December 2011.

Belgrade Centre for Security Policy

2 Policy Brief

Gorana Odanović

GENDER ADVISORS IN THE SERBIAN SECURITY SECTOR

Whom should they advise?

What should the advisor's job be?

Pros and cons of appointing civil servants and political advisors

With whom do they cooperat?

'Ideal' profile of a gender advisor

Summary

Mechanisms for introducing a gender equality policy into security sector governance, aimed at bringing about gender-sensitive treatment of women beneficiaries of the security system, are still lacking in Serbia. One way to ensure that gender equality issues are continuously addressed is to create a specific position for an individual whose job would be to advise top management about measures for improving gender equality. The National Action Plan (NAP) for the implementation of UN Security Council Resolution 1325 in Serbia envisages the introduction of a **gender advisor to the minister/director** at the Ministry of Defence, the Ministry of Interior, the Customs Administration, the Security-Information Agency, and the Administration for Enforcement of Penal Sanctions. The advisor's task would be to advise managers during the process of developing and implementing policies, with the goal of facilitating respect for the rights of women and men, both those employed in the security sector and those who use the services provided by security sector institutions. The same document envisages the inclusion of gender advisors in the composition of Serbian contingents in multinational operations.

The intention of this text is to provide a position description, a method for selecting the gender advisor, and the ideal profile of a gender advisor. Conclusions and recommendations are made, based on the experience of other countries and on guidelines provided by participants in a specific **round table on gender advisors,** organised by the BCSP with the support of DCAF, and in workshops on gender advisors, organised by the BFPE in cooperation with BCSP with the financial support of the OSCE Mission in Serbia, within the framework of the training programme "Introduction of a Gender Perspective into Security Sector Reform".

RECOMMENDATIONS

Recommendations partly rest on the recommendations for introducing gender advisors presented in the NAP for implementation of UNSCR 1325. For successful implementation of the NAP, it is necessary that the institutions create an environment conducive for gender advisors to start work before the end of 2011 at the latest.

1. Security sector institutions (the Ministry of Defence, the MoI, the SIA, the Customs Administration and the Administration for Enforcement of Penal Sanctions) should adopt amendments to their respective job classifications and position description rules with the aim of creating room for introduction of the gender advisor mechanism.

2. Gender advisors should perform only those tasks which arise from their relevant position description, rather than tasks which are a part of their other, regular duties.

3. Gender advisors in the various institutions of the Serbian security sector should establish mutual cooperation so as to ensure a regular exchange of experience and best practice in the implementation of gender policy.

4. The mechanism of gender advisor, or 'focal point' for gender equality, should be introduced into the Military Academy, the Police Academy, the Basic Police Training Centre in Sremska Kamenica, the Military High School (after it begins enrolling girls) and in the Military of Serbia training centre. Bearing in mind that these institutions have relatively recently started to enrol and train girls, further efforts should be made to sustain the current trend of increase in the number of girl candidates enrolling and training in these schools and institutions. It is therefore necessary to identify the challenges and specificities associated with the process of girls adjusting to the prevailing conditions of living, studying, and training as military students in these institutions, and suggest on this basis the introduction of measures which contribute to the creation of a more favourable environment for the full integration of women into this milieu.

5. Moreover, it should be ensured that the gender advisor mechanism is in place for the Director of Police and the Head of General Staff. This is necessary as many critical decisions and measures are adopted and elaborated at the level of the General Staff and the Police Directorate, and it should be ensured that gender equality is taken into account in this decision making process.

The end of the 20th century brought global changes in the perception of the role of women in conflict resolution, peace building and security provision. The adoption of UNSCR 1325 in 2000, followed by the adoption of Resolutions 1820, 1888 and 1889, contributed to the stepping up of the pace of awareness raising about the need for greater participation of women in conflict resolution, peace building and peacekeeping missions. Moreover, awareness was raised about the necessity of suppressing sexual and gender-based violence, and the need to create an environment conducive to the equal representation of women and their promotion in the security sector, as well as in the sector's decision-making processes. This is in line with the concept of Security Sector Reform (SSR), aimed at reforming the sector so it is capable of "efficient and effective provision of state and human security within a framework of democratic governance"[1]. By emphasising the importance of human security as a security policy goal, the SSR suggests that the security needs of women, men, boys and girls differ, as do the threats to their respective security.

Rare surveys on the status of women in Serbia's security sector (the military and police) show that they face many challenges and suffer discrimination based on gender stereotypes (see the list of surveys at the end of this paper). The situation is similar when the attitude of security sector institutions (primarily the police and judiciary) towards the beneficiaries of their services is considered. Effective mechanisms for solving the differing security concerns of women, men, boys and girls are not yet adequately developed. Moreover, there are no clearly defined procedures or protocols for the treatment of victims of gender-based violence (sexual violence, domestic violence, human trafficking) by the police and judiciary.

The legislative framework for the promotion of gender equality and the subjection of the Serbian security sector to democratic and civil control has been completed in the last three years. The laws and strategies adopted guarantee gender equality, prohibit all forms of discrimination and unambiguously define the competences of various actors in the security sector. At the same time, they allow room for gender mainstreaming at all levels of

security sector management. The National Action Plan (NAP) for applying UN SC Resolution 1325 in Serbia will further support these efforts, as implementation of the resolution should ensure equal treatment of women in terms of their representation, promotion and decision making, as well as for an increase in the representation of women in peacekeeping operations and peace building processes. Serbia's adoption of the NAP places her among only around thirty UN member states which have adopted such a document[2].

Legislative and strategic framework for the promotion of gender equality in Serbia

- The Constitution of the Republic of Serbia (2006);
- The Law on Gender Equality (Official Gazette of RS, no 104/09);
- The Anti-Discrimination Law (Official Gazette of RS, no 22/09);
- The National Strategy for the Advancement of Women and the Promotion of Gender Equality (2009)
- The National Action Plan for the Implementation of UN Security Council Resolution 1325 (2011)

How was the gender advisor mechanism created?

Gender advisors were first introduced in 1999, as part of the UN peacekeeping missions in East Timor and in Kosovo. After the adoption UNSC Resolution 1325 in October 2000, the UN began to introduce gender advisors into an ever growing number of missions. After the necessity of improving coordination of the activities of gender advisors in UN peace keeping missions became obvious, the first gender advisor in the UN Department for Peace Keeping Operations (DPKO) was appointed in 2004. Her tasks included: advising in the development of policies and strategies for the inclusion of a gender perspective in the work of missions; the provision of practical advice and guidelines for advisors in missions; implementation of analyses and research on gender issues in peacekeeping missions, collection of data, etc.

Learning from positive experiences[3] from UN peacekeeping missions in which gender advisors were involved, Sweden, Norway, and Canada were among the first countries to introduce the position in their armies, while some countries also introduced them in their police forces. The introduction of gender advisors had a two-fold goal. The first part is to ensure that military and police staff seconded to multinational operations gain knowledge about the principles of gender equality and the consequences of discrimination and gender-based violence. This should help them to be more effective in the implementation of their tasks (e.g. intelligence collection) and prevent violence against women. The second part is to involve advisors in the process of devising policies and measures aimed at increasing the number of women in the military and police, and particularly among volunteers applying to take part in multinational operations. At present, women account for only 2% of military staff and 9% of police staff in all UN peacekeeping operations[4]. The current target is for the level of women's representation in UN police missions to reach 20% by 2014[5], and the target for representation of women in military missions is 10%, to be attained by 2016[6]. It will, therefore, still take some time to accomplish a better balance between the representation of women and men in UN police and military missions, given that this depends directly on the rate of growth of the number of women employed in the police and military of UN Member States.

The Swedish experience of introducing a gender advisor

In Sweden, the need for involving gender advisors was first recognised in the process of recruiting candidates for the Swedish Rescue Service Agency. The gender advisors' task was to review the existing recruitment system, making an assessment of the content of promotional recruitment campaigns and the manner in which the campaign was promoted, and to look for new ways to recruit more women, in particular to meet the needs of international operations. By introducing simple changes to the way in which recruitment campaigns were conducted, such as advertising in women's magazines, the number of women applicants increased. Another important area of involvement for gender advisors was in gender equality training for middle and higher-level professionals. Working with these professionals was necessary due to their influence on the organisational culture and behaviour of the institution.

Gender advisors in peacekeeping missions

Gender advisors in peacekeeping missions are involved at the level of the mission commander (the person within the mission's general staff competent for managing the entire mission, i.e. implementation of its civil and military/police components) and as advisors to the commander of forces (i.e. the 'chief of operations', in charge of commanding the military and police forces and certain logistics tasks). The gender advisor's task is primarily to facilitate effective implementation of the mission's tasks in accordance with the principles of gender equality, by advising, implementing training and through direct involvement in the field (e.g. making a list of questions, including some of a gender sensitive nature, to be posed to the local population by mission staff in the field). Their task, therefore, is not to influence policy, but rather to play a role in ensuring that the mission commander and forces commander take into account the differing security needs of men and women when making decisions on taking concrete action. To be successful in doing this, they rely on a network of *gender focal points*, a network of members of field units who monitor and report from the field about gender equality issues of critical importance for the success of the mission. Gender focal points, therefore, primarily collect information directly from the field, write reports and submit them to their mission's gender advisor. In contrast to gender advisors, gender focal points address gender equality issues *alongside* their regular duties.

Source: UN Peacekeeping

How does the introduction of a gender perspective into a mission's work increase operational effectiveness?

Introducing a gender perspective into the work of a mission contributes, inter alia, to more effective collection of intelligence data, as illustrated by the experience of Dutch troops in Afghanistan[7]. Preparations for an Afghan couple's wedding were underway and a huge number of guests from other parts of the country were expected. The guests were to pass very close to a route used by NATO troops to receive supplies. The intelligence data available to NATO troops, collected from the male population, did not indicate that a wedding was about to take place, as the men did not consider this to be information of any importance. One mixed NATO team, however, in a spontaneous conversation with women at a bazaar, was told that a huge wedding was about to take place, with a large number of guests expected. The team informed the command about this immediately, thus preventing the killing of a large number of civilians. If the NATO troop had not known that the people advancing towards them were civilians, they could easily have thought that the Taliban were advancing and opened fire on them.

Gender advisors' experience in peacekeeping missions shows that the main precondition for success in their work is the support of the mission's senior and command staff. Gender advisors' tasks include:

- Conducting a gender analysis;
- Taking an active part in the operation planning process;
- Identifying the main messages and providing advice with regard to further development of documents and operative plans for integrating a gender perspective into the work of the mission;
- Collecting data and developing reports and assessments;
- Developing recommendations and guidelines on how to effectively respond to the differing security concerns of women and men (in the local population), how to provide support to local authorities in the development of mechanisms to suppress sexual and gender-based violence, etc;
- Training mission staff;
- Cooperating with local women and other organisations, e.g. international organisations, etc.

A gender perspective in practice: building a bridge in Sri Lanka[8]

The multitude of ways in which gender issues reflect on different spheres of life can be illustrated by example of the construction of a bridge in Sri Lanka. In the course of preparing the Swedish team of engineers and police officers to be seconded to the mission in Sri Lanka, gender equality was among the topics covered in training. The team leader, however, did not consider gender equality issues relevant to their task, saying, "Our task is to build a bridge, not to deal with gender equality." The trainer asked, "Who will use the bridge?" "The local population," replied the team leader. "You mean men, women, and children?" the trainer asked. "Well, yes," the team leader confirmed. "Ok, and how do they travel?" "Mostly by car," answered the team leader. "Even the women?" asked the trainer. "No, they mostly walk." "You should consider building a pedestrian pavement on the bridge then," the trainer said, adding, "Gentlemen, we have just used a gender perspective in building a bridge.".

At this moment eight UN peacekeeping missions (of a total of sixteen) include gender advisors[9]. Advisors are also involved in military and police contingents within NATO (in the missions in Afghanistan and Kosovo) and in EU missions (in Somalia, Congo, Palestine, BiH and Kosovo - UNSCR 1244[10]). NATO's target milestone is for every mission to have a gender advisor, and for every member country to appoint a gender advisor in their mission contingents, or at least gender focal points, who would cooperate with the mission's main gender advisor [11].

Gender advisors in EU missions [12]

The first woman gender advisor in an EU mission was appointed in 2006, as part of the mission in **DR Kongo (EUSEC)**. Even though the advisor's role was unambiguously envisaged in the mission's mandate (suppressing sexual and gender-based violence), the advisor spends a great deal of time attempting to raise the funds she needs to fulfil this role, as the budget allocated for her tasks is insufficient.

The position of gender advisor in the EU mission in **Somalia (EUTM Somalia)** was not envisaged in the mandate, but the position was nevertheless established. The mission's task was to train the Somali security forces in Uganda, and the gender advisor's role was to train and inform the trainers and the staff of the security forces with regard to human rights and gender equality. This mission was completed in July 2011.

The **EUCOPPS** mission in **Palestine** also has a gender advisor, although her role was until recently filled by the advisor for culture, human rights, and gender equality. The inclusion of a gender perspective in the work of this mission has contributed to strengthening the local population's support for the mission's work. This was accomplished in part by involving local teams and actors (such as the Ministry for Women, UNWOMEN, and similar) in the mission's activities.

Gender advisors are in place in the police and military mission in **BiH** (**EUPM** and **EUFOR**). Within the framework of EUPM, in addition to a gender advisor, there is also a system of gender focal points in different organisational/territorial units, who tackle these tasks alongside their regular duties. Gender focal points are gathered together in the coordination body for gender equality which considers different proposals, measures, and activities.

In the **EULEX** mission in **Kosovo**, gender advisors are in place in the Office for Human Rights and the Office for Gender Equality.

In the coming months, Serbia will increase its participation in peacekeeping missions (primarily EU missions[13]), and a timely start is therefore necessary to gender equality training for those who will (in Serbian military and police contingents) fulfil the role of gender advisors, as well as other members of the mission. The importance of introducing a gender perspective into peacekeeping missions run under the auspices of the EU has been recognised in a number of EU Council documents which state that "gender equality is the main principle of the Common Foreign and Security Policy, and the ultimate goal of introducing the equality policy in this field is to increase the EU's capacity for crisis management"[14]. One should bear in mind that the training programme[15] should include as many practical examples and practices "from the field" as possible, in order to demonstrate to trainees how the introduction of a gender perspective into the performance of the mission's everyday duties can contribute to better operational effectiveness. The programme should also inform the trainees about the challenges they may face when carrying out their tasks in the field.

Gender advisors in the Serbian security sector

Note: *At the time of publication of this text (November 2011), gender advisors had not yet been appointed; accordingly, it remains to be seen how the functioning of this mechanism will be regulated and how it will work in practice*.

Whom should they advise?

The introduction of a gender equality mechanism into Serbian security sector institutions is envisaged in the NAP for implementation of UN Security Council Resolution 1325. The task of this mechanism is to introduce a gender perspective into all policies and programmes of the Ministry of Defence, the Ministry of Interior, the Customs Administration, the Security-Information Agency and the Administration for Enforcement of Penal Sanctions. The advisors will be appointed as advisors to the ministers and directors of the above-mentioned bodies and institutions. The NAP also envisages that gender advisors be introduced to all civil and military missions, taking into consideration that UNSCR 1325 calls upon Member States to include a gender perspective in their training for participation in peacekeeping operations.

Moreover, a gender advisor mechanism should also be envisaged for the Director of the Police, and for the Chief of General Staff. The reason for this is the fact that many critical decisions and measures are adopted and elaborated at the level of the General Staff (e.g. development of the Army of Serbia Doctrine; appointment, promotion, and removal from office of officers, non-commissioned officers, and professional soldiers; development of plans for training and further education of professional military staff, etc.) and the Police Directorate (e.g. appointment and removal of the heads of territorial police directorates; steering and controlling the work of territorial police directorates, etc.) and that it is thus necessary to ensure that a gender perspective is taken into account in the development of these policies.

Gender advisors and/or gender focal points should be established in the Military Academy, the Police Academy, the Basic Police Training Centre in Sremska Kamenica, the Military High School (after it begins enrolling girls), and in Army of Serbia training centres. The introduction of gender advisors or focal points is not envisaged in the NAP. Taking into consideration that these institutions have relatively recently open their doors for girls, and that educational institutions (the Military Academy and the Police Academy) are independent of the Ministry, it is clear that further efforts are needed to sustain the current increasing trend in the number of women candidates studying and training at these institutions. It is therefore necessary to identify the challenges and specificities accompanying the process of women students adjusting to the conditions of living, studying and training in these institutions, and, based on that, propose measures which contribute to the creation of a more favourable environment for their full integration into this milieu. Possible tasks of a gender advisor or focal point in these institutions could include: designing campaigns to attract the greatest possible number of high-quality women candidates (e.g. by making campaigns address women and girls more directly, promoting examples of successful women in the security sector as part of the campaign, etc.); developing gender equality modules that would then be integrated into existing curricula; providing mentorship and counselling for women candidates; and training employees of these institutions in the principles of gender equality and non-discrimination.

What should the gender advisor's job be?

The NAP envisages the tasks of the gender advisor to the minister/director as follows:

- Follow the implementation of the gender equality policy and the NAP, and provide recommendations for their improvement;
- Propose measures for improvements to gender equality policy, in cooperation with civil society representatives;
- Support analytical groups and research teams[16];
- Assist those working as 'peer support' in resolving matters of interest for the accomplishment of gender equality in the security system;
- Propose the setting up of sections for women within the MoI, the Customs Administration, and the Ministry of Defence;
- Propose a format for consulting women employed in the security sector, as well as persons and groups discriminated against in multiple ways, particularly when a measure, regulation, or policy has a direct effect on their status or rights;
- Participate in international and local conferences devoted to gender issues.

The scope of the work of advisors to ministers is laid down in the *Law on Public Administration* (Art. 27), which defines an advisor's responsibilities and competences as: "to prepare proposals, draft opinions, and perform other tasks for the minister, as instructed by the minister". In contrast to gender advisors in peacekeeping missions, advisors to the minister/director do not make decisions, do not take an active part in the implementation of specific policies and measures and do not function as mechanisms for protection against discrimination. Nevertheless, these advisors are able, **with regard to all policies falling within the competences of the decision-maker whom they are advising, to provide proposals and opinions from the perspective of gender equality.** Advisors will therefore have the opportunity to influence the development and implementation of practical policies. They will thus contribute to ensuring that legislative, strategic and other acts positively influence (or, at least, avoid influencing negatively) the status of women and men employed with, or using the services of, security sector institutions, and those same individuals' ability to exercise their rights. Thus, for instance, when a training programme is being developed, advisors can take care that a gender perspective is included (e.g. that a number of classes on gender equality and non-discrimination issues are included, etc.).

Source: Ministry of Defence of the Republic of Serbia

Pros and cons of appointing civil servants and political advisors

The introduction of a gender equality policy into the security sector requires a *top-down approach*, i.e. it requires support from decision-makers in security sector institutions. Given that the NAP envisages that gender advisors be appointed to the minister's or director's team, the necessary support is probably guaranteed. Besides, it is envisaged that the person appointed to the position should be an individual already employed with the relevant security sector institution (a civil servant) and that this should be on a fixed-term contract. This would allow for consistency and continuity in the gender advisor's work, the gender advisor would be better accepted by other employees, and it would be easier for the advisor to ensure the support of their co-workers. However, an advisor appointed in this way would be less autonomous in their work, primarily because it is much more difficult for someone who is not very close to the minister/director to implement individual initiatives and activities, which risks reducing the advisor's role to a mere formality. The advisor may face opposition in their work from individual "elements of the system", i.e. people employed with the institution concerned, meaning that, if they lack support from the minister/director, their individual proposals and activities could be blocked.

The Law on Public Administration allows for the possibility of the minister appointing someone who is not "from within the system" as advisor, i.e. someone not employed with the institution concerned. This solution has several advantages, as well as weaknesses, in comparison with the situation when a civil servant already employed with the relevant institution is appointed as advisor. If the person is a political appointee, they will be 'closer' to the minister and will therefore find it easier to work, will have more authority, and their recommendations and opinions will be more easily implemented. Possible problems arising from such a solution include more frequent changes in the position of advisor due to elections and ministerial reshuffles. Besides this, an advisor who is a political appointee is less familiar with how the institution concerned functions. Further, there is a danger that such individuals will be perceived as coming from 'outside' and not having enough knowledge and competence to work 'in the system'. This is of particular importance if we take into account the specificities of human resources management in the military and police. In other countries, advisors mostly come from the ranks of those already employed by the relevant institutions.

Regardless of the manner in which gender advisors are appointed, it is necessary that their duties and tasks are unambiguously regulated and specified in detail in bylaws. The question of whether someone appointed as gender advisor deals exclusively with gender equality related tasks or tackles those tasks alongside their other regular duties may be answered in the same manner. The main argument for gender advisors not dealing exclusively with tasks related to gender equality policy is the danger that in such cases the advisor could be

'excommunicated' from the system, i.e. marginalised and perceived as someone addressing a topic of 'lesser importance'. One should bear in mind, however, that gender equality policy does not exist for its own ends, independent of other policies. Quite the contrary, the goal of introducing this policy is to *integrate a gender perspective into all existing (and future) policies and activities, at all levels of planning, development, and implementation*. This means that gender advisors will, as part of their regular activities, cover a large number of different areas (recruitment, training, education, retaining women in their careers and their promotion, protection of employees, etc.) requiring complete, full time dedication to those topics. Moreover, the experience of gender advisors in peacekeeping missions shows that it is necessary for gender advisors to deal exclusively with the tasks which arise from the position of gender advisor. It is therefore our recommendation that gender advisors in security sector institutions perform, on an exclusive basis, tasks which arise from the description of that position.

With whom do advisors cooperate?

It should be added that, to successfully perform the tasks with which they are entrusted, gender advisors need support not only from management, but also from all employees in the institution, as well as from trade unions, including their women's sections. One way to accomplish this is to design, in cooperation with analytical and research teams, a system of regular communication with all elements (institutions) of the system. This could be through monthly information sheets or bulletins, by uploading news onto the website, or by composing a mailing list to which to send information and promotional material etc.

A precondition for the gender advisor's work to be successful is establishing good cooperation with the other two gender equality mechanisms envisaged in the NAP: analytical and research teams and trusted persons. Both of these can provide different statistical data, analyses and reports to gender advisors and thus call attention to some 'critical' issues. On the other hand, gender advisors may inform these mechanisms about activities they have launched based on information received and any intended amendments to practical policies, laws and other documents. Moreover, it is necessary for the advisors to establish cooperation with the institution's different organisational units (e.g. the HRM department and the department for education and training) in order to be able to see the bigger picture and follow the different activities and processes taking place within the institution. In addition, gender advisors may rely on trade unions' women's sections which can provide gender advisors with proposals for measures or amendments to the practical policies aimed at improving the status of women.

Institutional mechanisms for accomplishing gender equality in neighbouring countries

Slovenia and Croatia, among neighbouring countries, have put in place institutional mechanisms for accomplishing gender equality; security sector specific mechanisms are missing, however.

The *Coordinator for equal opportunities* is a mechanism for achieving equality between women and men, in place in all Slovenian ministries. The role of these coordinators is to inform, advise, report, raise awareness of gender equality among employees, and to call attention to all aspects of gender-based discrimination in the ministries' internal acts. Coordinators cooperate directly with the government's Office for Equal Opportunities and are appointed by the ministries. The Slovenian strategy for enhancing gender equality in defence institutions consists of a number of affirmative measures, such as motivating women to choose a military career, highlighting positive aspects of mixed teams in the military and peacekeeping operations and including women in all operations and at all decision-making levels.

In Croatia, *Coordinators for gender equality in public administration bodies* are in place. Their task is to coordinate implementation of the provisions of the Law and National Strategy for Gender Equality Promotion. Coordinators prepare reports on the implementation of these documents which are then submitted biannually to the Office for Gender Equality by the public administration bodies. In the Croatian MoI, the role of coordinator is filled by the head of the Directorate for Administrative and Inspection Tasks, and, in the Ministry of Defence, by the state secretary of this ministry.

In BiH, the NAP for the implementation of Resolution 1325 envisages the appointment of *a person in charge of gender issues in military and police institutions* before the end of 2011.

By introducing the gender advisor mechanism, together with the other mechanisms envisaged by the NAP, Serbia will become a leader among the region's countries in the introduction of gender equality policy in the security sector.

Additionally, gender advisors in different institutions (including gender advisors in civil and military missions[17]) should establish mutual cooperation to ensure a regular exchange of experience and best practice in the implementation of gender equality policy in the institutions. It is equally important to establish cooperation with the media, for the purposes of both education and ensuring the support of the general population for the implementation of the NAP. Considering that a considerable number of civil society organisation (CSOs) are involved in

protecting victims of gender-based violence, improving the status of women and protecting their rights, gender advisors could, with regard to these issues, be the focal points for cooperation with CSOs.

'Ideal' profile of a gender advisor

- The job of introducing a gender perspective to the security sector *should and can be a job for both men and women*. The same applies to the job of gender equality advisor.
- A person hired to this position should have a university degree in the humanities and some insight into the area of gender equality policy. Considering that this kind of knowledge is underdeveloped in the security sector, we suggest that the training of those who will do the job of gender advisors be conducted in cooperation with the Directorate for Gender Equality and CSOs. Moreover, one should build on the experience of advisors in peacekeeping missions and the experience of those countries which have already introduced a similar gender equality mechanism into their security sectors (such as Sweden).
- That person should preferably have work experience (minimum 5 years) in a security sector institution, and so be familiar with the organisational structure and culture of the institution. Moreover, the person should preferably have work experience in analytical or HRM related jobs. The reason for this is that someone experienced in working in these positions has a better insight into, for instance, the representation of women in different positions within the institution; such a person is familiar with the entire HRM cycle, from recruitment, training and promotion to retaining employees, and thus knows what elements are 'most critical' from the perspective of introducing gender equality policy; such a person has experience in conducting different research and analyses, as well as reporting, etc.
- The advisor should also have knowledge of the institutions of the political system in Serbia and the manner in which they function, given that the process of NAP implementation will be undertaken by a large number of different bodies and institutions, including the National Assembly, the Government, ministries, etc.
- A person in the position of advisor should not be affiliated with any political party, should have professional and personal integrity and should enjoy the trust of both the minister/director and other co-workers. What is more, the gender advisor should be highly motivated, have communication skills, and be fluent in English.

For the NAP to be effectively implemented, it is necessary that the institutions create an environment conducive for the advisor's work to start before the end of 2011. One of the advisor's first tasks should be to establish cooperation with analytical and research teams, and to initiate their establishment in those institutions where they are not yet in place. The advisor's first step should be to draw up recommendations for increasing the number of women in the institution (e.g. to draw up proposals to modify the recruitment campaign for women, to abolish the ceiling for enrolling women in the Criminal Justice and Law Enforcement Academy, the Military Academy etc.) based on analysis by analytical/research teams of the current status of the representation of women. For these proposals to be implemented it is necessary that advisors take part in drafting the institution's proposed budget for the following year (the cycle begins in March each year) so as to ensure that at least a portion of budget funds is allocated for the implementation of those activities.

Useful sources

1. DPKO Under-Secretary General Policy Statement on Gender Mainstreaming (a document from 2003 which established a framework for introducing gender advisors into UN peacekeeping missions and their work goals). http://www.un.org/en/peacekeeping/info/documents/polsmt.pdf
2. From Words to Action (a booklet on the Swedish experience of introducing gender advisors), http://www.genderforce.se/dokument/From_words_to_action.pdf
3. Spasić, Danijela "Žene u sistemu policijskog obrazovanja: stanje i perspektiva ženskih ljudskih prava," (Women in the Police Education System: Current Status and Prospects of Women's Human Rights), Temida, 11, no 3 (2008): pp. 41-61. http://www.doiserbia.nb.rs/img/doi/1450-6637/2008/1450-663708030415.pdf
4. Stojanović, Sonja, Quesada, Kathrin, eds. Rod i reforma sektora bezbednosti u Republici Srbiji (Gender and Security Sector Reform in the Republic of Serbia). Belgrade: Beogradski centar za bezbednosnu politiku, 2010. http://www.ccmr-bg.org/upload/document/1011111211_rod_i_reforma_sekto.pdf
5. Šaranović, Jovanka. Žena u odbrani - od tradicionalnog do savremenog (Woman in Defence – from the Traditional to the Contemporary). Belgrade: Vojnoizdavački zavod, 2006.
6. Southeast Europe Police Chiefs Association (SEPCA) Uspostavljanje Mreže žena policajaca jugoistočne Evrope (Establishing the Women's Police Officers Network in Southeast Europe. Sofia: Southeast Europe Police Chiefs Association, 2010. http://www.seesac.org/uploads/studyrep/WPON_SR,CRO,BiH,MnE_web.pdf

7. Pokrajinski sekretarijat za rad, zapošljavanje i ravnopravnost polova (Provincial Secretariat for Labour, Employment, and Gender Equality). 100 reči o ravnopravnosti: rečnik termina o ravnopravnosti žena i muškaraca (100 Words on Equality: a Glossary of Equality between Women and Men), Novi Sad, 2004. http://www.brand-co.net/zzrp/pdf/3_publikacije/publikacije_drugih/100_reci_o_ravnopravnosti.pdf

8. UN. DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations. New York: UN DPKO/DFS, March 2010. http://www.un.org/en/peacekeeping/documents/dpko_dfs_gender_military_perspective.pdf

Legislative sources

1. Ministarsrvo odbrane Republike Srbije (Ministry of Defence of the Republic of Serbia). Nacrt nacionlanog akcionog plana za primenu Rezolucije 1325 u Republici Srbiji (Draft National Action Plan for the Implementation of Resolution 1325 in the Republic of Serbia). Belgrade: Ministarstvo odbrane Republike Srbije, November 2010. See draft on: http://www.mod.gov.rs/lat/dokumenta/nacrti/NACRT_NAP_ZA_JAVNU_RASPRAVU.doc

2. Council of the European Union. Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP (doc. 15782/3/08). http://register.consilium.europa.eu/pdf/en/08/st15/st15782-re03.en08.pdf

3. European Commission. The Strategy for equality between women and men 2010-2015. Brussels: European Commission, 2010.

Endnotes

1. Conceptualising Security Sector Reform and Reconstruction. Geneva: Geneva Centre for Democratic Control of Armed Forces, 2004: p. 275.
2. BiH and Serbia are the only countries in the region of Southeast Europe that have thus far (April 2011) adopted the NAP for the implementation of UN Security Council Resolution 1325. For a list of countries that have adopted this document, see: http://www.peacewomen.org/pages/about-1325/national-action-plans-naps
3. For a discussion on the experience in introducing gender advisors into UN peacekeeping missions, and the benefits of introducing this mechanism, see: http://www.un.org/en/peacekeeping/issues/women/
4. Quoted from: United Nations Peacekeeping Fact Sheet www.un.org/en/peacekeeping/documents/backgroundnote.pdf
5. UNPOL. www.un.org/en/peacekeeping/sites/police/initiatives/globaleffort.shtml
6. In 2006, at UN Headquarters, DPKO held a dialogue with 55 countries taking part in peacekeeping missions with a view to achieving a higher level of gender equality in the missions. On that occasion, the countries were asked to double the number of women seconded to peacekeeping missions each year over the following five years, while the long-term goal is to increase proportion of women in military missions 10%.
7. PfP Consortium Workshop on Gender & Security Sector Reform, Workshop Report. 129.132.57.230/serviceengine/Files/ISN/115988/ipublicationdocument_singledocument/90362aef-15e6-4689-a566-e71b55f8f7f4/en/DCAF_Long_Report_FINAL-1.pdf
8. Example taken from: *From Words to Action* (a booklet on the Swedish experience of introducing gender advisors: http://www.genderforce.se/dokument/From_words_to_action.pdf
9. http://www.un.org/en/peacekeeping/operations/current.shtml
10. CSDP and EU Mission Update. May 2010 www.isis-europe.org/pdf/2010_artrel_498_esr49-csdp-update.pdf
11. Gender Perspectives within NATO. www.act.nato.int/images/stories/structure/genderadvisor/unscr_1325_act.pdf
12. Examples taken from: CSDP and EU Mission Update, May 2010 http://www.isis-europe.org/pdf/2010_artrel_498_esr49-csdp-update.pdf
13. "Miletić: Aktivnije učešće Vojske Srbije u misijama EU" (Miletic: More Active Participation by the Army of Serbia in EU Missions), http://www.smedia.rs/vesti/vest/74969/Miloje-Miletic-Vojska-Srbija-Hakan-Siren-Miletic-Aktivnije-ucesce-Vojske-Srbije-u-misijama-EU-VIDEO.html
14. Council of the European Union, *Implementation of UNSCR 1325 in the context of ESDP* (doc. 11932/05) i Council of the European Union, *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP* (doc. 15782/3/08).
15. There are some indications that the first training programme of this kind, for members of the military and police (both uniformed and civilian personnel) could take place in March 2012 at the Centre for Peacekeeping Operations of the Army of Serbia General Staff.
16. Analytical groups, research teams, and 'trustworthy persons' are additional mechanisms for introducing the gender equality policy into the security sector, as envisaged in the NAP.
17. The NAP for the implementation of UN Security Council Resolution 1325 envisages, in addition to the advisor to the minister/director, an advisor mechanism in all civil and military missions (and, in the case of a larger contingent, several advisors).

Policy Brief is an article in which author summarizes the current problems and dilemmas in the field of security and presents the possible solutions for them. The views expressed are those of the authors and do not necessarily reflect those of the Belgrade Centre for Security Policy.

Belgrade Centre for Security Policy (the successor of the Centre for Civil-Military Relations, established in 1997) is an independent research centre working on the improvement of the security of citizens and the society based on democratic principles and the respect of human rights. The Centre focuses on policies aimed at improving human, national, regional and international security. The Centre realizes its goals through research, analyses, submitting proposals for practical policies, public advocacy, education, publishing activities, providing expertise for security sector reforms in Serbia and establishing security community networks for all relevant actors.

Author: Gorana Odanovic

Editor: Sonja Stojanovic

Publisher: Belgrade Centre for Security Policy

www.bezbednost.org

www.ccmr-bg.org

Translation: Vesna Podgorac

Proofreading: Matthew White

Design: Marko Marinkovic

Printed by: UNAGRAF, Belgrade

ISBN: 978-86-6237-002-0

Centre for Security, Development and Rule of Law (DCAF)

This paper is one of the products of the project „Implementing the National Action Plan on UNSCR 1325 in Security Sector Reform in Serbia: Series of Gender and Security Sector Reform policy briefs and roundtables“, supported by DCAF (www.dcaf.ch).

www.bezbednost.org
www.ccmr-bg.org