

The 1325 Scorecard - Serbia Summary (September 29, 2015)

General Assessment:

Overall, Serbia has done major steps in implementing UNSCR 1325 and integrating a gender perspective in its Armed Forces at the policy level in last few years. Serbia was the second country to adopt a [National Action Plan](#)¹ (NAP) in the Balkans after Bosnia and Herzegovina. It is currently discussing development of the 2nd NAP that should provide more in-depth focus on a smaller number of priority areas and actions.² However, there are improvements that Serbia can make, such as integrating gender perspective at the operational level, allocating earmarked funding for the implementation of the NAP, streamlining implementation and monitoring and evaluation structure and enabling meaningful civil society participation.

National importance/Political Will:

There is strong support for UNSCR 1325 at the political level although not fully institutionalized in formal strategic documents. Serbia was among the first post-conflict states that had adopted a NAP in 2010. The NAP has 7 overarching pillars which all but one are oriented towards delivering change in the country: 1) creation of institutional mechanisms; 2) increasing participation by women in the security sector; 3) strengthening the role of women and increasing their participation in decision-making in defence and security; 4) participation by women in conflict resolution, post-conflict situations and peacekeeping missions; 5) instruments of legal protection for women; 6) education and training of security sector personnel and 7) media support for NAP implementation. During the implementation, the primary focus have been on: 1) increasing the number of women in the security sector, particularly in decision-making and multi-national operations; 2) review of all regulations in the field of defence and security in order that they comply with regulations on gender equality; 3) reform of planning, organization, and human resource management in the security sector in order to remove obstacles to the acceptance and advancement of women in the security sector, and change the image of the role of women in the security sector. As the first NAP expires at the end of 2015, the talks on its evaluation and adoption of the second generation NAP have been initiated. The principle of empowerment of women from UNSCR 1325 is referenced in [National Security Strategy](#) (NSS) of 2009,³ while other important Women, Peace and Security (WPS) principles are not formally mentioned in NSS or Defense Strategy (2009) as it was developed prior to the development of NAP. Implementation of WPS agenda has been prioritized in cooperation with NATO through Partnership for Peace program and it is selected as one of key activities within [Individual Partnership Action Plan](#) (Goal 2: Enhance practical cooperation with NATO/PfP, Activity 6). Formal foreign policy is not adopted, and other key strategic documents for armed forces are not publically available.

The Ministry of Defense and Serbian Armed Forces (SAF) are mentioned as one of the principal actors in the implementation of the NAP, along with other traditional security actors: police, intelligence services, customs, and prison guard. The NAP specifies a number of tasks and

¹ Government of the Republic of Serbia. *National Action Plan for the Implementation of UN SC Resolution 1325 in the Republic of Serbia 2011-2015*. Official Gazette of RS No 102/2010.

² The current NAP has 17 goals and 108 activities.

³ National Parliament of the Republic of Serbia. *National Security Strategy of the Republic of Serbia*, 2009.

activities for MoD and Serbian Armed Forces. These tasks are further translated into annual plans for MoD which are only partially publically available through [reports of Analytical Group within MoD](#). However, the process of NAP 1325 implementation runs in parallel with implementation of other gender and security laws, strategies, plans and policies. The challenge is to synchronize all these processes at the level of MoD and SAF and more importantly to integrate gender perspective in regular activities and core planning documents and policies.

In addition, one of the major shortcomings of the Serbian NAP is the lack of an allocated budget for its implementation. Serbian NAP states that “the funds for the implementation of activities identified by the NAP to UNSCR 1325 (2010-2015) will be provided by the Ministry of Finance of the Republic of Serbia, based on the annual plans and expressed needs of the relevant ministries/directorates/agencies in the security sector.”⁴ According to *the Report of the Political Council on the implementation of the National Action Plan to [Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia in the period from 2010 – 2014](#)*, the activity within the NAP to provide funding from the budget of Serbia was not implemented. The Ministry of Defense is the only government institution that reports allocation specifically for women, peace and security programs. It is evident from the data provided in the Response of Ministry of Defense to BCSP’s questionnaire in July 2014 that the MoD has planned allocation of modest resources since 2012, but even these resources have been significantly cut during budget re-allocations every year. Implementation of the plan is instead financed mostly through foreign donations and more rarely by the regular budget and existing appropriations.

Table 1: Appropriation and allocations for WPS agenda in the MoD Budget

| Year | 2012 | 2013 | The first half of 2014 |
|---|----------------|----------------|------------------------|
| Amount of total MoD budget earmarked to WPS | 450,000.00 RSD | 450,000.00 RSD | Not Available |
| Amount of total MoD Budget spent for WPS | 54,643.00 RSD | 95,757.00 RSD | 29,395.00 RSD |

Source: *MoD’s Answer to BCSP’s Survey, 20 June 2013*

Institutional Policy and Practice:

Strategy, plan and policy

There is no publically available reference to key principles of UNSCR 1325 and women, peace and security in the key military strategic and planning documents. WPS/UNSCR 1325 is integrated into exercises, operations, and other military activities on ad hoc basis and not in a systematic manner. Since 2012, a part-time GENAD has been appointed to the Minister, but not also to the commander of Armed Forces. Ms. Jovanka Saranovic is at the same time performing the role of head of Institute for Strategic Studies within the MoD. GENAD has received training on ad hoc basis as a part of assistance provided to the ministries in charge of implementing Serbian NAP provided by UN Women, the OSCE and UNDP. There has not been appointment of Gender Focal

⁴ Government of the Republic of Serbia. *National Action Plan for the Implementation of UN SC Resolution 1325 in the Republic of Serbia 2011-2015*, Official Gazette of RS No 102/2010, p. 21.

Points (GFP) at the tactical level in line with NATO Bi-SCD 40-1 REV 1, However, a number of personnel at strategic level has been appointed to the Analytical Group for Implementation of NAP and tasked with performing gender analysis of policies at the strategic level, monitoring and evaluation of NAP's implementation in the MoD and SAF. Moreover, as a part of NAP, *person of trust* were established in all operational units as peer support mechanisms in the cases of gender-based discrimination and sexual harassment and are the only liaison in operation units on topics related to WPS agenda.

Training, education and exercises

The education and training of the personnel of the security sector on gender equality-related topics was a key segment of the Serbian NAP. Gender equality topics have been integrated in educational plans and the curricula of all military educational institutions (Military Grammar School, Military Academy, Command-Staff and General-Staff professional development), but not in the systematic manner. Gender equality has been introduced in a most systematic way as a subject within the following subjects at Military Academy that trains junior-level military personnel (OF 1): Sociology, Ethics, Human Resources Management, and Defense Law courses and the International Humanitarian Law. Education of mid- and senior-level officers at the School of National Defense includes the following gender equality topics within human resources management subjects: Training and Education of Women in the Defense System (Command and Staff Course); Women Advancement in the Defense System (General-Staff Course) Training; Women Leaders (Advanced Studies of Security and Defense). Since 2013 the Instruction for Training of the MoD and the SAF envisages covering the topic Gender and Security Sector Reform, but does not specify how much and how, so it has not led to systematic introduction of this topic at all levels of training. So far, the group that were completely left out of gender integrated gender perspective in the training are enlisted officers. Furthermore, as a part of regional project Gender Equality in the Military – Improving Recruitment and Retention in the Military in South East Europe run by UNDP/SEESAC, 15 trainers were certified to deliver gender awareness training in SAF, but this programme has not yet been rolled out throughout the service.

Pre-deployment training for the members of the Ministry of Defense and the Serbian Armed Forces who participate in UN-mandated peace support operations includes gender related topics in accordance with the UN Standardized Generic Training Module for multinational operations. The topics covered in pre-deployment training are preparedness to carry out assigned tasks, such as patrolling in mixed (male/female) teams, physical search of a person, work in observation stations and observation of critical areas and development of gender sensitive reporting. The topics related to protection of women and girls from violence in conflict and post-conflict situations are covered in lectures on international humanitarian law. Courses on planning cover topics such as gender mainstreaming into the process of planning and implementation of tasks and activities in multinational operations, and to provide a better understanding of gender needs and the problems faced by the local populations in host countries. In addition to this, gender-sensitive issues are the topic of a specialist course for gender advisers in multinational operations, delivered as part of the training at the Centre for Peacekeeping Operations of the Serbian Armed Forces (CMO) in [2012](#), [2013](#) and 2014. This specialist gender course has been included into the Annual Plan for MoD and SAF Curriculum. In addition to this special gender course, as part of the immediate preparations for a concrete mission, the CMO delivers training on “Gender issues,” which consists of two classes of 45 minutes each. As well as training on “Rules of conduct and relations in the MNO multinational environment,” consisting of a one hour lecture.

Table 2: List of pre-deployment training courses in Peacekeeping Operations Centre⁵

| 2013 | | | | | |
|---|-----------------|--|---------------------------|--------------|------------|
| Title of the course | Duration (days) | Topics from the field of gender equality | No. of units and duration | No. of women | No. of men |
| Peace Support Operations Staff Officer and Non-Commissioned Officers Orientation Course | 10 | Human rights and MNO | 1 (45min) | 3 | 29 |
| | | Civil protection in MNO | 1 (45min) | | |
| | | Gender awareness and gender issues in MNO | 1 (45min) | | |
| Gender in PSO Course * | 5 | Gender and MNO | 6 (270 min) | 11 | 17 |
| | | Implementation of gender perspective in military operations | 4 (180 min) | | |
| | | Gender issues and military missions | 15 (675min) | | |
| Multinational Staff Officers Course (MSOC 14) | 15 | Gender issues | 2 (90min) | - | 25 |
| Course for Trainers on the Law of Armed Conflict | 10 | Basic and legal obligations from the Law of Armed Conflict | 3 (135min) | - | 16 |
| UN Military Observers Course | NOT PLANNED | | | | |
| Basic Multinational Operations Course ** | 10 | Gender issues | 1 (45min) | 10 | 24 |
| | | Position of UN on specific features in peacekeeping operations | 2 (90min) | | |
| United Nations Logistics Officers Course | NOT PLANNED | | | | |

Gender in the ranks

In principle, all positions are available for women and they represented even in Special Forces units such as special purpose Military Police Battalion, the Cobras or the Special Brigade of the Serbian Armed Forces. However, the competent military medical authorities discourage filling certain positions with women due to the associated health risks and this is publicized as a part of competitions for jobs.⁶ Serbian NAP for the Implementation of UNSCR 1325 stipulates that, by 2015, adequate representation of women should be increased by introduction of a quota of minimum 30% for admission of women to all levels of education in security sector, including in the Military Secondary School and Military Academy (goal 2.2, p.33). However, in practice, there is an unwritten assumption, that 30% representation target in education programs is more relevant for the police than for military operational units. The quota for enrollment of women in

⁵ Serbian Armed Forces General Staff Joint Operations Command Peacekeeping Operations Center, Course Catalogue 2014, accessed July 8, 2014, http://www.vs.rs/content/attachments/Katalog_kurseva_2014.pdf

⁶ Balon, Bojana (ed.) (2014) *The Position of Women in the Armed Forces in the Western Balkans* (UNDP/SEESAC), p. 79. Available at: <http://www.seesac.org/res/files/publication/877.pdf>

the Military Academy of 20% has been stopped in 2013, after BCSP's complaint ⁷to the Commissionaire for the Protection of Equality⁸ who ruled out this quota was a discriminatory practice as it was used as a glass ceiling, not allowing greater number of qualified women candidates to get a position in the Academy. At the same ruling, it was decided that marital status couldn't be a criterion for excluding someone from education process, as the call for enrollment discriminated married candidates.

According to the available data, the majority of women in MoD and SAF work in civilian positions. In the MoD, women remain primarily represented in the Sector for Finances, Sector for Material Resources, the Legal Directorate of the Ministry's Secretariat, the Military Medical Academy, the Directorate for Military Health Care, and the Sector for Defense Policy's Institute for Strategic Research.⁹ A similar trend is noted in the Military Security Agency (i.e. Counter-Intelligence) and the Military Intelligence Agency, and in all units and commands of the SAF, where the highest representation of women is in administrative positions. No woman has yet performed the duty of a military-diplomatic representative abroad.

It should also be noted that the percentage of female professional soldiers and officers increased. The explanation for the increase of women officers may lie in the fact that the first generation of women cadets graduated from the Military Academy in 2011 and, accordingly, this increasing trend is expected to continue.

Table 3 – Distribution of women in MoD and SAF between different posts and positions

| Category | Percent of women serving in the MoD and SAF | | | | | | |
|---|---|--------------|---------------|---------------|---------------|---------------|---------------|
| | 2010 | 2011 | 2012 | | 2013 | | 2014 |
| | Sept | Sept | April | Sept | April | Sept | May |
| Officers | 0.1% | 0.2% | 0.16% | 0.21% | 0.30% | 0.43% | 0.48% |
| Non Commissioned Officers (NCOs) | 0.1% | 0.1% | 0.11% | 0.11% | 0.12% | 0.14% | 0.14% |
| Civilians | 17.3% | 16.0% | 16.01% | 15.87% | 16.00% | 15.99% | 15.77% |
| Soldiers | 2.0% | 2.8% | 2.87% | 2.90% | 2.86% | 2.80% | 2.81% |
| TOTAL | 19.5% | 19.1% | 19.15% | 19.09% | 19.28% | 19.36% | 19.19% |

Source: Response of Ministry of Defence to BCSP's questionnaire, July 2014.

Table 5: Representation of Women in the Armed Forces by the Branch and Rank in 2012

⁷ <http://www.bezbednost.org/BCSP/5229/BCSP-successfully-abolished-discriminatory.shtml>

⁸ Commissionaire for the Protection of Equality's Opinion with a Recommendation (No 07-00-114/2013-02, 26 June 2013.). Available at: <http://www.ravnopravnost.gov.rs/sr/višestruka-diskriminacija/pritužba-b-c-z-b-p-protiv-min-odbrane-uo-i-va-zbog-diskriminacije-po-osnovu-pola-i-bračnog-i-porodičnog-s> [only in Serbian]

⁹ MoD's Answer to BCSP's Survey, June 2013.

| [2] | Total of military personnel | Total % of Female military personnel | Total of OF-6 and higher | % of Female OF-6 and higher | Total of OF-3 to OF-5 | % of Female OF-3 to OF-5 | Total of OF-1 to OF-2 | % of Female OF-1 to OF-2 | Total of OR-5 to OR-9 | % of Female OR-5 to OR-9 | Total of OR-1 to OR-4 | % of Female OR-1 to OR-4 |
|----------------------|-----------------------------|--------------------------------------|--------------------------|-----------------------------|-----------------------|--------------------------|-----------------------|--------------------------|-----------------------|--------------------------|-----------------------|--------------------------|
| Army | - | 4.93 | - | 0.00 | - | 0.00 | - | 2.23 | - | 0.16 | - | 6.45 |
| Air Force | - | 3.90 | - | 0.00 | - | 0.00 | - | 1.40 | - | 0.95 | - | 9.19 |
| Navy | - | 0.00 | - | 0.00 | - | 0.00 | - | 0.00 | - | 0.00 | - | 0.00 |
| Other ⁽¹⁾ | - | 27.39 | - | 0.00 | - | 0.73 | - | 7.05 | - | 1.45 | - | 13.93 |
| TOTAL | - | 8.70 | - | 0.00 | - | 0.42 | - | 4.33 | - | 0.89 | - | 9.04 |

Source: Balon, Bojana (ed.) (2014) *The Position of Women in the Armed Forces in the Western Balkans* (UNDP/SEESAC), p. 100.

According to the available data, the greatest percentage of women hold the rank of Second Lieutenant followed by the rank of Lieutenant, and only an exceptionally small percentage of women hold the rank of Major. The percentage of women who hold the rank of Second Lieutenant is likely to increase each year due to fact that new generations of female cadets will finish Military Academy. The highest rank held by women in the Serbian Armed Forces remains that of Colonel. In Serbia, from 2008 to 2012, not one woman in uniform attended Career Development Courses (Command and Staff training - CST, General Staff Training - GST and Advanced Security and Defense Studies - ASDS). During the 2013/2014 academic year only one woman officer was sent to CST, which shows that identification of perspective military leaders among women have not been a priority so far.

Table 4: Women's representation across ranks in MoD and SAF

| Rank | Percentage of women out of the total number | |
|--------------------|---|--------|
| | 2013 | 2014 |
| Second Lieutenant | 15.70 % | 20.22% |
| Lieutenant | 3.38 % | 6.53% |
| Captain | 0.33 % | 0.45% |
| Major General | 0.07 % | 0.07 % |
| Lieutenant Colonel | 0.33 % | 0.32 % |
| Colonel | 0.22 % | 0.22 % |
| General | 0% | 0% |

Source: *The Ministry of Defence, Report on the implementation of NAP 1325 in the MoD and SAF*¹⁰

According to the survey carried within the Ministry of Defense, 5,448 men and 403 women have expressed interest in participation in the multinational operations that Serbia is taking part in under UN or EU umbrella. These numbers represent the pool of civilian and military staff, out of which a certain number is selected and trained for the missions. Since March 2012, women have been involved in military operations as professional soldiers on military duty. Prior to that time,

¹⁰ The Ministry of Defence, Report on the Implementation of NAP 1325 in the MoD and SAF, June 2014, accessed December 16, 2014, http://www.mod.gov.rs/sadrzaj.php?id_sadrzaja=4352.

they served mostly as medical staff. Each year the number of women who are deployed in peacekeeping operations as professional soldiers increases. Nonetheless, majority of women deployed at the missions still work as doctors and medical technicians providing first aid and assistance in hospitals, or during evacuation by air. The number of professional female soldiers performing military duties, such as patrolling, guard, working on check-point(s) and securing, though increasing, is still significantly lower than that of men,

Work Environment

In regards to sexual harassment, exploitation, and abuse, employees in the Serbian Armed Forces can use formal mechanisms through the chain of command for submitting complaints in the cases of sexual harassment. Moreover, the NAP has introduced a unique informal anti-discrimination and protection mechanisms within key security institutions, including SAF of 'persons of trust' that gives a possibility to the complainant to first address their grievance with the selected individual that has been chosen by their peers at the level of unit as persons that can provide first hand assistance in the cases of gender-based discrimination and sexual harassment¹¹. If after having spoken with the aforementioned persons the employee decides to do so, a request for proceedings for protection against harassment is submitted directly to the person's duty station commanding officer, in the unit or institution at the rank of battalion commander, or someone of equal or higher rank; a manager or head of the organizational unit of the Ministry of Defense and the SAF General Staff at the level of head of directorate, or someone of equal or higher level (hereinafter referred to as superior). An employee, who believes that he or she has been a victim of abuse or sexual harassment by a superior officer, may apply directly to the court to file a suit for protection against such behavior, without initiating the procedure for the protection with the employer. The Serbian MoD decided to establish in the Directorate of Tradition, Standards and Veterans in the Sector for Human Resources of the MoD a database with gender disaggregated records and statistics of human rights violations within the military. In total, 210 persons of trust and 420 deputy persons of trust have been selected among their peers in all units in MoD and SAF by the end of 2013. This was done in line with the Instruction for Selection and Work of Persons of Trust adopted by minister of defence on 21 November 2013. The Serbian MoD has developed a manual for 'persons of trust' on how to handle cases of harassment, but this possibility has not yet been advertised widely within the ranks, so victims have not been actively encouraged to report cases of sexual harassment.

As for other policies that should allow for gender sensitive work environment that allows both women and men to develop in military career, main strength of Serbian labor and defence legislation is parental leave that is accessible to both mothers and fathers. Another positive cultural change has been the introduction of gender sensitive language in the official address within the SAF introduced in the 2012 changes in the Rules of Service. Except for the right of parental leave, there have not been other policies developed to help achieve work-family balance, such as possibility for flexible working hours, childcare etc. Civilians may, exceptionally, be granted the right to redistribute their working hours under the provisions of the Labor Law. Part-time work can be approved for those who provide an exception based on the findings of health

¹¹ See more in Maja Bjeloš and Tamara Skrozza, *Independent Report on Implementation of NAP for UNSC Resolution 1325 in Serbia*, (Belgrade: Belgrade Center for Security Policy, 2013), pp.36-40. Available at: http://www.bezbednost.org/upload/document/independent_report_on_implementation_of_nap_for_un.pdf.

committee. There are no specific measures that allow couples that are employed in the armed forces and have small children to better harmonize their professional and family obligations.

There has not been major attempt to adjust operational uniforms and equipment to fit both women and men. Men's and women's formal uniforms differ. Women's uniforms include a skirt and high heel shoes. Field uniforms are the same for men and women, while the belts and helmets are made in a number of sizes. The acquisition of footwear, agreed upon in 2012, is now offered in sizes 36 to 40, to fit the so called 'women's mold.' There has not been development of gender sensitive equipment.

Monitoring, Evaluation and Reporting:

Official monitoring features a complex scheme of institutional mechanisms and bodies charged with monitoring the NAP implementation and reporting on its key achievements (NAP, 2010: 18-19). Crucial bodies for monitoring and reporting at the level of key implementation agencies are Analytical groups (or Research Teams) whose task is to, based on established indicators, collect data pertaining to the implementation of NAP, and based on these insights provide support to the work for GENAD and prepare reports for interagency coordination bodies. In reality, besides serving as individual institutional reporting mechanisms, Analytical Groups have carried out in-depth institutional baseline studies and proposed solutions for closing gaps in internal policies (e.g. standardizing the collection of sex-disaggregated statistics, ensuring that women can be selected as defence attaches etc.). They have also proved to be an effective mechanism for keeping the NAP on the institutional agenda even in times of lacking political leadership e.g. during campaigning for and following the elections of 2012.¹²

The Ministry of Defense and Serbian Armed Forces are required to report twice a year on their implementation efforts of the NAP to the Multi-Agency Coordination Body (MSCB) and Parliamentary Commission for Monitoring of the Implementation of the NAP and once a year to the Political Council (NAP, 2010: 19).¹³ The Multi-Sectorial Coordination Body coordinates efforts of all government agencies, ministries and other state institution aimed to implement NAP 1325. The Political Council – is comprised of the secretaries of states and provides political guidelines and recommendations related to the implementation of the NAP. The Parliamentary Commission for Monitoring of the Implementation of the NAP in the Republic of Serbia is tasked with oversight of implementation. However, because of turn-over of both political appointees and professional staff within line ministries, the continuity of work of inter-agency coordination mechanisms for implementation, monitoring and evaluation have been interrupted twice since the start of implementation of NAP due to institutional impasse around elections. The existing reporting and monitoring process, as envisaged by NAP, is very complex and should be simplified before adoption of the second cycle NAP.

¹² More on good practice of Analytical Groups see in Odanovic, Gorana and Sonja Stojanovic (Eds.) (2013), *Women, Peace and Security in the Western Balkans* (Belgrade: Belgrade Centre for Security Policy). Available at: http://www.bezbednost.org/upload/document/assessment_report_web.pdf

¹³ See visual representation of coordination mechanisms in: Odanović, Gorana and Bjeloš, Maja. Independent Report on Implementation of NAP 1325 in Serbia. Belgrade: Belgrade Centre for Security Policy, 2012. Available at: http://www.bezbednost.org/upload/document/independent_report_on_nap_1325_implementation.pdf

Since 2012, the Ministry of Defense has reported in accordance with a set of national indicators developed by the MoD Analytic Group. At the same time, MoD have systematized way of collecting gender-disaggregated statistics related to the women in the ranks. All other individual implementing agencies developed individually approach to monitoring and the grading is made internally limiting the transparency. The most significant challenge of monitoring and evaluation of Serbian NAP relates to the non-existence of a set of standard indicators for all public authorities and bodies tasked to implement same activities, so there results are incomparable.

Apart from public authorities and bodies, two CSOs, *Women in Black (WiB)* and the Belgrade Centre for Security Policy (BCSP), have regularly been following the implementation of NAP in Serbia and produced independent monitoring reports nationally and contributed to global shadow reports on implementation of UNSCR 1325. Despite the increased effort to establish a dialogue between CSOs and the government in regards to implementation of NAP, cooperation between the security sector and civil society in Serbia still lacks clearly defined rules and criteria for information-sharing, consultations, and discussion that would allow for an effective dialogue between these groups. A sustainable mechanism for a more significant involvement of CSOs, especially women groups in the implementation of the NAP remains absent at both the central and local levels, and, consequently, the process of NAP implementation is not inclusive of all the interested representatives of the civil society who wish to participate in it.