff. It is, however, barely known that women in the defence system, generally speaking, perform their regular tasks on a daily basis with exceptional responsibility and achieve results that often overcome those of their male colleagues. In the Ministry of Defence (MoD), the range of duties performed by women is very wide, from administrative and analytical jobs, medium-level and lower-level managerial positions, to formation-related positions where defence policy is formulated. Women are represented in all staff

categories in service with MoD and the Serbian Army (SA) as professional military persons (officers, non-commissioned officers and professional soldiers) and civilians. According to the data from September 2010, the total percentage of women employed in MoD and SA was 19.5% of the overall number of employees. The number of women in the professional military service in MoD and SA is 2.6% of the total number, as follows: 0.5% female officers, 0.4% female non-commissioned officers and 7.2% professional soldiers who are women. Although the total number of women in the professional military service in the Republic of Serbia in 2010 was modest, encouraging is the fact that the percentage of 2.6% is an increase by 0.7% in relation to the year 2009, when only 1.9% was women. It should be especially pointed out that the structure of women employed in MoD and SA is ranked among highly educated, scientific and expert personnel, whose working results are not adequately valued and compensated. The number of female civilians, however, in the defence system in 2010 was 51.8% of the total number of civilians, but their opportunities for career management and compensation on the basis of work are objectively limited by the existing circumstances. For instance, in the programme for the Personnel Automated Information System (KaIS) no records are kept on the number of women in managerial positions and formation-related positions at high, medium and lower levels, or any programme for career management for civilians, among which the greatest percentage are women. At the Military Medical Academy, there are 65.11% female employees. And while most people expect that women at the MMA are employed as nurses, it is barely known that 42.25% of the total number of the Doctors of Science employed at the MMA are women, 52.12% of the total number of Masters of Science at the MMA are women and that the majority of enrolled students – cadets at the MMA in the academic year 2008/2009 were women, while in the academic year 2009/2010, 60% were women. Women in managerial positions at MMA were represented with 27.64%.

According to the indicators from September 2010, the number of women employed at the Ministry of Interior totalled 20.96% of the overall number of employees. Out of this figure, 7.76% of employed women enjoy the status of uniformed authorized officers and 21.5% have the status of authorized officers (operational personnel). The remaining two thirds, for the most part, carry out administrative and educational tasks in the Ministry of Interior. There are, for the time being, two representative trade unions. The Police Union of Serbia has 15% of women and one woman is in the top management, whereas in the Police Independent Union 46% of the total membership are women, of which figure five women occupy managerial positions in the Union.

Out of the total number of full-time employees in the Customs Administration of Serbia in September 2010, 42% are women. At the Sector for Control of Customs Regulations Implementation, 23.3% of the total number of full-time employees is women. Although this Sector is not the only segment that exercises the security function in the Customs Administration, more than 35% of total employees in the Administration are women at border crossings and customs terminals who, performing regular jobs from their competences, exercise the security function. The security function stems from the jobs in competence of the Customs Administration as follows: combating smuggling of people, arms, narcotics, consumer goods, dual purpose goods; combating illegal import of waste, radioactive waste, chemicals, biological material; combating migrations; and combating the so-called money laundering, and other.

In the Security Information Agency, in relation to the total number of personnel, women are represented with 30.74%. Of the total number of the Agency's staff, representation of women in the managerial positions is 10.95%. Also, the data base has been established and up-dated on the number of represented women, in particular those who are in the managerial positions. Neither in SIA nor in any other security service exist the institutionalized mechanism for gender equality.

Within the Ministry of Justice, in the Administration for the Execution of Penitentiary Sanctions, women make 23.8% of the total number of employees. These data include the total number of employees in 28 institutions, one training centre and employees in the head office of the Administration, including the employees from the territory of Kosovo and Metohija. The position in the Administration is not conditioned by gender. Women are employed in all services of the institution (treatment service, security service, training and employment service, health protection service, general affairs service). In the very institutions, 22.61% are women. The only restriction in regard to performance of particular jobs is related to the jobs in the security service where the search of persons taken into custody may be executed only by the person of the same sex.

According to the data of the Statistical Office of the Republic of Serbia related to the "Indicators of Crime and Enforcement of Justice from 2004-2008", among the identified adults who committed criminal offences in 2008, only 7% are women, and 93% are men. Also, according to the gender-based statistics, among the sentenced adult persons in 2008, 9.1% are women and 90.9% are men. In accordance with the indicators explained by the data from the same source, the most frequent types of criminal offences were those related to thefts and heavy thefts 13.1%, then, light bodily injuries 4.9%, family violence 4%, grave bodily injuries 2.4%, etc.

Conclusion

In 2010 in the Republic of Serbia drafting the NAP for implementation of the UNSCR 1325 has had an organized and systematic approach, which was finalized with the adoption of the NAP by the Government by the end of same year. In drafting the NAP of the Republic of Serbia, apart to the Working Group of the Government and the Ministry of Defence, the Belgrade Fund for Political Excellence and the OSCE Mission in Serbia were especially engaged. It is of exceptional importance that the countries of the region are mutually informed, connected and cooperate in the processes of the UNSCR 1325 implementation.

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STEP FORWARD OF SERBIAN ARMED FORCES TOWARDS HIGHER GENDER EQUALITY STANDARDS

Abstract: The paper deals with different aspects of incorporation of the principle of gender equality in the Serbian Armed Forces and military academic education, with a special view of the military realities, the inherited state of affairs, and current trends in other countries. The implementation of gender equality in this context calls for a synchronized action by wide range of relevant institutions. The process requires systematic, step-by-step approach, which ought to engender an array of intertwined and mutually conditioned activities. The author concludes that the most significant step forward to reach higher standards in the field of gender equality in the Serbian Armed Forces has been an increase in the number of women enlisted in the professional military service. Importantly, this improvement includes greater openness in the admission of girls as cadets to the Military Academy.

Key words: *gender equality, Serbian Armed Forces.*

Introduction

Measures taken in the last few years in the Ministry of Defence and Serbian Armed Forces in order to remove obstacles for acceptance of women in professional military service resulted in apparent changes in two key indicators of gender equality. These are: 1) constant increase of percentage of women in overall structure of the Armed Forces, and 2) broadening area of work engagement of women in the Armed Forces, i.e. increase in number of duties available to them under same conditions as for men.

Intensifying acceptance of women in professional military service

Increase of the percentage of women's presence in Serbian Armed Forces

In order to be accepted in training for professional soldiers and thus acquire qualification for performing certain jobs in Serbian Armed Forces in the capacity of professional military personnel, women have to comply with general

recruitment requirements: to be medically fit, to get a positive grade in psychology selection tests and to “pass” appropriate security clearance. Unlike men, prior to assigning to training for professional soldiers, women are not obliged to serve mandatory service period. This concession to women was made because they were not mandatory military conscripts and therefore insisting in this condition, which is completely justified from the point of rationality and efficiency of the training, would result in further continuance of the gender inequality in respect of employment opportunity in Serbian Armed Forces.

Removing the traditional barrier for entrance of women in military ranks has proved justified in the context of formal battle with one form of discrimination on women and from the standpoint of rational disposal of defence human resources. This conclusion is supported by information on the number of women that met the criteria for assignment to professional soldiers’ training and results that they achieved in mastering the basic and specialty training program. Out of total of 1,919 candidates accepted for training in 2009, 367 or 19 percent were women. Special attention must be given to the fact that percentage of candidate that successfully completed the training is somewhat higher among women than among men — 99 percent in comparison to 95 percent. Women kept the advantage in successful mastering of the program in further cycles of the training. In first half of 2010, 2,305 candidates went through four cycles of training for professional soldiers, out of which 353 (15 percent) were women. In this case also, their passing rate at the course was extremely high (98 percent) and one percent higher than men passing rate.¹ According to the training records, in average women achieve somewhat better results than men in adopting theoretical knowledge, in physical aptitude test (according to criteria applicable for women), then in professional-specialty training contents (in craft specialties, in particular) and in mastering activities that require precision and concentration. On the other hand, they are weaker than men in adopting tactical training contents, at firing infantry weapons and close-order drill.

Stated indicators of women’s capability to successfully complete the training, which at the same time are valid parameters for estimating efficacy in performing jobs in capacity of professional soldier, correspond to the results of the research on what jobs should women be predominantly engaged, i.e. towards which jobs should they be directed in terms of their professional orientation.² This does not question their right to make a free decision

¹ Status in August 2010.

² Šaranović J., Marček J., Kilibarda Z., *Obim i modaliteti angažovanja žena u savremenim armijama*, Institut ratne veštine, Beograd, 2005.

for which opening in the armed forces will they apply under equal terms as men, pursuant to their own preferences and estimates. In support of supremacy of this right speaks the observation from the training analysis that no particular problems were observed in women's training in comparison to men's training, as well as the fact that the main reason why some women fail to complete the professional soldier training is not poor result in training. In most cases, this happens due to termination of training on personal request (due to lack of interest in acquiring the professional soldier status) or due to failure to comply with certification requirements due to long period of sick leave, which can be indirectly connected with mainly undisputed experience-based knowledge of women's higher probability of injuring during the training.

Speaking of work efficiency of women on professional soldier formation positions, feed-back information from the units show that when it comes to fulfilling tasks they demonstrate high level of responsibility, and even more will and perseverance in craft specialist jobs, which recommends them, in accordance with similar observation from training, as candidates that should have advantage in the process of filling the openings of such kind.

In any case, it can be noted that women, now equally with men, can apply for any job opening in the Serbian Armed Forces, and that adequate positive climate has been created in this respect in the military environment, which altogether has favourable effect on women's response on training invitations. Vast majority of women successfully complete the training, so the share of women in overall composition of the professional part of the Serbian Armed Forces has significantly increased in the last five years. Just as a reminder, in mid-2000s, in then Serbia and Montenegro Armed Forces and Ministry of Defence, there were only 206 women in all categories of professional military personnel (officers, non-commissioned officers and professional soldiers). By September 2010, this number more than tripled, with percentage share increased from almost negligible 0.82 percent to 2.83 percent (see Table 1).³ Chances are real that by the end of the year, in line with plan for professionalization of Serbian Armed Forces and relatively high response of women to open competition for admission to professional military service, the total number of women in Serbian Armed Forces and Ministry of Defence, will have been significantly increased.

³ Stated data were obtained from Staff Administration, HR Department of Serbian Ministry of Defense within the work on National Action Plan for implementation of UN Security Council Resolution 1325.

Table 1

Share percentage of women in defence system (2005–2010)

Year	Staff category						Total	%
	Officers	%	Non-commissioned officers	%	Professional soldiers	%		
2005	16	0,19	30	0,28	160	2,66	206	0,82
2006	15	0,22	30	0,35	116	2,57	161	0,81
2007	15	0,23	29	0,36	114	2,72	158	0,84
2008	18	0,28	29	0,37	152	3,23	199	1,05
2009	27	0,42	29	0,38	368	5,72	424	2,06
2010	28	0,44	29	0,38	569	7,02	626	2,83

The following data speaks in favour of the estimated increase of the share of women – professional military personnel, in the overall composition of the Serbian Armed Forces: among professional soldiers accepted in the military service during 2009, there were 11.39 percent of women, and during 2010 (August inclusive) 13.96 percent. In contests for acceptance into military service announced in 2010, among the applicants there were 20.54 percent of women, out of which 90 percent complied with the criteria set out for dispatching to basic training. This trend in contest response (two candidates for one opening in branch position), with expected high rate of course completion (that was around 98 percent during training in 2009 and 2010), will probably result in increase of the percentage of women professional soldiers in the ranks of Serbian Armed Forces. At the same time, with graduation of the first generation of girls at the Military Academy (2011), the number of women professional officers will start to increase, thus making a fundamental progress in terms of gender equality in Serbian Armed Forces and Ministry of Defence.

Broadening the scope of work engagement: conquering “men’s jobs”

Thanks to the new approach in admittance into professional military service, free of formal limitations and obstacles based on former rigid stereotypes and prejudice about “whimsical women’s nature” and her inferiority, the practice of admitting women to work positions that used to be practically unavailable although there were no official bans in this respect, has become more and more apparent. Certainly, this already obvious trend of broadening the scope of work engagement of women has not erased

traditionally emphasized higher representation of men on jobs that require massive physical strains and in branch positions that entail direct exposure to enemy fire in case of combat action, but presence of women in such duties already ceased to be exclusive phenomenon that causes wandering or ridicule, that used to accompany such news in the past. Measured by total number of branch positions that in this period become available to women, not only declaratively but also practically, the broadening of the scope of their work engagement can be qualified as doubling “conquered” space. This means that the possibility to select the type of job in line with personal affinities and capabilities of women interested in service in Serbian Armed Forces was *de facto* significantly increased.

Given the vast number of duties (military occupational specialty codes) of professional soldiers in Serbian Armed Forces, the number of duties performed now by women (64 in total) is not impressive *per se*, but — in comparison to situation five years ago (35) — undisputedly illustrate the trend of leaving traditional practice of favouring men in military profession, established on stereotype belief that they are superior to “weaker sex” and justified by centuries long and supposedly natural division of work into “male” and “female”. When it comes to evidence of essential, and not only formal broadening of the scope of women’s work engagement in the armed forces as one of undoubtedly significant indicators of gender equality improvement, a much more important indicator than the number of duties performed by women is which newly-conquered duties are these, i.e. what is the character of the broadening of work scope of women soldiers — whether it is mainly quantitative or at the same time qualitative change.

If we observe the first part of the rank list of branch positions in Serbian Armed Forces compiled based on number of professional women soldiers that occupy them, i.e. work positions with most women representation (where there are 10 or more women), it can be noted that there are seven “newly-conquered” positions among them, out of which at least four fall into category of jobs that until recently, at least unofficially, were perceived as male. These are: mortar men (31), telephone operator (29), sapper (17) and guard (14).⁴ Performing stated tasks entails relatively high level of life and health risk related to handling weapons or explosive ordnance, or with increased physical strain, which is by the rules and criteria of labour and industrial psychology generally not recommended to persons with weaker psycho-physical constitution.

⁴ Numbers in brackets indicate the number of women performing stated jobs in Serbian Armed Forces.

The other important fact related to the jobs in which the representation of women is most obvious is that their highest inflow in the ranks of professional soldiers for the last five years has been recorded in branch position shooter — as much as 77 newcomers, thus increasing their number for little over six times (from 15 to 92). Of course, shooter's duties entail execution of tasks by use of firing arms, which means (as a rule) from the most forward position in the unit's line of battle, and accordingly it is sufficiently demanding from the point of military professional competency and psycho-physical fitness. When we also take into account that at the same time, based on successfully completed general and specialty training, Serbian Armed Forces admitted as much as 30 women for mortar man duties, 31 for telephone operator duties and 8 for duties of machinegun shooter (where in previous period there were no women), then in fact there is no place to objections that can be heard from time to time, although unofficially: that women come to serve in Serbian Armed Forces just to be called professional soldiers, namely to get the salary of a professional, and that in reality they perform "civilian" jobs, without even "seeing the real army".

The large inventory of jobs where women's presence is merely symbolic — one or two (four at the most) — speaks in support of the qualitative change in practice of hiring women in Armed Forces, in terms of broadening scope of their engagement, although even such presence is worth mentioning because of exclusivity of the role they perform. These are the jobs that under all classic standards can be classified in group of those "unbecoming for women's nature", those that women should steer clear of "for their own good", whether because they are dangerous, or because they are too demanding, which is the reason why until recently it was almost unthinkable to find a women in uniform in such place. These are, for example, jobs that women perform on the following branch positions: tug-boat operator (4), armoured personal carrier gunner (3), amphibious carrier operator (3), counter-terrorist (2), amphibious carrier driver (1), amphibious carrier commander (1) mechanic for ammunition and low-explosive devices (1) and pontoon bridge operator (1).⁵ In addition, among the women included in current professional soldiers' training cycle, there are those that will be appointed to branch positions occupied exclusively by men until now, such as: paratrooper, rocket system operator, artillery gunner, tank gunner, rocket system mechanic, aviation ordinance person.⁶

⁵ Ibid.

⁶ The list of work post in Serbian Armed Forces for which women did not stand chance to be employed in capacity of a professional soldier is not complete. For example, in 2010, Armed

Based on the stated data that undoubtedly indicate increasing trend in share percentage of women in total composition of professional soldiers, along with broadening of their work scope, especially in direction of “conquering” jobs that were until recently “reserved” primarily (and even exclusively) for men, it can be concluded that the practice in Serbia, when it comes to hiring women in Armed Forces, undoubtedly changes in such way that guarantees constant progress in the spirit of proclaimed principals of gender equality. Significant contribution to achieving this goal has been made by amendments of regulations that enabled, parallel with increase in number of women among professional soldiers, more efficient solving of the problem of their extremely low presence among the structures of officer personnel. These amendments made the base for subsequent, deciding step on the road to objectification of gender equality.

Beginning of girls’ education in Military Academy

Within intensifying of the process for creating conditions for more significant participation of women in the structure of professional Armed Forces personnel, the most significant step forward was made by passing decision to begin education of girls in Military Academy. This act opened the way for women to all levels and forms of military-professional education, thanks to which they will perceptively be in position to apply for all jobs in Armed Forces equally as men, including those at the highest management levels. Thus, the last serious obstacle was removed from the path of achieving essential gender equality in the Ministry of Defence and Serbian Armed Forces.

Minister’s instruction from 2006, prescribed that it is necessary to “secure adequate conditions for admission of women in military schools for certain specialties” and that education should start in the following school term.⁷ Given that the education at the Military Academy was exclusively reserved for men, “ensuring adequate conditions” for beginning of girls’ education entailed obtaining certain information on potential candidates in order to take timely measures for valid selection of girls, their motivation for military vocation and successful integration into military environment. In

Forces expressed the need to fill branche positions towed train driver, dozer and loader operator, commando, light diver, tracked and wheeled vehicle mechanic, and steam boilerstoker, but there were no women interested for taking these positions (according to the data obtained from Humen Resource Department).

⁷ “Minister’s instruction for the year 2006”, Defense Policy Sector, Ministry of Defence, Government of the Republic of Serbia, 2006.

particular, in order to know how to prepare for education, how to begin, it was necessary to know what is the starting position. In line with that need, in the first half of 2007, Institute for strategic research conducted a research "Opinion of High School Students about Education in Military Academy".⁸ One of the goals of the research was to determine the extent to which the senior high-school students, especially girls, are interested in education in Military Academy, and for which courses in particular.

According to the results of the said research, 128 (9.1 percent) of girls high-school graduates expressed wish to study at Military Academy. It is interesting that the percent of those who want to study at Military Academy is approximately equal in both male and female sub-sample (Table 2). It must be admitted that this is somewhat unexpected, given that in Serbia, military vocation has always been and still is considered to be men's. However, maybe this very fact hides the explanation for girls' interest in education in Military Academy. It is possible that the very fact that such possibility did not exist until now, activated the "novelty appeal" motivation, which as a rule is extremely pronounced in persons prone proving themselves in challenging situations. Significant number of such persons are equally present among men and women, and for women, military profession as area in which they did not have the opportunity to prove themselves, is a typical example of a challenging situation. Given that they are not acquainted with all difficulties of that vocation, nor warned of it by the society (because they are not perceived as military personnel), they are usually spared of negative halo-effects related to this vocation.

Table 2
Interest of high-school students for studying at the Military Academy

Question:	Answers	Boys		Girls	
		Number	%	Number	%
Do you want to study at the Military Academy?	I do	120	10,7	128	9,1
	Undecided	294	26,2	322	22,8
	I do not want	706	63,0	957	68,1
	Total	1 120	100	1 407	100

High school girls interested in studying at the Military Academy, first of all wish to be educated for aviation duties. Attractiveness of this course is much greater than any other. There are at least two reasons for that: 1) girls probably see themselves in aviation exclusively in the role of pilot, which is the most attractive duty of all professional military personnel; 2) given the high price of

⁸ Subject sample consisted of senior Serbian highschool students. Total number of subjects was 2,527 students, out of which 1,407 were girls. Research included 67 schools in 61 town in 25 counties.

aircraft steering training, for the vast majority of those who want to become pilots, free studying at the Military Academy is the only way to fulfil their wishes. Other courses (army, logistics and navy's river flotilla) are almost equally interesting to girls. It is notable, however, that girls in comparison with boys show less interest in army, and higher in logistics. This result is expected, given that according to stereotype division of jobs into "male" and "female", officer jobs in army fall into "typical male" category. Furthermore, officer duties in this arm of service, in comparison to duties in other duty branches, are undoubtedly more physically demanding, which girls probably have in mind when deciding on the education course at the Military Academy. At the same time, higher interest for logistics course indicate that they most likely pay attention to what duties would that be performing in the armed forces, as well as to possibilities of employment outside armed forces, in case they are forced to leave the military profession before completing full years of service. Military Academy diploma acquired in logistics course certainly gives more opportunities in that respect, then diploma acquired in army course.

Girls' response to competition for education at the Military Academy

Announcement of the competition for education of girls at the Military Academy was the end of the preparatory phase in realization of the decision to equal the rights of men and women in respect of the opportunity to choose military profession. At the same time, this was the beginning of the process for verification of girls' motivation for choosing military vocations, i.e. testing the premise of their readiness and capability to comply with the requirements of the vocational-educational process at the Academy, life conditions (accommodation) and the same studying for cadets of both sexes. In the generation of Military Academy students (cadets) enrolled in 2007, there were 30 positions for girls (17.3 percent). In that year, 56 of them applied, or 1.8 candidates for one position (Table 3). Judging by the number of applicants in comparison to number of positions and percent of graduates that expressed interest for education in Military Academy during the research conducted in the first half of that same year, such response could not be qualified as sufficiently high. Just as reminder, among questioned graduates there were 128 girls that expressed wish to study at the Military Academy and 322 girls that were hesitant in this respect. This means that in total population of graduated high school students there were much more interested in education in Military Academy then the ones that actually applied for the open competition.

Table 3

Response of the girls to the open competition for education in Military Academy

Response indicators	School year				Trend
	2007/8	2008/9	2009/10	2010/11	
Number of girls accepted	30	32	49	57	increase
Number applied for one position	1,8	3,3	4,9	5,66	increase
Average high school grade	4,76	4,64	4,38	4,34	decrease

Probably the one reason for this discrepancy between interest in education and response to contest is insufficient information of high school students on life and study conditions at the Military Academy, which is evidenced by the result of the same research. It is shown that high percent of subjects were not informed that there is a possibility for girls to study at the Military Academy. In addition, it is certain that a number of them did not apply to the contest because, given insufficient information regarding the study conditions, they doubted that there was a possibility to win a place at the Military Academy, or in successful mastering of the curriculum. To this end speaks the fact that average high school grade of all girls that applied in the first generation was extremely high, as much as 4.76. Practically, almost only straight 'A' students had the courage to apply for the contest.

In the second generation, year 2008/2009, response of the girls was much higher than in the previous year. For only two places more (32 instead of 30) applied almost two times more girls (106 in total, or 3.3 for one place). At the same time, average school grade of all applicants was only slightly lower (4.64). Greater response of equally good candidates is a result of adequate promotion of the girl education practice and feed-back information on successful start of the first generation of girl cadets, which resulted in better awareness of the high school students and their parents of the new educational opportunity for girls, which at the same time was encouraging for potential candidates to apply for the contest.⁹

Even more impressive increase in girls' response to Military Academy Contest was recorded in the following year 2009/2010, when for 49 places envisaged for girls almost two and a half times more candidates applied than in the previous year (243 in total, or 4.9 for one place). It is understandable that such increase in response was followed by decrease in average high school grade of the applicants. After all, it is known that invitation for higher number of open places frequently

⁹ Within promotion of girls in Military Academy during 2007, two monographs were published with the topic in question ("*Eduation of Girls at Military Academy*" and "*Graduating Students on the Profession of an Officer*").

results in perception of increased pass rate, which the ones with weaker references see as their chance to be accepted and therefore decide to apply, something that they would not otherwise do in fear that they might unpleasantly face failure. Nevertheless, judging by the average high school grade of applicants that is 0.38 lower than in the previous year, it can be said that the response increase in this case was more influenced by increased popularity of military vocation and therefore higher motivation for education in Military Academy, and not calculation of higher pass rate at the contest based on increased admission numbers.

Conclusion

The response to the 2010 contest undoubtedly confirmed the presented increasing tendency in the number of girls applying for one open position, with retaining relatively high quality of candidates. This time, 323 girls applied for 57 positions, thus increasing the number of applicants per one position to 5.66. When taken into account that average high school grade of girls candidates (4.34) is slightly, or more precisely symbolically lower (0.04) in comparison to the previous year, it is justified to conclude that response of girls for education at the Military Academy in this (fourth) year continued with the growing tendency in both quantitative and qualitative terms. This in particular means that, as far as the high school average grade as one of the relevant indicators of educational success in subsequent schooling levels is concerned, if this trend in girls' response continues, the Military Academy has the possibility to be the certain source for filling in the Armed Forces with quality officer staff from the ranks of female population. Of course, validity of this premise implies fulfilment of a number of other preconditions, from the adequate knowledge that must accompany the high grade average in high school, i.e. work habits, through an adequate psychological selection procedure that will guarantee the selection of women with adequate personality profile, to creating conditions for full integration of girl cadets into military environment.

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WOMEN IN SECURITY SECTOR AND EURO-ATLANTIC INTEGRATION OF MONTENEGRO

Abstract: UN SC resolution “Women, peace and security” invites states and international organizations to actively protect women and children from violence in armed conflicts, to prevent sexual war crimes, to advocate for gender equality in peace operations, to improve specialized training and to support peace initiatives of local women. NATO, as one of the largest international security organizations, is highly dedicated to implementation of Resolution 1325. So far, NATO member states have started to implement the Resolution primarily in military issues. They have approved specific guidelines for the integration of gender equality issues into all NATO plans and operations, including the Code of conduct for military personnel. Moreover, they have established posts specifically determined for gender equality advisors within the ISAF mission in Afghanistan and also to deal with issues of how to improve training and cooperation in gender equality issues with EU, UN and other international organizations. Having in regard the traditionally inadequate position of women in Montenegro, the process of European and Euro-Atlantic integration is a good opportunity to carry out fundamental changes in this area together with other reforms, and to implement modern standards of developed Western European countries, especially in the field of security. Bearing in mind that for a long time the Balkan region has been exposed to war conflicts where women were the greatest victims, it is safe to claim that the integration of this region into NATO is the best model for permanent solution to the accumulated security problems.

Key words: *women, security, NATO, Montenegro.*

Introduction

State gender equality policy, especially in the security sector, is accepted today not only in EU member countries, but also in those aspiring to become one. The success of this policy primarily depends on the degree of influence of traditional heritage, intensity of changes in people's consciousness, and their

gender sensitivity in everyday life. In order to improve and protect the rights of women in the world, and especially in war conflicts where women and children appear as the main victims of such situations, UN Security Council adopted the Resolution 1325 “Women, peace and security”, on October 31, 2000.¹ Afterwards, on the basis of this Resolution, a number of other resolutions were adopted, with the aim of constant improvement of conditions in this very significant field for women, such as: 1612 from 2005, 1674 from 2006, 1820 from 2008, 1882 from 2009, 1888 from 2009, and finally Resolution 1889 as of October 5, 2009. The resolutions invite states and international organizations to actively protect women and children from violence in armed conflicts, to prevent sexual war crimes, to advocate for gender equality in peace operations, to improve specialized training and support peace initiatives of local women. Furthermore, in line with these resolutions the UN member states are committed to provide increased participation of women in all efforts to preserve and promote peace and security, to expand the role of women at all levels of decision-making in national, regional and international institutions, and to propose more female candidates to become special and diplomatic representatives of the UN.²

In terms of NATO as one of the most prominent security organizations in modern international relations, until recently, as per an unwritten rule in this organization, it was mostly men in uniform who made important decisions, and the words “NATO and women” could not be naturally linked in people's minds. Most of the senior positions in international NATO staff are still held by men. In the North Atlantic Council of NATO, with the exception of French Ambassador Ms. Pascale Andréani, there are no other women. Only two out of nineteen highest civilian positions in NATO are held by women. So far, the Alliance has never appointed a woman as a senior diplomatic or special representative, or as the Secretary General or Deputy Secretary General of NATO. Likewise, out of 28 members of the Alliance, only three women hold some of the key government functions: the Prime Ministers of Croatia and Iceland, and the Chancellor of Germany. Similarly, the Minister of Foreign Affairs of Denmark and Ministers of Defence of Slovenia and Norway are also women.

Experiences in Montenegro testify that woman has traditionally received unequal treatment, both in the family and in the wider community, as well as in the security sector. However, the contemporary practice shows a positive

¹ Proceedings of the International Conference “Women in Military” 2007, *Text of the Security Council Resolution UN 1325*, Serbian Ministry of Defence Institute of Strategic Research, Belgrade, 2007, p. 235.

² Megan Bastick and Daniel de Torres, *Implementing the Women, Peace and Security Resolutions in Security Sector Reform*, Gender and SSR Toolkit, Tool 13, Geneva Centre for the Democratic Control of Armed Forces (DCAF), pp. 10-13.

trend of changes in Montenegro after regaining its independence in 2006. This is particularly evident from the moment of Montenegro's joining the NATO's Partnership for Peace program on November 28, 2006, when the state initiated a process of intensive preparation and implementation of security standards heading towards full membership in this international organization. Hence, the role of women in the security sector of Montenegro is directly linked to the process of Euro-Atlantic integration, which should be used, based on the UN Security Council Resolution 1325, to necessary implement a number of positive standards and practices of the developed Western European countries, USA and Canada in this highly significant social area.³

Women and NATO

In the organization and activities of NATO, issues that primarily concern the role of women in the armed forces are of utmost importance. As NATO consists of armed forces from different countries, the conditions and careers for women are different in particular armies. In previous years, differences were large, whereas they are increasingly reducing with modernization and development of the modern society. Military operations in today's world require a variety of qualifications and resources in order to ensure achieving and maintaining peace and security. Complementary skills of both men and women staff are essential to the operational effectiveness of NATO operations, especially in view of the increasing complexity of civil-military interactions, public relations and intelligence gathering. Integration of gender issues into all aspects of NATO's operations can be useful and play a key role in increasing operational efficiency. At NATO headquarters in Brussels, there is a special Committee for Gender Equality in the NATO Forces.

Far back in 1961, in Copenhagen, the first NATO Conference of Senior Women Officers of the Alliance was organized. Delegates came from Denmark, Norway, the Netherlands, UK and USA. The conference was organized by the Danish Atlantic Association, and the main issues discussed were the issues of status, organization, employment conditions, career development and opportunities of engaging women in the allied armed forces. Representatives concluded the conference by adopting resolution and document that expressed efforts to organize future conferences in particular planned time intervals. It was sugge-

³ Gender Training & Education, *RECOMMENDATIONS ON IMPLEMENTATION OF UNSCR 1325*, Brussels, 0012-10 NATO Graphics & Printing. More at: http://www.nato.int/issues/women_nato/pdf/2010/BrochureGender.pdf, site visited 10.02.2011.

sted that this should be once a year. Likewise, they all expressed a wish that NATO and its member states consider the recruitment and hiring of women to a greater extent in national military service. In 1973, the Committee on Women was formed and the first description of the tasks was made, and afterwards on July 19, 1976, the Military Board of NATO officially promoted the Committee on Women in the NATO Forces – CWINF. With the goal of improving the work of the Committee, a permanent Office on Women in the NATO Forces (OWINF) in the International Military Staff (IMS) was established in 1998. This office serves as the secretariat and advisory body for the Committee on Women in NATO Forces. The Office has the following responsibilities: developing a network with defence and other agencies dealing with the employment of military women; providing short reports on the gender integration; for collecting and processing relevant information which is then forwarded to the Member States and Partner countries, Mediterranean Dialogue countries and other international agencies. The Committee represents the central point of NATO for all matters relating to recruitment and hiring, training and development, and the quality of life of women in uniform. Work results and participation of women in a multinational environment during the missions led by NATO are also monitored. In May 2009, the mandate of the Committee was expanded to provide support for the integration of gender issues in NATO military operations, and in particular to support the implementation of Resolutions 1325 and 1820, and the future UN Security Council Resolutions. The Committee was then renamed into NATO Committee on Gender Perspectives – NCGP, which is its current name.

The role of NATO Committee on Gender Perspectives is to counsel NATO leadership and member states on all issues related to women in the Allied armed forces. Its main objective is to promote and develop the most functional manner of employment of women in uniform and their career development. Taking into account these efforts, the Committee also acts as a centre for exchanging information and experiences between the NATO members. Moreover, the role and status of women in the armed forces of the Member States or NATO candidate countries are also monitored. The Committee promotes integration of gender equality principle as a strategy for making the important issues and experiences of both women and men, an integral dimension of the plan, implementation, monitoring and evaluation of policies, programs and military operations.

The tasks of the NATO Committee on Gender issues are as follows:

- To facilitate the exchange of information on policy and the integration of gender equality between NATO member states;
- To facilitate the exchange of information within NATO command structures, particularly within NATO Headquarters;

- To connect with international organizations and agencies in relation to integration of gender equality in the military operations and in relation to gender issues;

- As a NATO institution, to collect, analyze and distribute relevant information from NATO and its partner countries;

- To advise the Military Committee on gender issues, including the implementation of Resolutions 1325 and 1820 of the United Nations Security Council, and the future Resolutions regarding these matters;

- At the request of the Military Committee, to advise and provide support in specific gender issues.

The Committee is primarily an advisory body concerning the status and role of women in armed forces, and it meets once a year with the official representatives and observers of all member countries. Every other year the conference takes place at NATO Headquarters in Brussels in order to renew the connection with the highest military authorities in NATO and the Military Committee of NATO. According to data from 2005, 25 of the 26 NATO member states have their representatives in the Committee. Island does not participate ever since it does not have its own armed forces. After becoming members of NATO in 2009, Albania and Croatia also appoint delegates to represent them at conferences of NATO Committee on Gender Issues.

The Committee operates through three subcommittees, each of them dealing with specific problems:

1. Filling positions and employment – to enhance and improve the possibilities of service in terms of filling positions, employment, keeping in the service and overall advancement of women in the NATO armed forces.

2. Practicing and Development – to ensure that women in uniform have the same personal and professional development opportunities in all aspects of career as their male colleagues.

3. The quality of life – to provide that women in uniform are fully accepted, professionally recognized, prompted by possibilities of development, both personal and professional, and to protect an equal treatment.

Each sub-committee is a forum for active exchange of information of all the representatives. By sharing information and lessons learned they avoid repeating the same mistakes and already resolved issues. By comparing the status and considering all issues related to female military personnel and combining information, experiences and future challenges, the Committee's work is directed toward specific and new goals.

In order to carry out all activities in accordance with the current situation, the Committee also expanded contacts towards 22 partner countries and seven Mediterranean Dialogue member countries.

The status and role of women differ in individual Member States Armed Forces. This difference was more prominent in previous years, but recently in all armies of the world the number of women is growing, as well as the number of military positions which can be assigned to women. In modern armies worldwide, there are almost no restrictions on special duties that may be performed by women. In this respect, the leading position is taken by the United States and Canada, as well as other NATO countries in which women have equal rights and duties as their male colleagues. Even in countries where women have traditionally had a subordinate role in society, things are changing, and for example, women in Jordan, among other things, can be martial arts instructors in the armed forces, and this is also the case in Turkey where the number of women officers is constantly increasing.

NATO policy for gender equality, adopted by the members of the Alliance in 2002, certainly helped women to break into the field traditionally dominated by men. In recent years the number of women applying for a job in NATO has grown significantly. Meanwhile, NATO Office on Gender Equality is working on the implementation of specific Action Plan for Gender Equality (2007-2010, and a new one 2011-2013) which facilitates the exchange of policies on gender equality between NATO and partner countries⁴. It is very encouraging that the Secretary General of NATO, Anders Fogh Rasmussen, has decided to pursue these issues to a much greater extent. By taking part in the international gathering of 400 mostly female security professionals in Brussels at the end of January 2010, he emphasized the important role women can and should play in conflict prevention, peace negotiations, peacekeeping operations and decision-making at the international and national level.⁵

So far, NATO members have begun to implement Resolution 1325 primarily in military matters. They have approved the specific guidelines for integration of gender issues in all NATO plans and operations, including the Code of Conduct for military personnel. They also established posts specifically intended for gender equality advisers in the ISAF mission in Afghanistan, aiming to improve training and cooperation in matters of gender equality with the EU, UN and other international organizations. Finally, NATO's policy for human trafficking prevention also helps to protect women by defining conduct guidelines and by training civilian and military personnel deployed in NATO operations.⁶

⁴ See: http://www.nato.int/cps/en/natolive/topics_64099.htm#action; Site visited on 10.02.2011.

⁵ Briefing, *Women, Peace and Security*, Brussels, NATO Graphics & Printing, Publication date: 22.09.2010., p. 4.

⁶ *Ibid*, p. 5.

One of the most important achievements of the NATO Committee on Gender Issues regarding the partner countries is the preparation of Recommendations for implementation of the United Nations Security Council Resolution 1325 by the end of 2010. In conclusion of this document of some 30-odd pages, some basic guidelines are given for the partner states about the necessary steps to be taken regarding this issue in future.⁷

NATO Committee on Gender Issues recommends the following:

- Member States should develop the National Action Plan - NAP and the directives to promote the integration of gender equality;
- That senior officials are dedicated to active support of the gender perspective implementation at NATO and at the national level;
- NATO should make proposal for gender training in order to facilitate greater coherence of gender training across NATO member states;
- NATO should offer the program "Training of trainers" in order to meet the requirement for standardization and interoperability within the gender issues;
- NATO and its member states should provide adequate resources, in terms of finance, time and staff;
- A central authority of gender network should exchange knowledge and share the best practices with gender advisers;
- To create a centralized database of lessons learned, successes and failures in mission;
- To integrate a gender advisor in military structures, as a support to the commander.

This way, in countries with a clear preference to become NATO members in the future, the Euro-Atlantic integration process is directly related to the implementation of United Nations Security Council resolution named "Women, peace and security". By implementing NATO standards in the course of security system reform process, future members are embedding the necessary decisions concerning the position of women at national and international level, and the implementation thereof should contribute to better and more equal status of women and men in this very important social activity.

Women and Euro-Atlantic integration of Montenegro

After gaining independence in May 2006, Montenegro intensified the process of European and Euro-Atlantic integration. Basic assumptions for determining the state foreign policy priorities were presented in: The Con-

⁷ Gender Training & Education, *Recommendations On Implementation Of UNSCR 1325*, Brussels, 0012-10 NATO Graphics & Printing, p. 23.

stitution of Montenegro,⁸ The Declaration of Independence of Montenegro,⁹ and The Declaration of the Republic of Montenegro on Accession to the European Union.¹⁰

Shortly after admission to the NATO Partnership for Peace Program – PfP, at the end of November 2006, a Presentation Document for participation of the state in this program was prepared, and the first paragraph of this document clearly stated that “one of the most important political and security goals of Montenegro is NATO membership. All activities within the Partnership for Peace will be directed towards building adequate capacities and meeting the appropriate standards that will help Montenegro to achieve this goal.”¹¹

The objectives of Montenegro's participation in the PfP are: preparation of the state for joining NATO; security system reform (professionalization and optimization of security forces); standardization (operational, financial, and administrative); achieving interoperability of forces, resources and institutions; participation in the common missions and operations to establish and maintain peace in the world.

From the moment of accession to the Partnership for Peace, Montenegro defined four mechanisms of cooperation with NATO, and with the implementation thereof the necessary reforms will be performed and the requirements met for admission into the Alliance: Individual Partnership Program – IPP; Planning and Review Process (analysis) – PARP; Individual Partnership Action Plan - IPAP and Intensified Dialogue – ID.¹² Implementation of IPAP and ID has been completed, while the IPP and PARP implementation will be continued until the state becomes a full member of the Alliance.

In order to provide legal and normative assumptions and necessary conditions for the realization of the stated goals and commitments using the mechanisms of cooperation with NATO, the Government and the Parliament of Montenegro have introduced a number of strategic documents and laws, out of which the following are particularly important: The National Security Strategy;¹³ The Defence Strategy;¹⁴ The Strategic Defence Review;¹⁵

⁸ *Constitution of Montenegro*, Official Gazette of Montenegro No. 1, Year LXIII, Podgorica, 25 October 2007.

⁹ *Declaration on Independence of Montenegro*, Assembly of the Republic of Montenegro, 03.07.2006.

¹⁰ *Declaration on Association to the European Union*, Official Gazette of Montenegro No. 36/3 of 16.06.2005.

¹¹ *Presentation Document of Montenegro*, NATO, Brussels, 25 April 2007.

¹² Mehmedin Tahirović, *Montenegro and Partnership for Peace Program*, Connections, The Quarterly Journal, Partnership for Peace Consortium of Defense Academies and Security Studies Institutes, Spring 2008., pp. 34-38.

¹³ Strategy of National Security, Montenegro Official Gazette, No. 75/08 of 08.12.2008.

Law Amending the Defence Law and the new Law on the Army of Montenegro;¹⁶ Law on protection of classified information;¹⁷ Law on the use of units of the Army of Montenegro in the international forces and the participation of civil defence, police and employees in state administration in peacekeeping missions and other activities abroad.¹⁸

In addition to strategic documents and laws, it was necessary to sign certain agreements between NATO and Montenegro. In order to provide undisturbed conditions for transition of military forces through the territory of Montenegro, the following documents were made: Agreement on the transition of NATO forces in support of peacekeeping operations and the Agreement on the transition of EU forces (EUFOR) through the territory of Montenegro.

In order to regulate the status of foreign troops in Montenegro, as well as regulating the status of Montenegro troops abroad (Status of Forces Agreement - SOFA), agreements have been signed with the United States, and the SOFA agreement with NATO/PfP member states.

With regards to providing the support of the host country for execution of NATO exercises and operations in the territory of Montenegro, Government adopted Memorandum of Understanding with NATO, which was signed on October 13, 2009.

In order to facilitate the flow of information and exchange of information, on April 25th 2007, Montenegro and NATO signed the Information Security Agreement, whereby Montenegro is allowed to operate with NATO documents up to the degree of secrecy - SECRET.

As of February 2007, Montenegro is a full member of NATO Science for Peace and Security program. The largest contribution of Montenegro to this program is implementing the three-year regional project "Harmonization of Seismic Hazard Maps in the Western Balkans", coordinated by the state of Montenegro. In addition to the NATO representatives, the project also gathers experts from the region – from Bosnia and Herzegovina, Macedonia and Serbia, and NATO member countries: Turkey, Greece, Slovenia, Albania and Croatia.

¹⁴ Strategy of Defence, Montenegro Official Gazette, No. 79/08 of 23.12.2008.

¹⁵ Strategic Review of Defence, Montenegro Government, July 2010.

¹⁶ Law on Amendments of and Supplements to the Law on Defence and the Law on Army of Montenegro, Montenegro Official Gazette, no. 88/09 as of 31.12.2009.

¹⁷ Law on Data Protection, Montenegro Official Gazette, no. 14/08 as of 29.02.2008.

¹⁸ Law on Engagement of the Units of the Army of Montenegro in international forces and participation of the members of civil protection, police and employees in the state administration organs in peace missions and other activities abroad, Montenegro Official Gazette, No. 61 of 13 October 2008.

As of July 2009, in accordance with the decisions of the Parliament of Montenegro, the country participates in four international peacekeeping missions under the leadership of the UN, NATO and EU. In the organization of the United Nations Mission in Liberia UNMIL, there are two officers of the Army of Montenegro, and four members of the Police Directorate of Montenegro hold office in the police mission in Cyprus UNFICYP.

Under the leadership of NATO in ISAF mission in Afghanistan, as a part of regional forces "North", under the German command, within the fourth contingent of the AoM there are 39 members of the Army of Montenegro: two staff officers and one non-commissioned officer in command in Mazar-i-Sharif; 29 persons (infantry platoon) in Pol-e Khomri (as stationary security for the base "Panonija" where the Hungarian Provincial Reconstruction Team is located); two staff officers in the capacity of staff elements in the command PRT - Pol-e-Khomri; three-member medical team (one of which is a woman) in Pol-e-Khomri and two instructors in school for training military police officers in Kabul.

Under the leadership of the European Union in the EU NAVFOR operation "Atalanta" in Somalia since August 2010, three members of the Army of Montenegro hold office: one officer and one non-commissioned officer on the Italian boat and an officer on the Greek ship.

At the meeting of Ministers of the North Atlantic Council in Brussels on 3rd and 4th December, Montenegro was invited to participate in the Membership Action Plan – MAP, i.e. the NATO candidate status. MAP is a specific Catalogue where preferable characteristics and profile of candidates for NATO membership are described. MAP is implemented in a number of annual cycles through the annual national programs – ANP, oriented towards the content from five areas: 1) political and social, 2) defence and military, 3) financing, 4) security and 5) legal issues. Montenegro submitted its first ANP to NATO on 28 October 2010. At the end of June 2011, Montenegro received a positive evaluation from all 28 members of the North Atlantic Council NATO for the report on implementation of the first ANP. At the moment, the second ANP of Montenegro is in the adoption stage.

Given the results of the reforms in the PfP, positive role of the state in the region and the size of the national security system, it is realistic to expect that Montenegro will achieve full membership status in NATO for a shorter period of time than its neighbours.

By adopting the new Constitution in 2007, Montenegro established a firm government commitment on gender equality, stipulating that the state guarantees the equality of women and men and develops the policy of equal opportu-

nities.¹⁹ The Parliament of Montenegro adopted the Law on Gender Equality on 24 July 2007.²⁰ Subject matter of the Law on Gender Equality are the means of ensuring and exercising the rights on the basis of gender equality, as well as the measures for eliminating gender discrimination and creating equal opportunities for women and men in all areas of social life. In addition to this, a set of other laws and regulations is adopted governing this field in different areas of life.

For the purpose of applying the normative acts, institutional mechanisms for protection of women's rights have been established, such as: The Committee for Gender Equality in the Parliament of Montenegro, established in 2001, and Department of Gender Equality (previously Office for Gender Equality), and since 1 May 2009 it is included in the Ministry for Human and Minority Rights, in charge of the gender equality operations. These authorities are very active and in recent years, they have implemented a number of activities with Montenegrin and international NGOs and institutions of the EU, OSCE and UN, working on the implementation of positive international standards in the social life of women in Montenegro. In addition to these, a number of NGOs operate in Montenegro and significantly contribute to raising awareness of the need to respect women and their rights through the implementation of various projects. Also, within the training program of civil servants and employees, implemented by the Human Resources Management of Montenegro, one of the topics is also the introduction of gender equality into practice.

Special attention deserves the fact that, since September 2011, an advanced training on Gender issues in the security sector has been organized in this institution. As a result of positive trends in this respect, the level of employment of women in the security sector has increased significantly, with the following condition:

- The greatest progress has been made in the Ministry of Defence where 69 women was employed or 36% out of the total number of employees in this institution. In the Army of Montenegro, out of the total number of employees (2024), 172 or 8.50% are women. Out of this number, 47 women are in uniform (one officer, six non-commissioned officers and 40 soldiers). These percentages are not yet at a satisfactory level, especially when it comes to women in uniform, but it has a growing tendency compared to the previous state. In particular, in view of the negative tradition in Montenegro on

¹⁹ Law on Engagement of the Units of the Army of Montenegro in international forces and participation of the members of civil protection, police and employees in the state administration organs in peace missions and other activities abroad, Montenegro Official Gazette, No. 61 of 13 October 2008.

²⁰ Law on Gender Equality, Montenegro Official Gazette, No. 01-245/6, Podgorica, 2007.

this issue, it should be noted that one woman was in the first, third and fourth military contingent, in the Army of Montenegro in the ISAF mission in Afghanistan (so far, a total of three).

- In the Police Administration of Montenegro a total of 719 women are employed, which makes 13.20%, of which 328 women are in uniform; in the Special anti-terrorist unit of the Montenegrin Police SAJ, four women are employed;

- In the National Security Agency (NSA) 34% of employees are women, of which 2% in leadership positions;

- In the diplomatic missions of Montenegro, the total number of Ambassadors is 24, of which four are women or 16.6%; there are two Consuls General and both are men, and two consuls who are also both men;

- In the military and diplomatic missions, total of 12 representatives are deployed, of which two are women (one in Brussels and one in Washington).

The research named "The weapons in the light of gender differences in Montenegro" (2007) has shown that 32.8% of men and 43% of women believe that owning a weapon is dangerous for their family. In contrast, 42.8% of men and 14.8% of women believe that weapons can help to protect the family. The total of 73,000 male and female citizens of Montenegro has 98,340 pieces of small arms and light weapons, of which women possess 1,341 pieces of weapon or 1.36%. From January to November 2009, a total of 395 crimes of domestic violence and family community have been reported. The prosecutors have filed 394 charges against 406 people. Of the total number of the prosecuted, 95% were male, while out of 429 victims, 359 were female.²¹

In order to establish a dialogue and system of efficient and direct transfer and exchange of information, views and perspectives between the government and civil society sectors, in March 2009, the Forum for dialogue with civil society in the field of gender equality was founded, which meets at least three times a year. At the Forum held on 19 March 2010, organized by the Parliamentary Committee for Gender Equality, the Government Department of Gender Equality and the Coordination Team for the implementation of communication strategies on Euro-Atlantic integration of Montenegro, with NGOs dealing with issues of women's position in different areas in Montenegro, a seminar was held on "The role of women in the Euro-Atlantic integration of Montenegro." Also, as part of the Parliamentary Forum of Cetinje, in June 2010, an international conference was held on "Women, peace and security". In order to promote the needs for greater participation of women in decision-making system in Montenegrin society, similar topics are arising more frequently in the public life of Montene-

²¹ *Report on Work of the Police Administration for 2007*, Montenegro Police Administration, Podgorica, January 2008.

gro. Based on the research carried out by Strategic Marketing in December 2009, 39% of women in Montenegro are for joining NATO, 39% are against and 22% are undecided. According to this study, insufficient support of women in Montenegro to Euro-Atlantic integration is largely due to two reasons: their lack of information on this notion, which is expressed with only 33%; and the lack of interest of women for the Euro-Atlantic integration of Montenegro, which is expressed with 29%. Certainly, this indicator is directly related to the status of women in the Montenegrin society. Bearing in mind the traditionally inadequate position of women in Montenegro, the European and Euro-Atlantic integration is a good chance to carry out radical changes and implement contemporary standards of developed Western countries simultaneously with other reforms in this area, especially in the field of security. Since the Balkan region has been exposed to armed conflicts for a long time, women were the greatest victims, and it can be claimed with some certainty that the integration of the region in NATO is the best model for the permanent solution of the accumulated security problems.

Conclusion

Adopting the UN Security Council Resolution 1325 entitled "Women, peace and security" in 2000, and a number of others that followed it, started a new chapter of changes in the security field at the national and international level, when it comes to the position of women in this very important social activity. Resolution 1325 proposes an ambitious and versatile series of actions. For countries that have strongly opted for European and Euro-Atlantic integration processes, most effective model for change at the national level is the application of standards and recommendations suggested by the European Union and NATO, which are also implemented by the member states in their own organizational structures. NATO Policy on Gender Equality, which was adopted by the Alliance members in 2002, significantly contributed to the implementation of UN Security Council Resolution on Women, Peace and Security. NATO Committee on Gender Issues and Gender Equality Office at NATO headquarters in Brussels, have contributed to the increased number of women who deal with policy of defence and matters of procurement, who are included as political advisers of the High NATO Representative in Afghanistan, and lead science programs for peace and security. In addition, they prepare meetings of the NATO Committee and checklists of the Secretary General, and the analysis of the operations led by NATO. In summary, women significantly contribute to the work of NATO, inside the headquarters, as well as outside of them. There has been a signifi-

cant effort to implement a special Action Plan for Gender Equality (2007-2010 and 2011-2013), which facilitates the exchange of policies regarding gender equality between NATO and partner countries. A special contribution to change the situation of women in national security systems is the development of Recommendations for implementation of the Resolution 1325 at the end of 2010. This document provides basic guidelines for the partner countries about the necessary steps to be taken on this issue in the future.

Following its independence in May 2006, and adoption of a new Constitution in 2007, Montenegro started with an intensive public administration reform, which runs simultaneously with the process of European and Euro-Atlantic integration, and particularly good results were achieved in the defence system as an integral part of the security system in Montenegro.

When it comes to gender equality and implementation of UN Security Council Resolution 1325 in the field of security, significant progress is made through integration processes, but still more concrete action is necessary. Before the positive legal basis in this direction, it is necessary to develop a concrete National action plan and ensure its undisturbed implementation in order to promote the integration of gender equality principles in the national security system of Montenegro, according to the recommendations made by NATO for its members and partner countries. This does not mean that only its technical application in the operating structures of the security forces is sufficient, it is also necessary to achieve a positive climate in the change of awareness, in this respect, in all social groups and all ages. Therefore, it is a continuous process that will develop through the change of the system of value, in parallel with the process of democratization of the entire society.²²

Bearing in mind that the Balkans has been exposed to armed conflicts for a long time, in which women were the greatest victims, it is safe to argue that the integration of the whole region in Euro-Atlantic security system is the best model for a permanent solution to the specific security problems. In this regard, it is preferable to follow the positive example, in order to make progress in the area of gender equality in police structures to establish a regional organization for gender equality.

The same should be done with the rest of the security forces and systems in countries in South-East Europe, and establish a unified organization for gender issues at the regional level. In accordance with the conclusions of the International Conference "Women, Peace and Security - Security

²² Gordana Đurović, *Montenegro's Strategic Priorities on the Path of Euro/Atlantic Integration, Connections, The Quarterly Journal, Partnership for Peace Consortium of Defense Academies and Security Studies Institutes, Winter, 2009., pp. 93-111.*

Council Resolution 1325", held in Belgrade from 13 to 15 October 2010, this activity should upgrade the operational abilities of the Serbian Ministry of Defence, using the experiences already achieved by their colleagues from the Ministry of Internal Affairs at the regional level.

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ROMANIA'S IMPLEMENTATION OF THE UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325 AND 1820 ON WOMEN, PEACE, AND SECURITY

Abstract: Paper deals with the condition in Romania regarding the implementation of UNSCR 1325, and it has a preview of documents regulating this area, as well as statistical representation of women's participation in the armed forces, police, and administration. The emphasis is on participation of women in international missions and operations.

Key words: *UNSCR 1325, women, armed forces, police.*

Introduction

According to Law no. 202/2002 on equal opportunities for women and men, all central and local public authorities (*both civilian and military*), economic and social entities, political parties, trade unions and other non-profit organisations have the obligation to promote the equal participation of men and women at all levels of decision-making. This obligation also applies for the nomination of experts in various councils, expert groups and other consultative or managerial structures.

The Government adopted the National Strategy on Equal Opportunities for Women and Men (2006-2009), followed by a similar Strategy for the period 2010-2012, as well as the related General Action Plans, which provide for guidelines and measures to promote women's rights and to improve the situation of vulnerable categories of women (subject to multiple discrimination).

The National Agency on Equal Opportunities for Women and Men (NAEO) was established in 2005, as the central public administrative institution responsible for promoting the principle of equal opportunities through the elaboration and implementation of gender policies. NAEO also ensures the integration of the gender perspective in all national policies and programmes. In 2010, NAEO was integrated within the structure of the Ministry of Labour, Family and Social Protection, whilst maintaining its core competencies.

The number of women participating in UN peacekeeping operations and Common Security and Defence Policy (CSDP) missions and other related assignments

As a general explanation, the number of women participating in international missions depends on their voluntary application for these posts, as well as on their results in the selection process.

The training – both basic and continuing - for the military and police personnel deployed in theatres of operations covers the gender dimension, in particular the situation of women in conflict and post-conflict areas.

Military staff (as for 2011)

UN peacekeeping operations – 2 officers, military observers:

- ONUCI (Opération des Nations Unies en Côte d'Ivoire, Ivory Coast) – 1 officer (lieutenant colonel)
- UNMIK (United Nations Mission in Kosovo) – 1 officer (captain)

CSDP missions:

- EUMM (European Union Monitoring Mission, Georgia) – 1 officer (major), military monitor

Table 1

Police staff

Year		UN	EU	FRONTEX	CPCC ¹	OSCE
2010	Participation	7	7	2	1	1
	Stand-by Candidatures	8	12	-	-	-
2011	Participation	9	6	5	1	1
	Stand-by Candidatures	22	1		-	-

¹ Civilian Planning Conduct Capability - CPCC

The level of women representation in the public administration

Women are very much present in the political, social and economical life but there is still room for improvement with regard to their participation in the decision-making process.

Based on a recent governmental survey, over 90% of the interviewed women declare that they do participate in the voting process, but, generally, they do not get involved when it comes to taking decisions within the community.

Following the parliamentary elections in 2004, women represented 9.48% of the senator posts and 10.54 of the members of the Chamber of Deputies. The results of the general elections in 2008 do not show an improvement in this regard: 5.83% of the senator posts and 11.3 of the members of the Chamber of Deputies. However, for the first time ever, the President of the Chamber of Deputies is a woman. This is still a very low percentage when compared to the average of other countries.

The level of women representation in the European Parliament has improved for the mandate 2009-2014 (36% - 12 women out of 33 EU parliamentarians as compared to 31% during the previous mandate).

At the level of ministries and national agencies, women are better represented at lower and middle-management levels but still under-represented in top decision-making positions, especially insofar as political posts are concerned. As of September 2011, the Government has 4 women holding the rank of minister.

As regards the local public administration level, the situation for the period 2008-2012 is as follows:

- mayors: 3.5%
- county councils: 12.6%
- local councils: 10.8%
- the Office of the “Prefect” (the Government representative at the county level): 4.7% - the post of *Prefect*: 10.7% - the post of *Deputy-Prefect*

Similar to other countries, Romania has to overcome the challenge represented by certain cultural and social perspectives on gender roles and responsibilities between men and women. Altering social realities implies changing mentalities at a collective level and addressing the root causes of gender-based approaches. It requires, therefore, a long-lasting commitment and efforts from both the governmental and the civil society side.

Table 2

The situation of female asylum seekers in Romania (as of 2010)

Female asylum seekers who obtained status of refugee	20
Female asylum seekers who obtained subsidiary protection	5
Total number of female asylum seekers	100

Conclusion

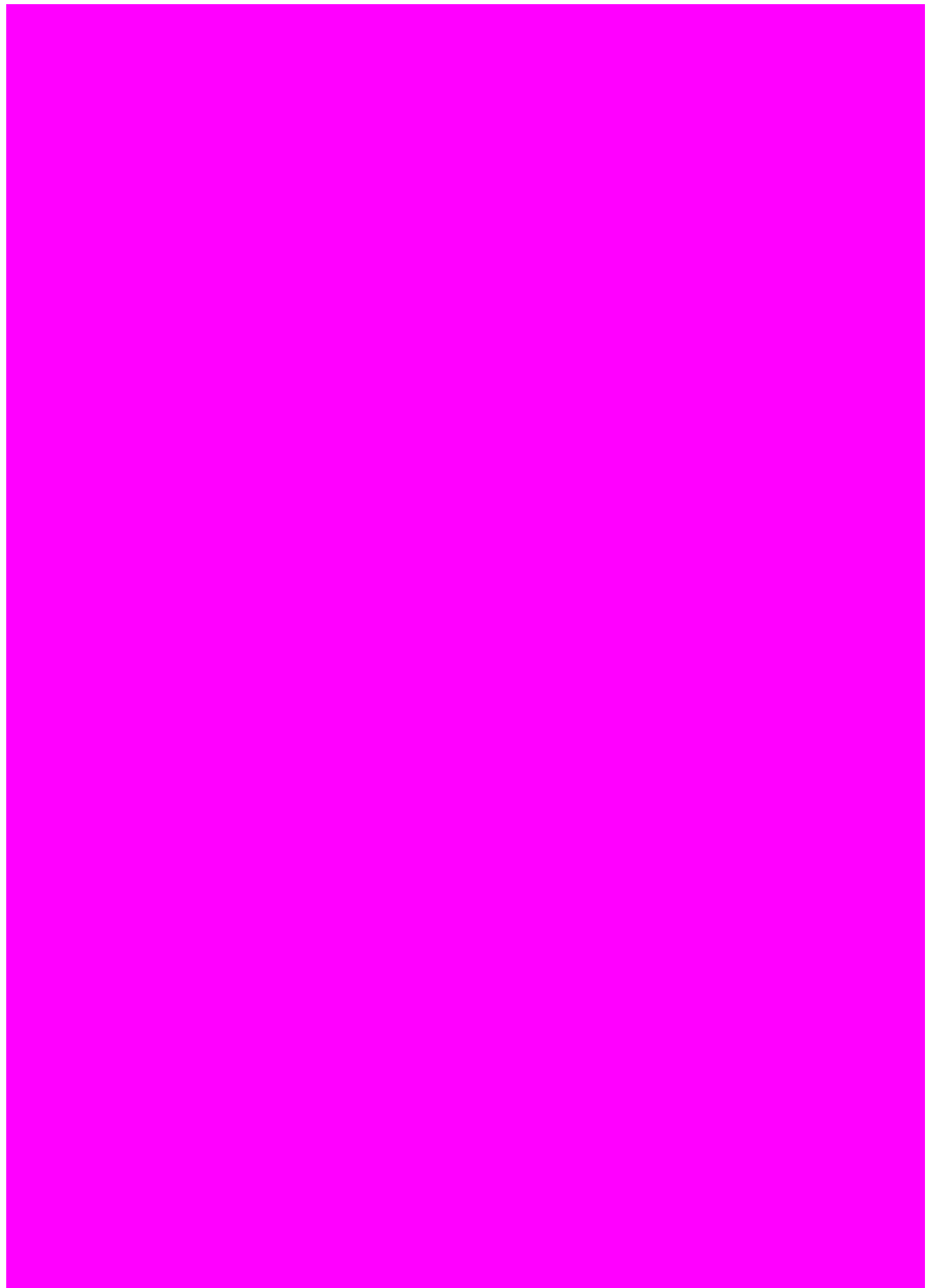
So far, Romania has not adopted an UNSCR 1352 National Action Plan. However, the above-mentioned National Strategy and General Action Plan regulate the application of the equal opportunities principle in all sectors of activity. Moreover, the Minister for National Defence has issued Order no. 57/2003 on the implementation of the General Action Plan on Equal Opportunities within the area of competence of the Ministry. This order guarantees the equal access of women at all levels of training, decision, promotion and recruitment.

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IV

**REGIONAL COOPERATION IN IMPLEMENTATION
OF UNSCR 1325**



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UNSC RESOLUTION 1325 ON WOMEN, PEACE, AND SECURITY – REGIONAL CONTEXT

Abstract: In this paper the author presents the essential indicators of the activities relevant for implementation of the United Nations Security Council Resolution 1325 in the countries of the region and within the context of the UN documents which represent the starting basis and define the framework of the activities for the implementation of the Resolution 1325 in the countries of the region.

Key words: *women, security, Resolution 1325, implementation, parliament, region.*

Introduction

Firstly, the fundamental document within the OUN which defines the framework for the implementation of the Resolution 1325 in the countries of the region is Platform for Action adopted at the OUN World Conference on Women held in Beijing, which fifteenth anniversary is being commemorated this year. Part IV chapter E of the Platform for Action establishes six most important strategic objectives defining the basic courses of action in the field of security, including the gender aspects of security in particular. The following are stated as the strategic objectives of the security gender aspect:

1. Increase the participation of women in conflict resolution; particularly protect women living in situations of armed and other conflicts as well as in the post-conflict period.
2. Reduce excessive military expenditure and particularly control the availability of armaments in an organized and systematic manner.
3. Promote various forms of non-violent conflict resolution either in conflict prevention or in their settlement and pacification.
4. Promote the culture of peace.
5. Protect, train and assist the refugees and displaced persons.
6. Comprehensive, systematic and organized assistance to the women in colonies.

A very important framework and area for joint action in the region as regards the gender equality issues in the domain of security is provided by Declaration on Cooperation of Gender Mechanisms in the Region. The Declaration was adopted and signed in Sarajevo in 2005. The occasion was the commemoration of the tenth anniversary of the adoption of Platform for Action (Beijing + 10). The Declaration laid the foundation and established the platform for cooperation of governmental and parliamentary institutions in the region on the issues of human rights protection, especially the rights of women, security and peace-keeping in the region.

Secondly, in the last few years several activities pertaining to the implementation of the Security Council Resolution 1325 have been noted in the countries of the region. These activities were a specific reminder of the obligations assumed by the states and governments to draft action plans which would operationalise, taking care of the concrete situation in each country, the fundamental obligations arising from the SC Resolution 1325 followed by the UN Member States and their governments. Some of the most important activities with this purpose are.

Regional Conference

International Regional Conference "*Women in Security Sector – Resolution 1325 UNSC*" took place in October 2008 in Podgorica at the initiative of Gender Equality Office of the Government of Montenegro. Apart to the governmental institutions for gender equality, the representatives of the ministries of foreign affairs, ministries of interior and ministries of defence from the countries in the region took part. The conference adopted the conclusions.

The conclusions adopted at the mentioned conference were a call upon the relevant bodies in the countries of the region to:

– Pass on as soon as possible the action plans for implementation of the UN SC Resolution 1325 as well as adopt the strategies and mechanisms for its implementation - (today, we can determine that the action plan for implementation of the UN SC Resolution 1325 was adopted in Bosnia and Herzegovina; that action plan in Serbia, prepared in cooperation of the NGOs and the Ministry of Defence, advances towards adoption; that in Montenegro a part of activities at implementation of the UN SC Resolution 1325 is integrated in the Gender Equality Strategy wherein a section of recommendations refer to gender aspects of security; that in Croatia the work at drafting the action plan for implementation of the UN SC Resolution 1325 has started and it is coordinated by the Ministry of Foreign Affairs);

- Incorporate considerations of the UN SC Resolution 1324 in the working programmes of the competent parliamentary bodies and submit recommendations and conclusions for implementation of the Resolution – (in the majority parliaments of the countries in the region, the parliamentary working bodies, in particular the parliamentary bodies for gender equality, had in their agendas the issues relevant to preparation of action plans for implementation of the SC Resolution 1325);

- Consider the possibility of creation of joint action plans at the regional level on implementation of the UN SC Resolution 1325 in compliance with the specific situation of each country – (it is still an open issue and one of possible areas for joint activities which would be of particular importance for peace keeping, security, safety and good neighbourly relations among the countries of the region);

- Consider the possibility of establishment of a regional council for implementation and monitoring of the SC Resolution 1325 with inclusion of the Regional Women's Lobby for Peace, Security and Justice – (this appeal is still among the issues that are open for dialogue in the countries of the region and represent one of possible areas of activities at the regional level relative to the implementation of the SC Resolution 1325).

The Conference sent several explicit requests to the countries in the region that especially concern:

- Increasing the overall endeavours directed towards the decrease of weapons in the region;

- Planning and provision of the funds for enforcement of the action plans for implementation of the SC Resolution 1325;

- Defining, creating and establishing the system of indicators aimed at real assessment, monitoring and encouragement of all actors in the implementation of the SC Resolution 1325 action plans.

Thirdly, several *messages* were sent to the countries in the region from this Conference. The Governments were recommended to:

- Encourage the media and prompt their activities for systematic and continual promotion and monitoring of the implementation of the SC Resolution 1325, especially in pursuing gender equality and empowerment of women in the security sector;

- Provide adequate health protection for women and girls including especially the information on HIV/AIDS hazards;

- Include implementation of the SC Resolution 1325 in all activities of state strategies for sustainable development.

Fourthly, the last but not the least important is that the participants of the Conference concluded to inform their governments of the *mutual support to the follow up and intensification of cooperation of the countries in the region at implementation and monitoring of the implementation of the UN SC Resolution 1325* with the goal of maintaining the peace and security, development of democracy and equal participation of both men and women in these activities.

Tenth Anniversary from the Adoption of the UN SC Resolution 1325

The 10th Cetinje Parliamentary Forum, held in Cetinje on 21 June 2010, was dedicated to the regional insight of the implementation of the SC Resolution 1325 as indicated by the very title of the convention – Women, Peace, and Security – Tenth Anniversary from the Adoption of the UN SC Resolution 1325.

At the end of the Forum, the representatives of the participating countries (Albania, Bosnia and Herzegovina, Croatia, Macedonia, Slovenia and Serbia) adopted *the joint statement* emphasizing the following:

- The significance of the adoption of the UN SC Resolution 1325 as this document of the UN Security Council initiated a global debate on the role of women in the security sector, approach to security and particularly establishment of the new security paradigm;

- Specificity of the countries in the region that also reflects in immediate experiences of the women in the region during the conflict and post-conflict period, particularly in pacification and resolution of the conflicts and their prevention; these experiences can be precious for the essential reform of the security sector and particularly for the participation of women in conflict prevention, conflict resolution as well as in the work of peace missions in post-conflict situations;

- Important participation and great contribution of the civil sector, especially of women's organisations of the civil society and women's movements in the region at promotion of the culture of human rights and protection of human rights, peace and security and gender equality as democratic values;

- The need for intensification of cooperation and particularly creation of the institutional relations in cooperation with the Member States of the UN, EU, NATO, OSCE with the view to the affirmation of all the values confirmed by the UN SC Resolution 1325.

The participant states of the parliamentary forum called *man parliamentarians and women parliamentarians and parliamentary committees for gender equality in particular to establish cooperation under the auspices of the Cetinje Parliamentary Forum as one of the forms of continual and active cooperation that will focus on the activities related to the implementation of the SC Resolution 1325 in the region, exchange of experience in creation of action plans for implementation of this Resolution as well as monitoring their implementation in the countries of the region.*

Inter-parliamentary cooperation

In June 2010 at Cetinje, the Third Meeting of women parliamentarians/men parliamentarians from the region took place as a part of organised and continual inter-parliamentary cooperation of gender equality committees of the countries in the region. The meeting of the gender mechanisms organised within the scope of the parliamentary programmes of the OSCE mission resulted in adoption of conclusions, a part of which relates to the regional level. The conclusions indicate to the need to:

- Initiate drafting and adoption of action plans for implementation of the Resolution 1325 as well as exchange of experiences in the process of drafting and adoption of action plans.
- Determine a set of statistical indicators in order that the countries of the region monitor the implementation of the action plans for realisation of the SC Resolution 325 according to the unique methodology and unique criteria.
- Require from the governments, in the parliaments, to invite and involve the governmental bodies for gender equality in the regional meetings of the ministers of defence, security and foreign affairs, particularly when the issues of importance for implementation of the SC Resolution 1325 are concerned.
- In October, on the 10th anniversary since the adoption of the SC Resolution 1325, hold the meetings of parliamentary committees for gender equality in the countries of the region and send messages to the Security Council of the readiness to actively work at implementation of the SC Resolution 1325.

Regional Women's Lobby for Peace

Regional Women's Lobby for Peace operates in the countries of the region. In August 2010, in Skopje was held the meeting of this association of the civil society, acting at the regional level on the absolutely most important issue for the countries in the region – peace-keeping and promotion of the

new security culture. The occasion was marking the ten year anniversary since the adoption of the UN SC Resolution 1325. In the focus of the attention were the activities of Regional Women's Lobby for Peace in the issues of significance for realisation of the values promoted by the SC Resolution 1325 as well as in planning the activities which the Regional Women's Lobby for Peace conducts and organizes within its mission in implementation of the SC Resolution 1325 in the countries of the region.

Regional partnership in security

Worth mentioning as an activity of regional importance is the part of the activities realized within the scope of Global Partnership for the Prevention of Armed Conflicts and Regional Partner for West Balkans. The activity at gender mapping of expert potentials (men experts and women experts) in the field of security started during 2010. Forming of this regional gender-sensitive data base should ensure an insight in the expert potentials and staff with knowledge and experience in this field that can assist in monitoring the application of the action plans for implementation of the SC Resolution 1325.

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REGIONAL COOPERATION OF OMBUDSMEN IN IMPLEMENTATION OF GENDER EQUALITY

Abstract: The article addresses recently established modalities of communication and cooperation among the regional ombudsmen and other independent bodies with regard to their activities in implementation of gender equality. It views the key issues of problem-oriented type which these institutions encounter in practice in the light of their different mandates, status and established practices. Special attention was paid to the dissimilarities that exist in the very Republic of Serbia between the Ombudsperson of the Province of Vojvodina and the Republic Protector of Citizens resulting in different activities, different approach to the issues of gender-based discrimination and different perception of the general role of ombudsman in the society when it comes to exercising gender equality. The idea of the necessity of existence of a separate ombudsman in charge of gender equality was specially emphasized through experience of the Croatian ombudswoman for women's rights.

Key words: *cooperation of regional ombudsmen, gender equality, independent oversight institutions, Provincial Ombudsperson, Republic Protector of Citizens, independent ombudsman for gender equality.*

Introduction¹

The Ombudsmen of the Balkan region attach great importance to awareness-raising of the need to respect the women's rights as the special category of human rights. The Protector of Citizens, the republic ombudsman in Serbia, is expected to attend these issues within the scope of his/her authorities, based on arguments and in an objective manner, in order to exert influence with his/her authority on the oversight bodies to consistently respect the principles of equal opportunities and gender equality.

¹ Regional Conference of Ombudsmen on the role of ombudsmen in observance of constitutional and legal provisions on gender equality in the organization of the Protector of Citizens of the Republic of Serbia and Provincial Ombudsperson of AP of Vojvodina was held on 7 and 8 October 2010. The representatives of the institutions of ombudsmen and other independent institutions from Bosnia and Herzegovina, Slovenia, Croatia, Montenegro, Macedonia, Romania and Serbia, totally about thirty participants, took part at the Conference

Head of UNIFEM Office in Serbia² pointed out that cooperation with the Ombudsman of the Republic of Serbia had been running for more than two years. The basic task of UNIFEM is to establish the corresponding mechanisms which will improve the position of women at the labour market. With a view to that, Serbia took specific measures by passing the Law on Gender Equality and the Law on Prevention of Harassment at Workplace with the purpose to improve the position of women. Of particular importance is that both the Protector of Citizens and the Provincial Ombudsman has the deputies in charge of gender equality who will henceforward contribute with their initiatives to the advancement of the position of women. She welcomed cooperation of these two authorities, as well as the initiative to convene the regional conference where the ombudsmen will have an opportunity to cooperate and exchange opinions.

Major Problems of Gender Equality in the Competence of the Ombudsmen in the Region

The fact is that women themselves rarely address the ombudsmen or even courts, that they do not object too much or ask for more rights, that they do not lodge complaints and create an impression that everything is all right, that the issue of gender equality in practice is not propounded at all. But, that is the story of socialisation and integration, as we all grow up in the same society with still a lot of open and even more hidden misogyny and we should start treating human dignity once for all. Although there are differences and even antagonisms among women, we have to fight with the discriminatory attitude towards women and we have to be aware that if some women do not plead for their rights it does not mean that everything is all right, but only that they are not always aware of the cause of all things.

Ombudsman and the bodies of the civil society have a lot in common when it comes to infringement of human rights, giving rise to a kind of natural alliance. However, equalizing the role of ombudsman and the organisations of the civil society may cause discrepancy, which is the consequence of the transition period, incomprehension of the division of roles and differences between the ombudsman as the state institution and non-governmental stakeholders. A part of the non-governmental sector is disappointed by the occasional absence of support by ombudsman; in addition, they sometimes think him/her to be inactive. Actually, ombudsman must not act in the inte-

² Asya Varbanova, Head of UNIFEM Office in Serbia.

rest of any civil group nor be the envoy of the non-governmental sector. The only place for debate is the parliament; the ombudsman should not terminate any topics and give a final judgment.

Obviously, the institutions of ombudsmen in the region vary by the extent to which they protect the rights of the persons who belong to various groups, particularly when sexual minorities are concerned.

The Romanian representative³ underlined that every country has the obligation and duty to protect the rights and freedoms of their citizens and respect their rights in accordance with their individualities and peculiarities, including the case of elderly women. Whereas the world is getting more and more integrated and the number of senior population in Europe is increasing, the member states expressed the need to protect the elderly population which is growing in number and to establish the institutionalized mechanisms of protection. A set of documents passed by the international organizations underline their interest in the rights of the aging population, the need to protect this category and present guidelines for implementation of the policies for protection of this group in the member states. Romania has, for example, National Council for the Senior Citizens, the body whose mission is to support social institutions, monitor regulations, send recommendations and support organizations of the senior citizens and their actions. A person responsible for exercising the rights of these people is appointed in local communities.

In Croatia, according to the opinion of the Croatian ombudswoman⁴, sexism is regarded in an ingenious manner, which is not the case with racism, thus underestimating its threat. We have to combat the stereotype behaviour as it entails subsequent violence. If we look around, it exists everywhere, sexist messages are everywhere from text books to the media. A huge problem is that the church gives a great contribution in spreading the sexist view as natural, approved also by religion.

The precautionary measure of psychosocial treatment in Croatia is pronounced by the court. The entire set of measures comprises the prohibition of approaching home or person, though it is not frequently implemented, whereas the extreme measure is admission to the institution. Now, a fuss is made as there is neither anybody of the personnel in the institution who can implement these measures nor the money to adequately pay those who want to do that; and what is particularly inconvenient in the case of psychosocial treatment is that the addiction has to be cured first. Even when the measure is pronounced, a part of it cannot be implemented from the

³ Claudiu George Constantin, the Institution of Ombudsman of Romania

⁴ Gordana Lukač-Koritnik, Ombudswoman for Gender Equality of the Republic of Croatia

beginning as addiction has to be cured first. Certainly, alcoholism is one of the main causes and in close connection with violence, but nobody deals with it.

An interesting opinion of a local ombudsman from Serbia was put forward. He gave an example and wondered when and how we can exceed our competences.⁵ In Bečej, almost 2,000 women registered with the National Employment Office have been waiting for employment for a longer period of time. They were the first to experience the impact of transition, since they used to work in the light industry, while now they are forced to accept the jobs at the black market. Although the local ombudsman has no mandate to oversee employers' business, he himself devised a module and sent a circular letter to private employers saying that if he caught any women working illegally he would require from the competent authorities to carry out an extraordinary audit of the company's management affairs.

The Slovenian Ombudsman submits the report to the Parliament.⁶ Ombudsman has the right to attend personally and report the Parliament. The Slovenian ombudswoman and four deputies report the Parliament and this debate takes almost the whole day while RTV of Slovenia broadcasts this debate, so that the broad public is directly informed about these issues. Ombudsman estimates that the quality of debates in the Parliament is getting better every year. For the Parliament, they produce the report with general assessment of each area, including also the recommendations and, in the end, the examples, but usually there is not much room for gender equality.

The problem of employment for a definite period of time in Croatia is frequently put as the issue from the domain of gender equality. Pregnant women are protected when they are employed for an indefinite period of time and they cannot get notice under any circumstances. But when they are employed for a definite period of time, their employment ceases with the expiration of the agreement. Under the pressure of the EU, Croatia had to enter the provision that the employees who work for a definite period of time have equal opportunities as those who work for an indefinite period of time. Attempts at correcting it through collective agreements are being made and many studies on the subject were carried out in Croatia in order to turn attention of the trade union members to these malpractices. Unfortunately, a lot of women in Croatia are employed for a definite period of time. To that effect, the ombudswoman is trying to improve their position through collective agreements and suggests the trade-union members to settle the problem through collective agreements. It happens that, at the year's

⁵ Čaba Deli, Protector of the Citizens from Municipality Bečej

⁶ Liana Kalčina, Institution of Ombudsman for Human Rights of the Republic of Slovenia

end, employers pay compensations to those who do not take sick-leaves. As regards who the most affected party is, then it is clear it affects women. Women take sick-leaves when children are ill, not men, and that is where trade unions have an important role, because what the ombudswoman cannot change they can through their activities and agreements with the employers. Thus, the women earn less than men in the same company. Unlike the ombudsman, the ombudswoman has had the mandate in the private sphere, too, ever since the beginning of her activity; she is not confined to government bodies. The People's Defender of Rights has not.

The ombudswoman does not engage only in discrimination, she observes the comprehensive relationship in enforcement of the law. Gender sensitive language has been introduced in the job nomenclature and university certificates. The ombudswoman overlooks the work of the media, analyses text books and thinks it is good that Croatia has an independent ombudswoman; otherwise she would be in the situation to compromise or get instruction.

A possible problem in the work of independent institutions is the issue of positive conflict of competences between the Commissioner and Protector of the Citizens or Provincial Ombudsperson⁷. According to the exposed opinion, when a complaint is not delivered to the competence of the Commissioner for Gender Equality as the authorized body, it would be good if the Commissioner is at least informed of the case, for the sake of monitoring the situation. The possibility of the conflict of competences may cause misunderstandings as the competences of these two bodies are insufficiently clearly defined by law. According to the expressed opinion, if a citizen addresses both bodies on the same grounds, the minimal necessary cooperation is exchange of information.

Cooperation between the Provincial Ombudsperson⁸ and the Commissioner for the Protection of Equality was mentioned as an example of good practice. It resulted in the recommendation to the National Employment Office to establish a mechanism which would prevent employers from conditioning candidate selection at employment by gender. The common attitudes of both Provincial Ombudsperson and the representative of the Commissioner for the Protection of Equality are that experiences should be exchanged at joint meetings and that all materials should be sent to the Commissioner. The cooperation has also to include the files if the ombudsman itself is involved in a case, although the law has not defined it as an obligation.

⁷ Milovan Batak, the Conference participant on behalf of the UNDP

⁸ Danica Todorov, the Provincial Ombudswoman, Deputy for Gender Equality

Practice in Serbia

The differences that exist in the competence and practice of the republic and provincial ombudsmen in Serbia were recognized. Law on the Protector of Citizens stipulates that the Protector of Citizens has four deputies who assist him/her in performance of the duties established by this law within the competences he/she transfers them, while the Protector of Citizens pays special attention to provide the specific specialisation needed for performance of the activities from the competences of the Protector of Citizens, especially with regard to the protection of five fields, one of which is gender equality. Thus, in the legal and technical terms, listing per items is avoided and the freedom in decision-making on concrete activities is allowed.

The situation is different when it comes to the Provincial Ombudsman. Namely, the Provincial Deputy Ombudsman in charge of gender equality performs the precisely listed duties⁹, which the Republic Deputy does not in most cases, e.g. she attends to education, campaigns, monitors the implementation of concrete laws such as, for instance, the Law on Gender Equality. Besides, she has not dealt with discrimination since the appointment of the Commissioner for Protection of Equality. The Provincial Deputy is in charge of the following concrete activities:

- Monitor the implementation of international standards regarding gender equality and Law on Prohibition of Discrimination (Law on Gender Equality),
- Collect information on the implementation of laws and other regulations prohibiting discrimination (Law on Gender Equality),
- Monitor practices and continually observe the implementation of the principle of gender equality in different areas of social life,
- Give advice to the competent authorities with regard to the adoption, changes and amendments to the regulations pertaining to gender equality, as well as to the implementation of those regulations,
- Produce the part of the annual report of the ombudsman concerning realisation of gender equality, giving detailed account of the cases where the principles of gender equality have been violated,
- Inform the relevant authorities and general public, release statements and announcements on the violations of gender equality,
- Receive and investigate the petitions concerning direct or indirect discrimination based on gender,

⁹ The Decree of the Provincial Ombudsman ("Official Gazette of the APV", Nos. 23/2002, 5/2004, 16/2005). Article 17.

- On his/her own initiative or at the request of individuals, issue reports and statements on the violation of the prohibition of discrimination based on gender,
- Mediate in peaceful settlement of disputes concerning direct or indirect discrimination based on gender,
- Initiate the commencement of criminal, disciplinary and other proceedings in cases of direct or indirect discrimination based on gender,
- Organise and participate in the organisation and preparation of consultations on the exercise and respect of gender equality and recommend measures to eliminate discrimination,
- Organise and participate in the organisation and preparations of campaigns for informing the public about the issues of importance to the exercise of gender equality and the problems in realizing the equality between genders,
- Initiate and promote education regarding the issues of respecting gender equality in all areas of social life,
- Cooperate and exchange experiences with other ombudsmen and deputy ombudsmen at home and abroad regarding the equality between genders,
- Perform other duties in accordance with the decision of the Ombudsman.

General Common Attitudes

The Republic Deputy Ombudsman Zorica Mršević closed the Conference with the statement that the Conference had been anticipated for a long time as an opportunity for direct exchange of experiences among the regional ombudsmen accountable for gender equality. Since her appointment to that function, she has supported the idea that a conference of regional ombudsmen for gender equality as the forum for exchange of experiences is necessary for the recently founded institutions of that type. The conditions had to be created and once it happened, the Conference took place fully meeting their expectations. Owing to the efforts of all participants to present the key issues pertaining to the status, mandate, problems, differences in functioning and regional cooperation, there is a good reason for future meetings to become a regular practice at defined time intervals.

The Conference certainly proved that development of the regional institutions of ombudsmen with their lavish diversity of particular forms is interesting. Hence the hope exists that in two years it will be possible to say that gender equality in Serbia developed owing to the support of the regional ombudsmen's experiences.

At the end of the Conference, based on the debates held during the conference, the participants accepted as general the following:

- That the status of gender equality in the institutions of ombudsmen is not sufficiently developed and that one of possible solutions is establishment of a specialised institution for gender equality;

- That it is necessary to adjust the constitutional and legal provisions on gender equality, and that the ombudsmen in that process have to use their legal authorities;

- That it is necessary to establish and enhance the cooperation of the institutions with the mechanisms – bodies for gender equality insisting on the holistic approach;

- That exchange of experiences has to become the practice in such a manner that through this mode of cooperation general topics would be discussed or the meetings would be theme-based;

- That stereotype should be combated and pointed out.

Authority, effectiveness of the action and confidence of male and female citizens in the institution of ombudsman essentially depend on his/her factual independence and autonomy, being that the ombudsman has no order-issuing and executive power in regard to the bodies whose work it is attempting to correct and promote by own recommendations.

The participants of the Conference established that the issues of gender equality are approached differently in the institutions of ombudsmen depending on whether it is an autonomous/separate ombudsman for gender equality, such as the case with the Republic of Croatia, the institution of ombudsman with a deputy for gender equality as in the Republic of Serbia, or an institution where gender equality is either unrecognised or marginalised as one of the special themes within the scope of the general, parliamentary ombudsman.

Achieving gender equality and the principle of equal opportunities is very complex and comprises a lot of diverse aspects that affect their accomplishment in practice, hence the institutions of ombudsmen need to pay special attention to these issues and establish cooperation with all institutions, particularly with other oversight institutions and mechanisms for gender equality implementation.

The participants of the Conference will try to promote mutual cooperation through exchange of information and experiences in resolving petitions and other activity aspects of the institution, as well as through mutual support in respect for and protection of the equality between genders.

Conclusion

On the basis of this two-day exchange of experiences during the conference "Gender Equality and Respect of Constitutional and Legal Provisions Appertaining to Gender Equality" held in Norcevc at Fruška Gora on 7-8 October 2010, the representatives of national, regional and local institutions of ombudsmen adopted the following conclusions.

Independence and autonomy of the institution of ombudsman are the fundamental principles of its activity. The guarantees for protection and respect of independence and autonomy of the ombudsman are necessary for full and effective accomplishment of the basic functions of this institution: unbiased oversight of the work of executive bodies and implementers of public powers, and human rights protection and promotion.

The principle of independence and autonomy is particularly accomplished through adequate normative framework, providing the assets necessary for the institution's work, establishing the mechanisms for its preservation and acting of the executive power on the basis of the recommendations by the ombudsman, as well as creating an environment where the position of this institution within the system of government bodies will be clearly and consistently defined.

Observance of the constitutional and legal provisions on gender equality greatly depends on the status of gender equality within the institution of ombudsman.

Establishing special/specialised institutions of ombudsman for gender equality or formal strengthening of the approach to implementation of the human rights of women by constituting the function of the deputy or the sector for gender equality would contribute to better treatment of the gender equality issues.

The precondition for efficient work of the ombudsman in protection of the human rights of women and implementation of gender equality is coordination of constitutional and legal provisions pertaining to gender equality.

In the proceedings conducted by the ombudsman, other government bodies are obliged to cooperate consistently appreciating the independence and autonomy of the institution and thus enabling efficient enforcement of the proceeding.

Cooperation of ombudsmen and other institutions, particularly the institutionalized bodies for implementation of gender equality are necessary in order to establish a proactive and comprehensive approach to the issues of gender equality and implementation of the human rights of women.

It is necessary to establish cooperation and exchange of practical experiences among the institutions of ombudsmen, either of ombudsmen with different competences within a specific country or at the international level, in order to promote the work of each of these institutions.

The institutions of ombudsmen shall, in terms of the principles of independence and autonomy, exchange experiences in cooperation with the organisations of the civil society and the media, aware of their importance for protection and advancement of the human rights of women.

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ESTABLISHING WOMEN POLICE OFFICERS NETWORK IN SOUTH EAST EUROPE

Abstract: At the initiative of Southeast Europe Police Chiefs Association (SEPCA), started in 2008, preparatory activities were underway in 2009 and 2010 for establishing the Women Police Officers Network in South East Europe (Women Police Officers Network – WPON), that included, among other things, empirical research at the regional level in order to obtain data on actual status and role of women in police, as well as on possible areas and forms of future cooperation. Presented in the form of report,¹ results of the research that included eight regional ministries of internal affairs represent the starting point for planning activities of the Network which was formally established in November 2010.

Key words: women police officers, women police officers network, WPON.

Introduction

Historically, admission of women in police forces was always under strong influence of actual political climate, but women's organizations from around the world also had notable effect. One of the most prominent, International Association of Police Woman, was established in USA in 1915, with the task to develop the idea of women's police and assist further development of preventive-social police work.

Today, there are women police officer's associations at every meridian, and the most active are the ones in America and Europe. In their work, they are guided by democratic principles and fundamental rights that are stipulated by Universal Human Rights Declaration. Mainly they promote "quality through equality", in partnership with their male colleagues. By ensuring a fair treatment, they are trying to improve work conditions for women police officers. Goals of the women police officers associations are directed to cooperation and providing mutual support, exchange of knowledge, information

¹ Complete report can be found at www.seesac.org.

and experience. Important for the network members is the fact that they don't have to act individually, and by using other's positive experience, they can achieve their goal – complete integration – much faster. Network's influence is very important in the initial phase of implementing equality policy, since it makes sure that women's problems are raised from individual to collective level. By joining the network, women can get emotional support, advice, information and role patterns that most women lack in practice. Thus, networks contribute to better and faster integration of women in the service, improvement of conditions for work and career development, improvement of professional competencies, achieving full potential of individuals (female, as well as male) and, ultimately, development of overall police service.

One of the most important attempts of joint approach between women police officers in this region in the previous period was organization of the conference with the subject "Gender Equality in Police Services – application of local and international legal standards on gender equality" on 21 and 22 December, 2006, in Banja Luka.

Thanks to conclusions of this conference (where, *inter alia*, the need for regional connection was pointed out), researches conducted in the previous years in some of the ministries for internal affairs in SEE countries², and the fact that for quite some time women are increasingly present in police departments in this region, the initiative for founding the network, started by Southeast Europe Police Chiefs Association (SEPCA) at its annual assembly in late 2008, was positively evaluated at the first meeting of the expert group³, held on March 26th and 27th 2009 in Belgrade, with the aim of conducting preparatory activities for establishing regional network. However, the need to establish the Network, by both using experience of similar associations and by respecting specificity (social, cultural, economical etc.) of the countries – future members, was articulated from the very beginning. The result of this way of thinking was the idea to use singular tools to conduct comparative research in the ministries at the regional level, which findings will help identify common content and interest in future activities, saving at the same time energy, time and financial resources. Additional quality is, certainly, the expected psychological effect in the form of higher motivation of research participants for engagement in the future network that will, because of the partake in the research, be perceived as own creation and not imposed obligation.

² E.g. Novovic, S. and Petrovic, D.: *Žene u policiji, Viša škola unutrašnjih poslova, Beograd, 2006.*

³ At the first meeting of the expert group participants were: representatives of the SEPCA Secretariate, OSCE Office for Democratisation Institution and Human Rights and OSCE Mission in Serbia, as well as experts from the Montenegro Police Academy and ministries of interior of Bulgaria, Macedonia and Serbia.

Hence, with the expectation that the research results will contribute to mutual acquaintance and in large extent facilitate planning of future joint activities, the areas to be covered by research and the activity schedule were defined already at the March meeting, followed by preparing tools (questionnaires) and establishing procedures related to realization of each individual stage. During May and June, contents of the questionnaire was harmonized by expert group, which was followed by field research, data input and processing, drafting of the report and its presentation at the third expert meeting in Sofia (December 2nd and 3rd 2009), followed by final consults and finalization of the report by including all data submitted until that time.

Subject and Goals of the Research

Briefly, the subject of the research was current status of the women in police departments in the Region and expectations from the future network, from the perspective of women police officers, their male colleagues, superiors (female and male), as well as professional services, and the goals of the research, primarily pragmatic, were aimed at establishing starting point for further concrete activities in establishment of the Network.

Research Method

The research used four types of questionnaires intended for: (1) departments in charge of human resources management and for education and training (police academies, training centres, etc.), (2) women police officers, (3) men police officers, and (4) directors.

After harmonization at expert group level, questionnaires together with instructions on field research methods were sent by e-mail through SEPCA to national coordinators for further distribution and completion in field, in police stations and ministry headquarters. The instructions, among other, indicated the need to select a representative subject sample, i.e. the one that reflects proportionally the subject population, which equally applied for all categories of subjects. Ministries also received an e-mail with the application for entering data from the completed questionnaires (for women police officers, men police officers, and directors), which was, after completing, returned in the same way to statistical processing. Data entering application was created in MS Excel, and statistical processing was performed in SPSS.

Data submitted by HR management services and police academies, i.e. police training centres, were not equally detailed and exhaustive in all countries.

However, when compiling the report, more important than insisting on detailed and comprehensive answers was the fact that future members presented readiness to participate in the research, and that submitted information will enable a quality beginning of the work of the future network, with expectation that in the meanwhile, by joint activities, conditions will certainly be created for higher mutual trust and openness, and therefore for comprehensive cooperation.

A total of 3,897 subjects from eight ministries participated in research (Table 1). Sample consisted of women police officers – 33.80% of subjects, man police officers – 38.57%, women directors 4.00% and men directors 22.63%. Among directors, there were 14.48% women and 85.52% men.

Table 1

Sample structure

Ministry of Interior	Policewomen	Policemen	Women directors	Men directors	Total
Albania	32 (50.00%) ⁴ (2.43%) ⁵	32 (50.00%) (2.13%)	-	-	64 (100.00%) (1.64%)
Bosnia and Herzegovina – Federation of BH ⁶	77 (23.99%) (5.85%)	161 (50.16%) (10.71%)	7 (2.18%) (4.49%)	76 (23.68%) (8.25%)	321 (100.01%) (8.24%)
Bosnia and Herzegovina – Republika Srpska	90 (46.39%) (6.83%)	72 (37.11%) (4.79%)	6 (3.09%) (3.85%)	26 (13.40%) (2.82%)	194 (99.99%) (4.98%)
Bulgaria	331 (36.37%) (25.13%)	394 (43.30%) (26.21%)	16 (1.76%) (10.26%)	169 (18.57%) (1.35%)	910 (100.00%) (23.35%)
Montenegro	30 (33.33%) (2.28%)	30 (33.33%) (2.00%)	-	30 (33.33%) (3.26%)	90 (99.99%) (2.31%)
Croatia	170 (30.36%) (12.91%)	222 (39.64%) (14.77%)	25 (4.46%) (16.03%)	143(25.54%) (15.53%)	560 (100.00%) (14.37%)
Macedonia	97 (32.55%) (7.36%)	100 (33.56%) (6.65%)	50 (16.78%) (32.05%)	51 (17.11%) (5.54%)	298 (100.00%) (7.65%)
Serbia	490 (33.56%) (37.21%)	492 (33.70%) (32.73%)	52 (3.56%) (33.33%)	426 (29.18%) (46.25%)	1460 (100.00%) (37.46%)
Total	1317 (33.80%) (100.00%)	1503 (38.57%) (100.00%)	156 (4.00%) (100.00%)	921 (23.63%) (100.00%)	3897 (100.00%) (100.00%)

⁴ Percentage in comparison to total number of subjects in the row (country).

⁵ Percentage in comparison to total number of subjects in the column.

⁶ One subject director did not state gender, and was not taken into account in statistical processing.

Research Results

Data obtained in the research were categorized in several topical sections, each of them containing one or more recommendations for improvement of the current state.

Recruiting and admission of women in police force

One of the key assumptions of planned and controlled integration of women into police force is existence of strategic approach with respect to their admission. Therefore, HR services in national police forces were asked whether they have strategic approach, what is the base of such approach if any, are there determined quotas for admission of women, are there any annual goals set for recruiting specific (and what) number of women and men, and finally, is there a deadline for reaching certain (and what) percentage of women in police force.

According to given answers, in the Ministry of Interior (MoI) of Republika Srpska (Bosnia and Herzegovina) there are no rates and deadlines for reaching them. However, during the admittance to the High School for Interior, one quarter must be girls not older than 21. In Bulgaria, for instance, on basis of the Minister of Interior regulation once a year there is admittance of trainees on the MoI Academy which determined, besides the overall number of candidates set on the basis of MoI needs and human resources analyses, rates for admittance of men and women within specialities. In the Republic of Serbia, during the first two calls for admittance in the Centre for Basic Police training,⁷ it was pointed out that there will be 25% of girls accepted. The same percentage is admitted to the Academy of Criminalistics and Police Studies, on studies financed from the budget. On self-financing studies there are no rates, so the admittance is made according to the rankings.

In accordance with the Law on Civil Servants, in the Republic of Croatia the admittance to service is made based on a yearly plan which brings the Ministry of Administration with approval from the Ministry of Finance. This plan does not have specific rates for the admittance of policewomen. However, on the basis of the Law on Gender Equality, when the public and internal calls for admittance to service are announced, they need to point out that both male and female can apply. According to the state from the service for human resources management of the MoI of Macedonia, the procedure of admittance

⁷ Within the police education reform in Serbia, which was implemented during the last decade, the Secondary Police School that was aimed at schooling only men during forty years, was transformed into the Centre for Basic Police Training opened for girls from 2007.

to the police includes the respect of the principles of gender equality in accordance with the regulation, so there are no rates set up in advance. Other countries covered with this research did not answer to this question.

Given that obtained data indicate uneven and different approaches to these issues, one of the important recommendations in this research pertains to need to actuate development of strategic approach in police forces in the Region, by exchanging the best practice in this area between the organizations and states, in both EU and the Region, as well as by hiring experts for gender equality issues. Furthermore, possible task of the Network is to give support to all interested ministries to formulate marketing campaigns and strategies for the purpose of attracting more women for admission to police forces, with special emphasis to those contents and aspects of the police work that are attractive for women, but also with providing valid, objective information on demands, specific features and risks of the police work. Campaign implementers would be national ministries, and the role of the Network would mainly be to give advice and support establishing of standards in terms of content and procedures for campaign implementation.

Selection issues

Starting point implies that the selection criteria for admission to police training and employment must be based on work post analysis, conducted by use of scientific methodology and determined requirements and conditions for performing particular tasks and assignments. According to poll data obtained from services for human resources management, the condition is as follows.

In Bosnia and Herzegovina – Republika Srpska, general admittance conditions are the same, but there are different specific conditions. Physical exams are different for women and men. In the Republic of Montenegro as well, besides the general conditions which are identical to conditions for service admittance, the Rule on Selection and Recruitment of Trainees for Basic Police Training on Police Academy defines the specific conditions. Also, in the part of selection criteria which relate to the physical readiness, there is a difference for women adjusted with European standards.

Requirements, schedule, and conditions for employment in the MoI of the Republic of Bulgaria are regulated with the Law on the MoI and Order No. I z/1009/04.07.2006. for conditions and schedule for entrance to civil service in the MoI, where the Law defines general conditions, and the Order can define other specific requirements related to age, education, psychological and physical readiness, and professional preparation. Different criteria for the ad-

mittance in the MoI are applied at physical readiness and are divided through tasks in the MoI structures, and also according to gender.

In Macedonia, the criteria for admittance to basic police training are determined within the selection procedure which is established through sub legal documents (Draft Law on Internal Affairs) and they are applied during the test in the written form, interview, medical tests, and physical tests. Before the signing of the engagement contract, candidates for police officers need to have a certificate on completed basic police training, and on the basis of showed results the ranking is formed. There are no special criteria, but the basic condition is that a candidate is on a specific ranking list, while the criteria for admittance to basic police training are different for women and men in medical and physical tests.

In the Republic of Serbia the criteria for employment admittance are determined within the Law on Police Force (general and special conditions), and for admittance to the Centre for Basic Police Training within the Rule on Criteria for Selection on Candidates for trainees for professional training, and those are different for men and women in the testing of physical status (five exercises: long jump, pushups, lifting in 30 seconds, slalom with balls, Cooper test) and on morphological exams.

Given that the police work requires a complex array of capabilities and properties, and although they are often recognized as typically (or stereotypically) "male" or typically "female" characteristics, no candidates should be prevented in advancement due to their gender, either male or female. On the contrary, individual differences between candidates should come into play, so that individuals who comply with set criteria would be employed in certain work positions, regardless of their gender. For the purpose of improving selection procedures to their full objectivity and realization of the equal opportunity principle, it is necessary to analyze current practices in selection of candidates for police work and to exchange experience at the regional level.

Gender and police skills

In answers to questions regarding particular suitability of certain jobs for women and men i.e. greater efficiency of the first or latter on these jobs, the high level of concurrence in all three subject categories comes down to the following: women are more efficient in works and task that require communication skills, empathy, analytical skills, meticulousness, etc. like work with children, citizens, victims of violence, crime investigations, information gathering, operative surveillance, female body search, prevention,

administration, document preparation, traffic control, etc. Men, on the other hand, are more successful in jobs that require physical strength, use of means of coercion⁸, securing high risk public gatherings, apprehending criminal act perpetrators that resist arresting, work in shifts and night work with intervention units, exposure to extreme temperatures (due to better thermoregulation), etc.

However, realization of the principle “quality through equality“ means realization of full quality, not in spite but thanks to differences and complementarities of genders and by respecting natural (biological, physiological and psychological) differences. And however the differences between the men and women evident as tendencies, i.e. as different average values, it is correct to take into account only individual differences. To reiterate, this means that no service or work post can be closed for women. On the contrary, all work places and services should be available to everyone, and the admission and assignment should be made in line with prior analysis and determined requirements of the work posts. In addition, it is obvious that skills of a good police officer must also include those that are often stereotypically attributed to men (e.g. use of coercive means, coping with different situations, etc.), as well as those features and skills that are stereotypically attributed to women (e.g. empathy, communication skills).

Therefore, given that the skills necessary for performing police work can generally be acquired or improved, the obligation of ministries and individuals is to permanently work on “upgrading” them in overall police population, until reaching desired standard. One of the possible tasks of the

⁸ Some of the recommendations for better use of women police officers' potential pertain to taking into account practical aspects of performing police work, such as equipment, uniform, adequate size service weapons, etc. (e.g. LeBeuf, Marcel-Eugène: *Women in Policing: Looking Back, Looking Ahead*, Women in policing in Canada: The year 2000 and beyond – its challenges, May 20/23, 1997, Canadian Police College, Workshop Proceedings).

Starting from the hypothesis that certain motor skills and morphological characteristics have significant influence on use of service fire weapons, including revolver, assistant professor Dragan Arlov, PhD, from Criminology Police Academy in Belgrade, conducted a research on 38 women police officers from Novi Sad Police Force. With caution expressed in the statement that the size of the research sample significantly influence the possibility to determine real influence of the observed morphology and motor features on the quality of firing a revolver, the author says that successful firing a .38 special revolver by use of one-fold and two-fold actions, is considerably influenced by maximum force dominant hand grip feature (from the scope of motor skills), as well as the width of the hand and wrist (from the scope of morphological features). With .357 magnum revolver, made by CZ from Kragujevac, successful firing by use of one-fold action is considerably contributed maximum force of the dominant hand grip feature as well as maximum force of both hand grip (Arlov, D.: *Neke motoričke sposobnosti žena policajaca u funkciji kvaliteta gađanja iz revolvera*, Fourth international science convention, Montenegro Sport Academy, Herceg Novi, 2007).

Network could be determining the standard and creating common contents for these additional trainings that would improve the overall work of all police members regardless of their gender.

Education and training for police purposes

Judging by the responses of the ministries that participated in the research, education and training are the same for both women and men. It is interesting that these answers are the most complete, which indirectly suggests that the greatest readiness for cooperation lies right there. It is also stated that ministries regularly implement human rights trainings, but that does not exclude the necessity to analyze educational needs in this area as a permanent task. One of the Network's tasks could be formulating recommendations regarding the minimum number of classes and the contents of the curriculum that is of special significance for sensitisation of police members for human rights issues, and in particular gender equality.

Career development

One of the most important results of the research suggests the need to re-examine the monitoring and promotion system, as well as staff flow, i.e. to establish (if not already established within the ministries) transparent human resources management system by use of positive experiences and broader exchange in the Region related to career development. Namely, establishing such system in which promotion criteria would be clearly defined and consistently observed would create optimum condition for career development for women police officers.

At this moment, responsibility for integration of women into police force is mainly lying on those who have more decision power (directors) and those who are more numerous (men). However, it is necessary that certain activities are directed also towards women, and by adequate educational programs, to systematically raise their awareness of the responsibilities (permanent work on self-improvement, more open relationship with younger female colleagues and greater support in the period of their adjustment, etc.) that they already have in the process. In this context, it is necessary to formulate positive action measures for speedy overcoming the problem of insufficient number and professional competence of the women mentors that would be in charge for training of younger female colleagues. Also it would be significant to include citizens' opinions about the status and the role of women in police, in terms of determining and respecting their needs.

Normative regulations and other issues

Surveyed departments for human resource management provided an overview of legal and secondary regulations pertaining to right to leave due to child birth and child care, then “support” of the ministries for internal affairs to family, work protection measures, work valuation principles, conditions for acquiring right to pension (through gender dimension) etc. Among other things, it was determined that it is necessary to consider organizational possibilities for alleviating the role conflict present in women police officers (police officer, mother, wife...), and constructive proposals were made in this respect (redistribution of working hours or flexible work hours, part-time for women with children of certain age, better organization of the shift work, harmonization of the work hours with kindergartens, decreasing overtime and on-call duties, etc.), although it is interesting that, despite numerous obligations, both professional and private, the largest number of women police officers – almost two thirds (64.06%) of those that participated in the research, manage to fully organize and successfully “balance” between different tasks that they have to fulfil.

Discrimination and threatening in work place

HR management departments were given a set of questions relating to respect of gender equality, existence of gender discrimination and ways to overcome the problems should they appear, and every department pointed out that a certain level of gender equality was reached in their ministries, as well as that there are mechanisms to control discrimination or harassment. It is interesting here to single out the responses to the question whether the status of women police officers is equal in comparison to their colleagues – men. According to the research findings, 77.64% women and 78.42% men police officers, as well as 72.85% women and 84.61% men directors gave affirmative answer (that the status is completely or mostly equal). Notwithstanding the position in hierarchy, percentage of women (19.07% officers and 17.88% directors) who believe that equality of the police officers’ status is irrespective of the gender is considerably less than percentage of men (35.51% officers and 34.44% directors) who think the same. Similar differences can be observed in option that women’s status is “mainly not equal” or “not at all equal” in comparison to male colleagues. It would probably be interesting to verify and additionally consider the content underlying the “mainly not equal” and “not at all equal” status, i.e. the question whether there are qualitative differences in subject’s perception of women’s actual status or is it just a matter of their tolerance levels.

When it is about sexual harassment, on basis of the answers of surveyed, 0.87% of policewomen and 0.52% of policemen, as well as 0.3% of men directors (and none of women directors!) think that these kinds of harassment exist all the time, while 74.13% of policewomen and 73.35% of their male colleagues, 59.23% of women directors and 66.01% of men directors think the opposite – that there is none. Other subjects were divided in two categories named "sometimes" and "often" (Table 2).

Table 2

Sexual harassment

Answers	Never	Sometimes	Often	Always
Women	74.13	21.64	3.36	0.87
Men	73.35	23.85	2.30	0.52
Women directors	59.23	37.69	3.08	0
Men directors	66.01	32.27	1.47	0.24

Obtained results certainly leave space for further analyses and establishment of protection mechanisms (services, programs, etc.) for the removal of all kinds of discrimination and inequality, but also bring optimism compared with results of similar researches in the world. One of the available⁹, and for example, specifically interesting one because it is based on comparative analyses of data obtained from delegates of the European Network of Policewomen (ENP) conference held in Hungary in December 1995, and from NAP and International Association of Women Police (IAWP) conference held in Birmingham in 1996, says about frequent reports for sexual harassment of policewomen by their colleagues (Table 3).¹⁰

Table 3

Reported sexual harassment of policewomen by their colleagues

Level of exposure	Eastern Europe	Western Europe	United Kingdom	USA
Never	69%	33%	21%	12%
Rarely	15%	35%	41%	29%
Sometimes	15%	28%	33%	44%
Often	0%	3%	5%	15%

⁹ Brown, J.: Integrating women into policing: A comparative European perspective, Policing in Central and Eastern Europe: Comparing Firsthand Knowledge with Experience from the West, College of Police and Security Studies, Slovenia, 1996.

¹⁰ Relative obsolescence of the results of this research related to ours we can justify with comparability of time distance between the implementation of research and the beginning of large-scale admittance of women in police services in countries that were mentioned (USA, United Kingdom, Central Europe countries), and in countries in our region.

Possibility of association

One of the key questions pertained to possible areas of cooperation and mutual exchange to which the future network should focus its attention. From a list of 12 proposed areas of cooperation (with possibility to add more), subjects were asked to rank three that they find most important. According to the results, the following are considered as priority areas of cooperation within the future Women Police Officers Network in South East Europe: (1) training and education (23.4% of all choices at the overall sample level), then (2) police practice (terms and conditions for performing police work) – 19.5% choices and (3) selection criteria for admission to police force (13.55%). After these are areas of cooperation that address gender issues: integration of women in police forces (6.64%), role conflict (6.49), gender equality in normative (6.34%), gender equality in performing police work (3.63%), but also development and career promotion (6.72%), which is not necessarily related to sex i.e. gender. All other choices were far behind the above stated.

In line with the most frequent answer to the previous question, forms of cooperation within the Network listed as optimal also relate to professional training and education. From the proposed list, the most frequent choices were joint courses and seminars of Network members (28.32%), then exchange between the students in the training (14.66%), joint projects (14.5%), exchange of important information (11.98%), holding periodical joint conferences (11.78%), joint initiatives and actions (8.03%) etc.

Conclusion

Further activities for association include presentation of the research results in countries that participated therein, then a regional network founders' meeting (end of November 2010) and in 2011 establishing of national women police officers networks.

The fact that the initiative for forming the network started from the chiefs of national police forces and that it had their permanent support was immeasurably important for the success of this process. Beside SEPICA and ministries for internal affairs of the countries that participated in the research, significant contribution to successful realization of all activities was given by international organizations: OSCE mission in Serbia, OSCE Office for Democratic Institutions and Human Rights (OSCE/ODIHR), United Nations Development Program in Serbia (UNDP), South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and light wea-

pons (SEESAC), as well as the Geneva Centre for the Democratic Control of Armed Forces (DCAF). Finally, team work and readiness of the participants to find adequate solution for all arising problems gave special mark to this endeavour.

Along with the practical benefits from the research for planning future activities of the Network, abundance of obtained data can also be used for preparing more analysis and reports for different purposes, e.g. for determining actual state and tendencies with respect to women in police forces, depending on the country (for the purpose of national police forces, i.e. national networks), then depending on the line of work – for the purpose of mutual support and experience exchange at national and international level within specific type of police service (uniform police, crime police, etc.), then for establishing correlation between the estimate of further prospective of women in police and hierarchy level giving the estimate (officer – director, directors at different levels) etc. Furthermore, each of the segments can be a starting point for setting new goals and hypothesis in different directions, depending on determined needs and interests of the researchers.

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**PROPOSAL FOR PRACTICAL POLICY:
INITIATIVE FOR COOPERATION IN IMPLEMENTATION OF
THE UNSCR 1325 IN THE REGION OF SOUTHEAST EUROPE
(SEE 1325 CI)**

Abstract: Within this proposal of policy paper, the authors offer a scheme of the structure of Initiative for Cooperation in Implementation of The United Nations Security Council Resolution 1325, in the region of Southeast Europe. Besides proposing the institutional framework and a survey of possible jurisdiction, authors analyze ways of funding the Initiative, as well as recommendations for cooperation with other international organizations and initiatives. Authors also indicate multiple benefits of forming a regional initiative in Implementation of the UNSC Resolution 1325.

Key words: *policy paper, regional cooperation, SEE, UNSCR 1325, SEE 1325 CI.*

Introduction

During the International Conference "Women in the Security Sector" held in Belgrade from 13-15 October 2010, a proposal was made, among other things, to form an initiative which would gather the Southeast Europe countries round the issue of gender perspective and monitor the implementation of the UN SC Resolution 1325, ten years after its adoption. This article represents the authors' contribution to the development and concretisation of the subject idea aimed at its realisation according to their proposal of the structure and recommendations.

The basic objective for forming the Initiative would be exchange of experiences, monitoring of the implementation of the Resolution 1325 in the region and shaping the regional approach to the implementation of the Resolution 1325 which calls for the UN country members to ensure greater representation of women at all decision-making levels in the national, regional and international institutions, as well as in the mechanisms for conflict prevention, management and settlement.

Forming of the regional initiative could have multiple benefits for the countries in the region. Firstly, regional cooperation is one of the preconditions which the European Union sets before the countries interested in the membership in the organisation. In addition, since any cooperation has a long term impact on trust, security, safety and stability, the regional initiative of this kind would add to the achievement of the mentioned objectives, otherwise pleaded for by the countries of the region. Beside aforementioned, political advantages could be expected from the initiative as the countries of Southeast Europe would thus declare and show the world to be modern countries willing to cooperate and identify common interests. An additional argument in favour of the initiative is the fact that it would not be formed under the influence of external factors, as frequently happened in the near past, but the idea would arise from the very region, simultaneously proving the capacity of the states to create the policy towards achieving stability and promoting cooperation and understanding, independently and in mutual cooperation.

Structure of the Initiative – Bodies and competences

Membership in the Initiative for Cooperation 1325 in implementation of the UN SCR 1325 in the SEE region (SEE 1325 CI) would be open for all countries in the region of Southeast Europe.¹ The offer for participation in the Initiative (either in the full member status or as an observer) would be also sent to Slovenia and Hungary, as the countries from immediate neighbourhood which in the previous period actively contributed to exchange of experiences and were notable in the work of the international conference "Women in the Security Sector" held in Belgrade in October 2010.

Scheme No. 1 represents a structural proposal of the regional Initiative for cooperation 1325 UN SC in the SEE region. The main body would be the Management Board of the Initiative which would provide political guidelines and be accountable for financial negotiations related to the Initiative's activities and projects realisation. It would compose by the representatives of the two assembly committees from the member states' parliaments (Gender Equality Committee and Security and Defence Committee), representative from the Ministry of Defence of the Republic of Serbia,² as well as the representatives of the member sta-

¹ The term "region of the Southeast Europe" implies the territory of the following 10 countries: Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Greece, Macedonia, Montenegro, Romania, Serbia and Turkey.

² The authors think that representative from Serbian MoD in the first Management Board should be the Director of the Institute for Strategic Studies, with respect to the fact that the Institute has monitored the issue of gender equality for years, performed scientific studies on the topic and that, as the result of such long standing work, education of girls at the Military Academy was introduced. Theoretical and practical knowledge would thus be available to the participants of the Initiative.

tes from other governmental structures responsible for gender perspective issues. The Management Board of the Initiative would form the Committee for Preparation and Realisation of Projects and Activities and Finance Committee. The task of these two committees would be rationalisation and concretisation of the determined objectives. Obligation of the Committee for Preparation and Realisation of the Activities and Projects would be to draft the annual activity plan of the Initiative and forward it to the Management Board of the Initiative for adoption. Obligation of the Committee for Preparation and Realisation would be to submit the report on realised activities and projects to the Management Board, which would be one of the oversight mechanisms. In the same manner, working groups would submit periodical reports on the activities realisation to the Committee for Preparation and Realisation of Projects and Activities.

The Management Board of the Initiative would work pursuant to the Statute which should be approved by all participant countries. The Standing Secretariat would be competent for drawing up the proposal of the statute and other necessary documents, defining of procedures for performance of oversight, control and assessment of the quality of realised activities, based on the guidelines given by the Management Board of the Initiative.

In order that the Initiative would be operative and the information timely forwarded to the competent structures it would be necessary to form the Standing Secretariat whose task would be technical servicing of the Committee for Preparation and Realisation of Projects and Activities. The seat of the Standing Secretariat could be in the Strategic Research Institute. It would be competent for multiplication of materials, correspondence, writing reports on the meetings and forwarding thereof to competent users. Through the Standing Secretariat, the Committee for Preparation and Realisation of Projects and Activities would send the requests and assign the tasks to the working groups formed within the scope of the Initiative. Working groups would deal with the issues for which the expert, specialised knowledge is needed. The formed working groups would be of standing or ad hoc character. The standing working groups would be:

1. Working group for analyses of statistical data and studies;
2. Working group for research in the field;
3. Working group for collection of learned lessons from peace missions and achievement of other countries, and
4. Working group for education on gender equality.

Apart to the standing, some expert groups in charge of specific issues (such as forming of the unique set of statistical data for monitoring of the gender equality implementation in the countries of the region) would be formed as need be. When necessary, ad hoc working groups for realisation of concrete activities would be formed.

Initiative financing

Bearing in mind the consequences of the economic crises that are still felt in the countries of the region, we start from the assumption that at the beginning forming of own funds for financing the Initiative's projects and work would not be possible. Hence, we propose that in the starting phase of establishing the regional initiative the summoned countries are surveyed through a form of a questionnaire about their interest in and possibilities to allocate a part of funds for its work and projects. In the second phase, the regional initiative (partially or in full) may apply for the financial assistance to one or more international organisations.³

The member countries could, on the basis of joint proposal of projects and activities, compete for the funds with the international financial institutions (World Bank, International Monetary Fund, European Bank for Reconstruction and Development) and some other international organisations which support development and work of the initiatives and organisations on the basis of proposed projects. In a later phase, it would be possible that member countries of the Initiative finance, partially or in full, the activities of the Initiative and in that manner show even greater commitment to the realisation of the objectives of the Initiative, for whose sake it was founded.

Cooperation with other initiatives and organisations

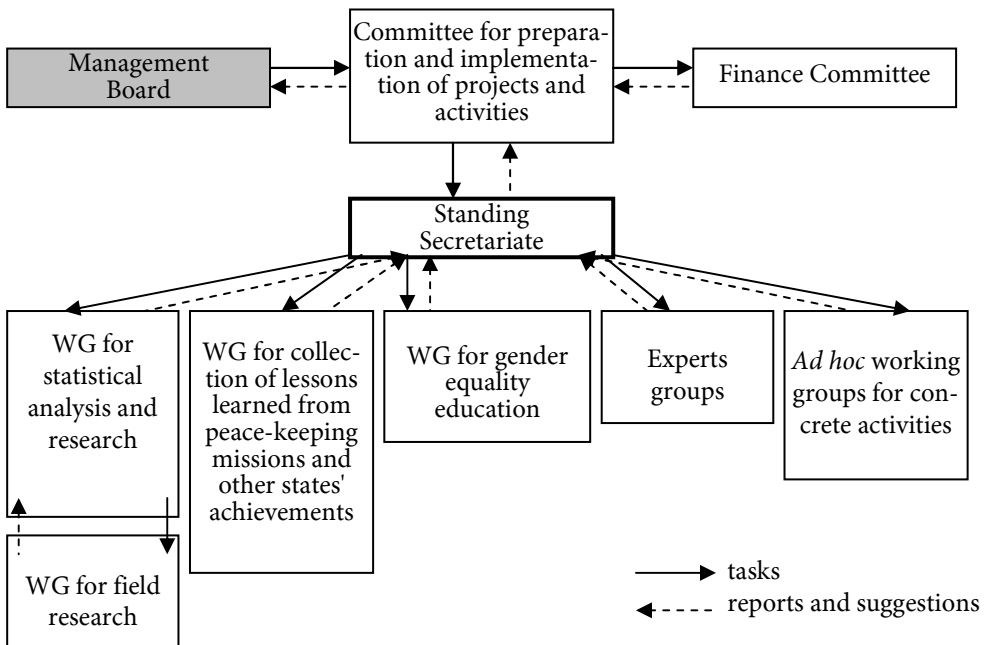
The Initiative for Cooperation 1325 should establish cooperation with other regional initiatives and get connected with the international organisations which, among other things, take care of gender dimensions (UN, UNIFEM, EU, NATO, OESC and other). One of the modalities of cooperation could be (occasionally or regularly) bilateral invitations and participation in the realisation of the other party's projects, with a possibility of introducing the observer or partner status.

The Republic of Serbia has explicitly declared its foreign policy commitment towards the accession to the European Union and even now strives to get involved, as the third country, in the EU missions, within the Common Security and Safety Policy. Having in mind the fact that all EU civil and military missions (except for Guinea Bissau) have gender equality advisers, it would be multi-advantageous if the regional initiative establis-

³ We think it is important and necessary and we avail of the opportunity to express our gratitude and give credit to the Kingdom of Norway and its institutions who rendered precious and unselfish assistance in the previous period at the projects dedicated to the promotion of the idea of gender equality in the region of Southeast Europe and advancement of the position of women in the security sector.

hed cooperation with the EU and/or its bodies in charge of mission and gender issue planning and realisation. NATO has also recognised the importance of incorporating gender perspective in the missions, both for achieving a more quality civil-military cooperation in the field and collecting the data or for more adequate treatment of the victims of armed conflicts. Aspiration of the Republic of Serbia to be an active participant in the "Partnership for Peace" Programme, which also has gender sensitive activities, is complementary with realisation of cooperation with NATO structures who take care of the gender perspective and who engage gender issue advisers in their missions.

Equally important is the question how the Initiative will exert influence on the decision-makers in the countries of the region and obtain the necessary funds. As possible methods of influence we suggest: recommendations to the member countries, printing publications and publishing results of the studies related to gender issues, monitoring the process of the implementation of the UN SC Resolution 1325 in the countries of the region and pointing to possible observed oversights or good practice.



Graph 1. SEE 1325 CI structure

Conclusion

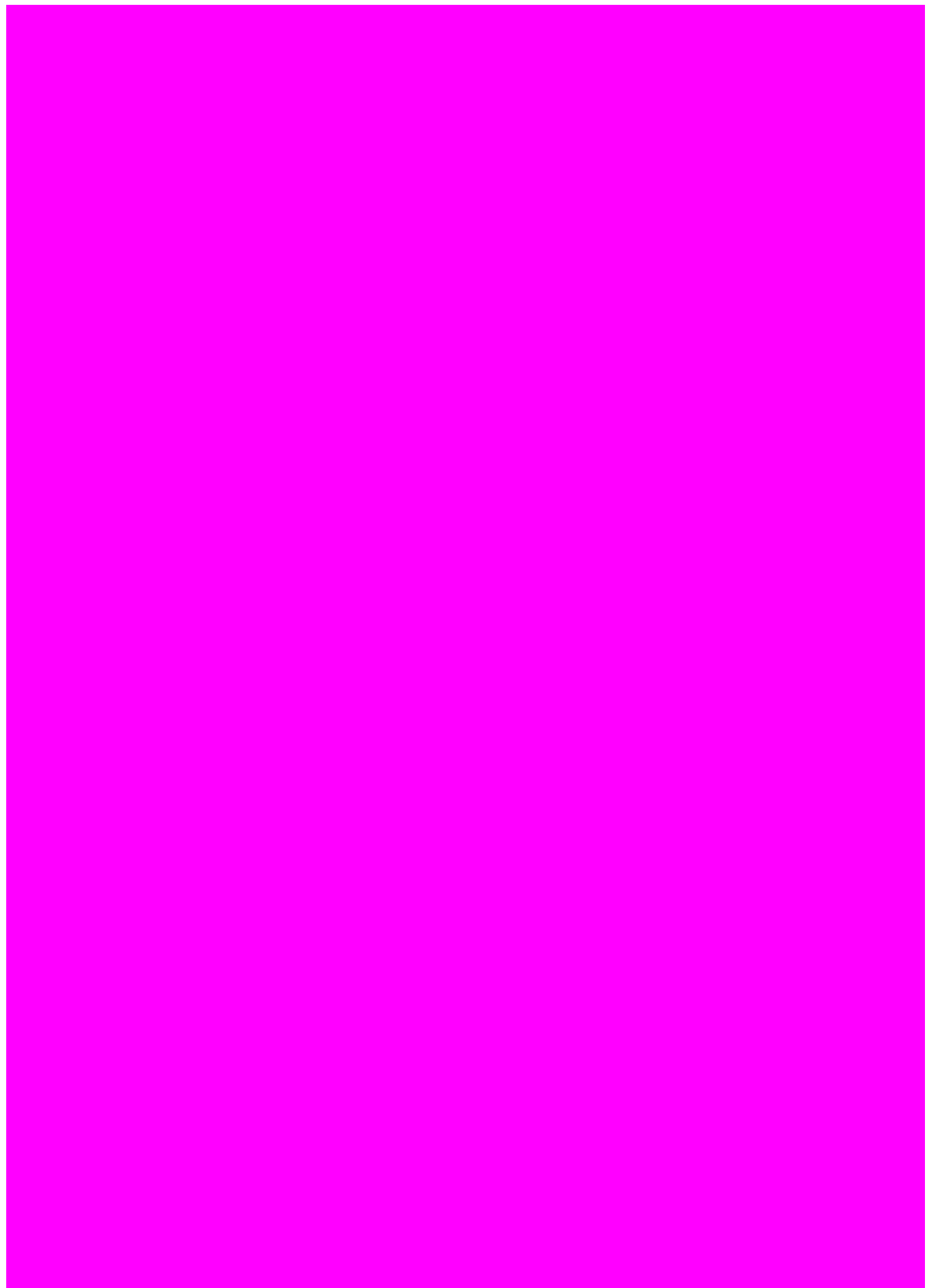
The authors' opinion is that the formation of regional Initiative for implementation of UNSCR 1325 will be useful for Southeast countries in many ways. We hope that the suggested idea will be recognized in wider circle of implementation process participants as necessary, and that the result of such perception could be political will for implementing this idea in practice. Given model should not be observed as a form that could not be changed, but as a starting idea opened for public discussion, changes, amendments, and improvements. Every idea and suggestion that would lead towards the improvement of presented idea are more than welcome.

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V

CURRENT EVENTS



Kosana Beker,

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THE FIRST EXPERIENCES OF THE COMMISSIONER FOR THE PROTECTION OF EQUALITY IN CASES OF GENDER-BASED DISCRIMINATION

Introduction

In 2009, the Republic of Serbia adopted the Law on Gender Equality and the Law on the Prohibition of Discrimination, rounded its anti-discriminatory legislation and adjusted it with the international standards in this area. These laws explicitly prohibit any kind of direct or indirect discrimination on the grounds of any personal characteristics, including gender, gender identity, marital or family status and other gender features

By the Law on Gender Equality the Commissioner for the Protection of Equality has been established as an independent and self-contained authority specialized for combat against discrimination, whereas on 5 May 2010 the first Commissioner for the Protection of Equality was elected. The competences¹ of the Commissioner have been widely determined in conformity with the international standards² in order to enable him/her effective and efficient prevention and protection against discrimination and contribute to achievement and promotion of equality. The Commissioner receives and reviews the complaints pertaining to violations of the provisions of the Law on the Prohibition of Discrimination and provides opinions and recommendations in specific cases and pronounces the measures of reprimand.³ It is the Commissioner's duty to provide information to the person lodging a complaint concerning his/her right and possibility of initiating court proceedings or any other proceedings for the purpose of protection, and also to recommend conciliation prior to initiating any other actions in the proceedings. One of the most important Commissioner's competences is to bring charges⁴ pertaining to violation of the rights guaranteed by the Law on the Prohibition of Discrimination in his/her own name and with agreement and on behalf of the discriminated

¹ Article 33. 33D

² E.g. Recommendation No. 2 of the European Commission for Combat against Racism and Intolerance of 13 June 1997 (97)36, Chapter C

³ Article 40. 33D

⁴ Article 43. 33D

person and he/she is also authorized to submit misdemeanour notices. The Commissioner has the competence to monitor the implementation of laws and other regulations, initiate the passing or amending of regulations for the purpose of implementing and developing the protection against discrimination, provide opinions concerning the provisions of draft laws and other regulations related to the prohibition of discrimination; he/she is also authorized to warn the public of the most frequent, typical and severe cases of discrimination, as well as to recommend measures to the public administration bodies and other persons aimed at ensuring equality.

Procedure for Complaints Related to Discrimination

The procedure for complaints related to discrimination is initiated by lodging a complaint.⁵ The complaint may be submitted by any physical or legal person or group of persons, including organizations engaged in the protection of human rights who may lodge complaint on behalf of and with agreement of the discriminated person.⁶ Having received a complaint and removed any possible shortcomings, the complaint is delivered to the person against whom the complaint has been lodged who is given 15 days from the date of complaint receipt to pronounce upon the allegations in the complaint. During the procedure for complaints, the factual state is established by inspection into the submitted evidence, taking statements from the person who lodged a complaint and the person against whom the complaint was lodged, and other persons if need be, or in any other manner in conformity with the Law.⁷ Taking it all into account, the Commissioner shall make a decision, in the form of an Opinion, whether there has been a discrimination or not.⁸ This opinion is delivered to the person against whom the complaint was lodged. If he/she decides that there has been a violation of the provisions of this law, the Commissioner issues a recommendation⁹ to the person against whom the complaint was submitted suggesting the way of redressing the violation in question allowing him/her the term of 30 days to act in accordance with the recommendation and redress the violation of the rights.

⁵ The Service of the Commissioner has drawn up a form of complaint which has to serve as a guide to all persons interested in lodging a complaint, in order to enable simplicity of the procedure and greater availability. The form is available at http://www.ravnopravnost.gov.rs/lat/podnosenje_prituzbe.php

⁶ Article 35. 33D

⁷ Article 7. 33D

⁸ Article 39. para 1. 33D

⁹ Article 39. para 2. 33D

The person to whom the recommendation is addressed shall be obliged to act upon it and to redress it within 30 days of the day of receiving the recommendation as well as inform the Commissioner about it. If the person fails to act upon the recommendation, the Commissioner is authorized to issue a ruling by which rendering a measure of caution and giving him/her a new time limit of 30 days to redress the violation of the rights. This ruling is final and it is not allowed to lodge a complaint. If the discriminator does not redress the violation of rights within the new 30 day time limit, the Commissioner may inform the public about it.¹⁰

Characteristics of the Cases of Discrimination

Until mid-September 2011, the Commissioner for the Protection of Equality received 337 complaints from physical and legal persons and groups of persons. Out of that number, 113 complaints were lodged by women, 137 by men, 20 by non-governmental organizations, and the balance accounts for the complaints of legal entities and groups of citizens. The following have been specified as the most frequent grounds of discrimination: national affiliation (17%), sexual orientation (11.2%), disability (7.29%), gender (4.8%), membership in political or trade union organizations (4.8%), as well as multiple discrimination (4.2%). The complaints were most often lodged against the public administration organs (41%), employers (19.4%), institutions (17.6%) and individuals (13.9%). As regards the spheres of social life, the complaints mostly referred to discrimination in the sphere of labour (33.4%), in the sphere of general public/hate speech (15.8%), in the practice of jurisdictional bodies (9.7%) and the state administration (8.2%), in the provision of public services (6.07%), pertaining to collective minority rights (3.9%), pension and disability insurance (3.6%) and in the sphere of education (3%).

Review of Characteristic Cases of Discrimination on the Grounds of Gender

In the previous period the Commissioner received seven complaints due to discrimination on the grounds of gender and issued two recommendations to the public administration organs with a view of preventing discrimination and promoting gender equality. We are presenting several characteristic cases of discrimination which were the subject of decision-making.

¹⁰ Article 40. 33D

*The Case of a Women's Football Club
vs. Football Association of Serbia*

In the complaint against the decision of the Complaints Commission of the Football Association of Serbia (FAS), the director of Women's Football Club "K" stated that the girls footballers who played in women's football clubs were discriminated by this decision because the right to compensation payment of the costs invested in development of the girls players was not approved to women's football clubs, whilst this compensation was approved to men's football clubs. Having administered the procedure, the Commissioner issued the opinion saying that the decision of the Complaints Commission of the FAS dated 26 August 2010 was an act of discrimination on the grounds of personal characteristic – gender, thus making an unfair difference between male and female football players. Having administered the procedure, the FAS was addressed with a recommendation to invalidate this decision, to compensate the costs to WFC "K" or ensure that the consequences of this discriminatory decision are redressed in some other appropriate manner, to take all necessary measures that in future the competent bodies of the FAS apply the general enactment of the FAS to both men's and women's football clubs, i.e. male and female players, without discrimination; it should also act in conformity with the principle of equality when making decisions, amendments, interpretations and applications of their general enactments as well as promote and develop a non-discriminatory practice in its activity. The FAS did not act according to the recommendations of the Commissioner, what the public was informed about.

Case B.I. vs. P.J

Acting according to the complaints of B.I. in consideration to sexual harassment during a conversation in the business premises, the Commissioner issued the opinion that P.J. treated B.I. in a disturbing and humiliating manner such as he would have never behaved if an employed man had come on the same occasion, thus performing a discriminatory act – harassment and humiliating acting on the grounds of the gender, prescribed by Article 12 of the Law on the Prohibition of Discrimination relative to Article 20 paragraph 1 of the Law on the Prohibition of Discrimination. The Commissioner addressed the recommendation that P.J. should apologize to B.I. for his discriminatory behaviour to her and to restrain in future from disturbing and humiliating actions by which the dignity of women is offended.

The Case of D.T. vs. P.B.

D.T. from B. addressed with a complaint in which she stated that the articles, published by P.B. in the daily newspaper "P" – "Love and Old Age" on 16 February 2010 and "Gender Equality" on 16 December 2010, in a covertly and humourly manner, slurred the entire female population, poisoned and exposed male-female relations to ridicule, and that these articles are full of misogynist hatred. Having administered the procedure, the Commissioner issued the opinion that the controversial articles expressed the ideas and attitudes which present depreciation of women and support to prejudices and social models which are based on stereotype gender roles, thus performing a discriminatory act on the grounds of gender. P.B. was addressed with the recommendation to send a written apology to D.T. and to restrain from similar statements, ideas and attitudes.

The Case of M.P vs. Legislative Committee of the Assembly of the RS

In the complaint of M.P. against the Legislative Committee of the National Assembly of the Republic of Serbia it was stated that provision of Article 13 of the unique methodological rules for drafting the regulations which reads: "*the terms in the regulation are in masculine gender unless the nature of things requires otherwise*" is discriminatory and contrary to the international standards pertaining to the non-discriminatory use of language. The complaint also stated that gender differentiated language is the language of gender equality, and that generic use of the masculine grammar gender or assumption that such use is automatically "*gender neutral*" violates that equality unless it is accompanied by the corresponding explanation. Having administered the procedure, the Commissioner established that the disputed provision is contrary to the principle of gender equality and the principle of respect for equal rights of women and men, and that it represents a discriminatory act on the grounds of personal characteristic – gender. The Legislative Committee of the National Assembly of the Republic of Serbia was addressed with a recommendation to change this provision in such a manner as to incorporate the female gender, too, and to take measures from own competence with a view to creating conditions for use of gender differentiated language, in conformity with the principle of gender equality.

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GENDER AND SECURITY BULLETIN

In June 2011, Belgrade Centre for Security Policy has initiated Bulletin Gender and Security. The Bulletin represents a unique publication in Serbia as it informs all concerned parties on the events in the area of security and gender equality and introduction of gender perspective in the security sector management in Serbia, region and the world.

Bulletin Gender and Security covers several thematic sections. In the first place, it is the position of *Women employed in the security sector* within which a variety of themes related to admission of women in security institutions, their retaining and promotion in the security sector are addressed. The focus in this as well as in all subsequent Bulletin sections are the events and experiences in Serbia, followed by the events, experiences and examples in the countries of the West Balkan region and beyond.

In the thematic section *Security Institutions and Gender Equality* the focus is shifted from the study of the position of women within the very security and defence system towards the relationship between the security institutions and users of their services – women in general, and in particular the female members of the minority ethnic communities, including the LGBT population. Within the scope of this field, the methods how the security institutions resolve and respond to security problems of women (e.g. family violence, trafficking in people, LGBT population) are analyzed.

Implementation of the UN SC Resolution 1325 in Serbia is the following important field the Bulletin addresses. This field covers all events related to enforcement of the National Action Plan for implementation of the Resolution on women, peace and security in Serbia, such as forming and activities of the institutional mechanisms for NAP implementation, then, the activities of the civil society organizations in Serbia in these terms, and alike. In addition to the events in Serbia, the Bulletin also illustrates the NAP implementation processes in other countries in the West Balkan region and beyond. The lessons which other countries learned from this process are particularly elaborated, recommendations for application of successful solutions in Serbia are made, obstacles and challenges in the process of the national action plan implementation are analyzed, as well as the role of the civil society organizations in that process.

At the end, within the section under the title *Gender and Security Sector Reform*, a preview of world topicalities and attractions related to gender equality and security are presented to the domestic audience.

Apart to the regular columns, every issue of the Bulletin has the „issue theme“. Thus, the first Bulletin edition was focused on the themes concerning the amendments of and supplements to the Law on Election of National Assembly Deputies which should enable greater representation of women in the Parliament. The second Bulletin edition was mostly dedicated to the restrictions which women face in the security sector, such as the upper limits for admission of women in the army and police, "glass ceiling", etc. Use of spoken and written language discriminating women, members of ethnic groups and LGBT population was the main topic of the third Bulletin edition.

Bulletin is published monthly in Serbian language in electronic form. It is available to all readers at the internet page www.ccmr-br.org and www.bezbednost.org. Also, all interested readers may find the Bulletin copies in the electronic catalogue of the National Library of the Republic of Serbia.

Standards for Publication of Texts in Bulletin Gender and Security

Text Length and Contents

– Desirable text length is from 350 to 500 words. The text has to be informative enough, to present concisely the problem/theme relevance and author's key arguments and to offer the solution i.e. to contain main recommendations. When writing the text, the author has to use font *Times New Roman* 12 and 1.5.

Sources

– Use Harvard literature citation style in the tradition of recommendation of Matica Srpska for Serbian standardization of this system. Detailed instruction for literature citation can be found at:

– <http://library.leeds.ac.uk/downloads/tutorials/harvard-referencing/index.html>

– Written sources have to be separated from the sources available at the Internet. Standards for Publication of Texts

– It is also obligatory to cite the electronically available sources in the list of used literature.

– Specially separate the sources which are most useful to the readers and which should be electronically available.

Authors may send the works to Bulletin editors with a note: *For Bulletin Gender and Security*. All works are reviewed and after that the editorial office makes a decision on publishing.

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GENDER AND SECURITY SECTOR REFORM TOOLKIT (DCAF TRANSLATION FOR THE WESTERN BALKANS REGION)

In the three-year period, from 2008 to 2011, the Geneva Centre for the Democratic Control of Armed Forces (DCAF), the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW), and the Office for Democratic Institutions and Human Rights (OSCE/ODIHR) published a series of tools on gender equality and security sector reform (SSR) which gathered 17 researchers and one organization.

After publishing the 13th and the last tool, the Annex was published, which included the list and description of international agreements and national legislation related to the topic. That is how the comprehensive three-year work was completed, which also got its translation for use in the Western Balkans region (Croatia, Bosnia and Herzegovina, Serbia, and Montenegro).¹

The Toolkit is an extensive material of 400 pages with all the annexes, and it provides the detailed information and relevant analyses on the topic of gender issues and Security Sector Reform.

The translation provides the information on gender issues and SSR for everyone dealing with these topics in the Western Balkans region, so it is aimed for representatives of legislative and executive branches, security sector personnel, non-governmental organizations, regional and international organizations, and science and research institutions. The idea behind the Toolkit is to assist to all the interested security sector actors during the gender equality integration within the reform process.

The Toolkit provides the answer to the question why the gender issues are important for the SSR process, and it also gives the examples of practical solutions for the integration of these issues in the process of the security sector reform. Besides that, it suggests the approaches to the SSR which are in compliance with the basic principles of gender equality. It also contains the material necessary for the preparation of gender training.

¹ Original title: *Set priručnika o rodnim pitanjima i reformi sektora bezbjednosti*. Ur. Megan Bastick i Kristin Valasek. Ženeva: DCAF, OEBS/ODIHR, UN-INSTRAW, 2008-2010.

Tools, together with Practice Notes, cover 13 themes related to general and specific gender issues and Security Sector Reform:

1. Security Sector Reform and Gender,
2. Police Reform and Gender,
3. Defence Reform and Gender,
4. Justice Reform and Gender,
5. Penal Reform and Gender,
6. Border Management and Gender,
7. Parliamentary Oversight of the Security Sector and Gender,
8. National Security Policy-Making and Gender,
9. Civil Society Oversight of the Security Sector and Gender,
10. Private Military and Security Companies and Gender,
11. SSR Assessment, Monitoring and Evaluation and Gender,
12. Gender Training for Security Sector Personnel,
13. Implementing the Women, Peace and Security Resolutions in Security Sector Reform.

The Toolkit consists of the User Guide, 13 Tools, 13 Practice Notes, and one Annex. The User Guide provides the answers on purpose, target group, structure, contents, and development of the Toolkit, as well as on the future steps in this field. The Annex (on International and Regional Laws and Instruments) contains the review of international and regional agreements, and other documents and instruments related to the gender and Security Sector Reform.

The complete material has 14 attractively designed booklets with thematic front page illustrations. Every booklet is printed in different colour, which is visually emphasising the diversity of the areas covered. The content of every booklet is made easy-to-use, the text is presented in two columns, and Practice Notes are printed separately as four-page sheets. The aesthetics of the Toolkit presents the attractiveness of the topics in the best manner.

All the Tools, together with Practice Notes and Annex, are available online through the DCAF website (www.dcaf.ch), where the hardcopy version can also be ordered on the page *Publications > The Gender and Security Sector Reform Toolkit*.

GENDER EQUALITY GLOSSARY OF TERMS (MILITARY ENCYCLOPEDIA)

Gender – Gender is related to social relations and roles of women, men, boys, and girls, which are shaped by cultural, social, economic, and political conditions, expectations, and commitments that they have in family, community, and state. It is a theoretical concept that refers to the social differences between women and men that have been learned, are changeable over time and have wide variations both within and between cultures.

Sex – The biological characteristics which distinguish human beings as female or male.

Gender Equality – The concept meaning that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally. Equality does not mean that women and men are going to become equal, but that individual rights, responsibilities, and opportunities will not depend on whether they were born as men or women. Gender equality means that all the interests, needs, and priorities are considered, both of women and men, which is recognizing the diversity of different groups of women and men. It is viewed as a human rights issue and a precondition and indicator of people-oriented sustainable development.

Gender Equity – Fairness of treatment by gender, which may be equal treatment or treatment which is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities. For fairness to be achieved, it is important that strategies and measures for compensating historical and social obstacles which prevented men and women to work in equal conditions are in place.

Gender Mainstreaming – Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not

perpetuated. The ultimate goal is to achieve gender equality. Gender mainstreaming also requires that every effort be made to broaden women's participation at all levels of decision-making. In security and peace policy, it practically represents the existence of equal opportunities for men and women in uniform, but also the bigger involvement of women in creating and managing the security policy.

Gender Analysis – The study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision making powers, etc. between women and men on their assigned gender roles. It is aimed towards the identification and dealing with the influence coming from policies, programs, activities, and incentives of men and women. Gender analysis includes the collection of gender construed and gender sensitive information about the given population. It is the first step in gender sensitive planning for promotion of gender equality.

Gender Blind – Ignoring/failing to address the gender dimension (as opposed to gender sensitive or gender neutral).

Gender Sensitive – The ability of recognizing and pointing out the existing gender differences, issues, and inequalities, and their inclusion in strategies and activities.

Affirmative Action – Measures targeted at a particular group and intended to eliminate and prevent discrimination or to offset disadvantages arising from existing attitudes, behaviours and structures (sometimes referred to as positive discrimination, positive action, positive measures, reverse discrimination). It includes measures which a state should implement so that the participation of women in political, economic, social, cultural, civic, and other fields.

Sex/Gender System – A system of economic, social and political structures which sustain and reproduce distinctive gender roles and attributes of men and women.

Gender based Violence/Sexual Violence – Any form of violence aimed at woman only because she is woman, or violence that is extensively aimed at woman. It includes the use or threat of physical or emotional force, and acts of physical, emotional or sexual injuries or sufferings, including rape, wife battering, sexual harassment, incest and paedophilia.

Domestic Violence/Family Violence – Any form of physical, sexual or psychological violence which puts the safety or welfare of a family member at risk and/or the use of physical or emotional force or threat of physical force, including sexual violence, within the family or household. Includes child abuse, incest, wife battering and sexual or other abuse of any member of the household.

Human Trafficking – Council of Europe Convention on Action against Trafficking in Human Beings and its Explanatory Report defines Human Trafficking within its Article 4: (a) "Trafficking in human beings" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs; (b) The consent of a victim of "trafficking in human beings" to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used; (c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in human beings" even if this does not involve any of the means set forth in subparagraph (a) of this article; (d) "Child" shall mean any person under eighteen years of age; (e) "Victim" shall mean any natural person who is subject to trafficking in human beings as defined in this article.

UNSC Resolution 1325 (2000) – One of the most important resolutions in the area of defence and security policy. It is legally bounding for all the UN members, without additional ratification. The Resolution has a special significance for women who live in the armed conflict territories. It points out the consequences of conflicts to women and girls, and the importance of the role of women in building of peace and security policy. The Resolution is also in accordance with previously adopted conventions related to women, peace, and security. It is pointing out the need for increase of representation of women on every level of decision-making, within national, regional, and international institutions and mechanisms for prevention, management, and resolution of conflicts. The Resolution is focused on the importance of complete and equal participation of women, and presence within all the activities for maintenance and improvement of peace and security. Within this concept, specially emphasized areas for the roles of women are: conflict prevention, conflict management, post-conflict management, security and peace building and peace keeping.

Internally Displaced Persons – Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed

conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border. There are no specific international instruments which cover the issue of internally displaced persons, but they have rights given by the existing international laws that are protecting the basic individual rights. The United Nations issued Guiding Principles on Internal Displacement in 1998, for assisting the authorities and humanitarian organizations in providing the protection and support to internally displaced persons.

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ABBREVIATIONS*

ACT	Allied Command Transformation
ANP	Annual National Programme
CA	Comprehensive Approach
CSDP	Common Security and Defence Policy
CSO	Civil Society Organizations
EAPC	Euro-Atlantic Partnership Council
ID	Intensified Dialogue
IPAP	Individual Partnership Action Plan
IPP	Individual Partnership Programme
IR	International Relations
MDGs	Millennium Development Goals
NAEO	National Agency for Equal Opportunities for Women and Men
PARP	Planning and Review Process
PRT	Provincial Reconstruction Team
SACT	Supreme Allied Commander Transformation

* The list includes only unusual abbreviations.

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