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Backgrounder



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GENDER ANALYSIS: POSSIBILITIES OF APPLICATION IN SECURITY SECTOR

Abstract

Gender analysis investigates the relationships and differences between men and women in their respective roles, status, position in the society, and privileges. If we understand gender differences, this will enable us to understand the effects that existing or planned policies, programmes, and ways in which services are provided, have on different gender groups, as well as to improve the position of a gender group in less favourable position. Conducting the gender analysis is absolutely necessary in the processes of creating and implementing the strategies and policies since it enables us to take account of their different implications for different gender groups.

In this text we will present the development of interest for gender mainstreaming and gender analysis, concrete steps in the implementation of this analysis, and the most significant theoretical-methodological approaches to gender analysis. Possibilities for the application of gender analysis in security sector – when creating and reforming the policies, formulating and revising the legislation, planning the services, and planning and implementing the projects, are presented here below in more detail and appertaining examples are provided.

Development of interest for gender mainstreaming and gender analysis

The mainstreaming of gender perspective into strategies and policies means that its different implications of women and men are taken into account in the processes of creating and implementing the strategies and policies (according to: Gender Equality, online course). This approach first started to develop within the developmental programmes in the 1980s when it was first noted that strategies, policies, and programmes do not have the same effect on women and men and that it is therefore necessary to develop the approaches that take into account the existing differences, empower women, and aspire to transform the inequality between men and women.

In the United Nations, interest for the introduction of gender perspective began to develop when the UN Commission on the Status of Women - CSW¹ in 1947. The turning point in the perception of the role of gender issue in the development, however, did not occur before 1980 when Second World Conference on Women was held in Copenhagen. It was highlighted on this occasion that women had not benefited from the developmental programmes existing until then and that there is a need to have the developmental issues studied from the perspective of women so as to ensure a higher level of equality between women and men. The topics of peace and conflict were first included in the considerations concerning women five years later, at the Third World Conference on Women, in Nairobi (1985). Domestic violence was pointed out as an issue calling for world-wide attention.

Gender mainstreaming became an official policy of UN only after the mid 1990s. The Fourth World Conference on Women, in Beijing 1995, concerned the implications that violence and armed conflicts have for women, and the distribution of power between women and men, and how much women participate in decision making. On this occasion, for the first time at a forum that includes the representatives from almost all countries in the world, the issues were raised about whether the conflicts have an equal impact on women and men, whether women and men have different roles in them, and the reason for the existence of those differences. The need for the application of gender analysis came as a need to better understand unbalanced distribution of power between women and men and to encourage gender mainstreaming into policies and institutions.

What is gender analysis?

Gender analysis is studying the relationship between men and women in their respective roles, status, social position, and privileges. Gender analysis is important for understanding different patterns of participation, conduct, and activities that women, men, and other gender groups have in a society. Gender analysis starts from the premise that no policy, programme, or service is gender neutral, namely that none of them produce same implications for women and men.

Understanding the gender differences enable us to see how the existing policies, programmes, the manner in which services are provided, or projects, affect different gender groups. The analysis of social position of women and men in may help us understand the implications of existing and planned legislative solutions and policies for women and men. For instance, one humanitarian organisation in Great Britain analysed the legal framework, policies and practices concerning the process of deciding on the status of refugees from gender perspective. The participants in this research were both the women who applied for refugee status or sought asylum in Great Britain and their legal representatives. The research had several components: a) refugee status awarding and asylum procedure, b) requirements for acceptance of refugees and asylum seekers, and c) requirements for retaining the refugees and asylum seekers. Relevant applicable laws and policies were analysed using the qualitative methods (interviews and focus groups) for collection of information from other stakeholders (legal representatives, organisations that provide assistance to refugees and asylum seekers, and similar).

¹ This Commission meets annually at UN Headquarters in New York and holds 10-day sessions. There have been 56 sessions to date (see more detail in: <http://www.un.org/womenwatch/daw/csw/>).

Difference between gender and sex

The word '**sex**' is used to denote a biological level of distinctions between men and men. These biological distinctions between women and men exist always and everywhere, regardless of living conditions, social status, ethnic or racial origin, and they are mostly constant.

The word '**gender**' is used to denote such categorisations and differences between women and men which are social in character. As a social category, gender refers to those distinctions between men and women which are socially conditional in nature. In actual fact, gender represents a psychological and social level of those distinctions and divisions. This word shows how a society sees the roles of women and men, namely what behaviour is expected from women and what from men. These expectations primarily concern what women and men should look like, what they should wear, with what toys they should play, what schools to go to, through to what jobs they should do and what jobs they should not do. Differences in the perception of social roles of women and men are noticeable in different contexts – social, political, educational, economic, etc.

According to: Perišić-Pavlović, Nataša. *Diskriminacija na radnom mestu (Discrimination at Workplace)*, Belgrade, Ministry of Labour and Social Policy, 2009.

The results of the analysis of legal framework suggest that gender issues are not sufficiently represented in the existing legal framework.

For example, UK Border Agency is not able to provide full, timely, comprehensible, and gender relevant information to asylum seekers within the asylum process; consequently, it often happens that asylum seekers are not aware that particular information are important for deciding on their applications and can be rejected for that reason. The lack of privacy in the procedures implemented by the Asylum Screening Unit produces traumas and anxiety in women and, because of this, women do not have self-confidence they need despite of the fact that it is in their interest to present all the details of the case. Moreover, living conditions are unsuitable for women refugees and there are no gender sensitive procedures for their retaining, which leaves room for the abuse and exploitation of women. This report was published only recently so that it is still early to assess its impact. The authors had a goal to help that the asylum system becomes gender sensitive and thus ensure that all persons applying for asylum, with regard to gender issues, are treated equally in the process of deciding on their status and provided safe and dignified living conditions.

The goal of gender analysis is to improve the position of the gender group which is in a less favourable position and that is why gender analysis is important in planning policies and programmes. Considering that it implies the reshaping of laws, policies, programmes, and services so that they benefit all gender groups equally, gender analysis goes beyond the equal opportunity policy which strives towards greater accessibility of existing positions in the society. A conclusion can then be drawn that gender analysis strives towards justness rather than equality between different gender groups (Ministry of Women's Affairs of New Zealand, 1996).

Gender analysis answers the question whether existing differences are produced by gender or some other factor. For example, a trend was noticed in US Army that women are more likely to incur sports injury during basic military training. To identify the reasons for this, a research was organised that followed a generation of 861 students during an 8-week basic military training. The elements observed included demographic characteristics (gender, age, racial/ethnic origin, etc), physical characteristics (height, weight, fat percent, etc) and physical fitness measured before and after training. The research showed that the number of injuries suffered by women during the basic military training was double that suffered by men. In the analysis of all observed factors it was established that the underlying cause was poorer physical form at the beginning of training, whilst demographic and physical characteristics did not prove to be relevant. One of the conclusions from this research was that additional training needs to be organised for the recruits who are less fit so as to decrease the number of injuries in general and lower the risk of injury in view of gender differences (see more detail in: Bell et al, 2000: 141-146).

Gender sensitive statistics

In social sciences statistics is a tool used to present and understand a society. Gender statistics analyses and extrapolates the data so as to reach the understanding of the way in which individual social issues (economic, social, security, etc) affect particular gender groups (women, girls, men, boys, LGBT population). Gender statistics provide objective indicators of the position of different gender groups. It points at the gender distinctions that exist in economic standards and social, cultural, and social sphere, and in the decision making process, which makes it possible to raise public awareness and inform political decision-makers about the differences that exist in the society.

The UN initiated the interest for gender statistics in the mid 1970s. Thanks to the advocates (men and women) of women's rights, the need was recognised for the first time that existing statistical indicators and data are extrapolated in such a way so as to produce 'statistics on women' at the First World Conference on Women held in 1975. Their intention was to make a better use of existing data, but it was shown in practice that there are some gaps in the data and some problems with regard to the data collection methods. In the years that followed efforts were made to strengthen the cooperation between political decision makers and statisticians. In the mid 1980s when the general approach of developmental strategies shifted from 'women in development' to 'gender and development', a focus in statistics changed from 'statistics on women', through 'statistics on men and women', to the 'mainstreaming of gender perspective' into global statistical system. By the mid 1990s many national statistical offices had made an effort to improve their standards and prepare first publications in this area. At the UN Conference on Women held in 1995 in Beijing, UN members adopted the Beijing Declaration and Platform for Action. The latter binds the states to regularly collect, process, and publish the gender-disaggregated data, thus providing information about the problems and issues related to the position of women and men.

The first publication with gender-disaggregated data in the Republic of Serbia was made in 2005, after which they were published in further two similar issues (in 2008 and 2011). With regard to security sector, the 2011 publication for the first time presented the data about the representation of women in security sector institutions, specifically in the Ministry of Defence, the Ministry of Interior, and the Customs Administrations (according to: the RS Statistical Office, 2011: 75).

How is gender analysis applied?

Gender analysis should answer the question how the existing and/or planned policies, programmes, or projects affect the lives and relationships of women and men. A larger number of theoretical approaches, methods and techniques of gender analysis were developed and all of them provide concrete steps in the implementation of this analysis. Different theoretical approaches dictate the differences in the application of gender analysis. Most approaches in the implementation of gender analysis, however, consider the following topics/issues²:

- **Problem identification** and/or basic understanding of the problem. Most approaches at the very start of the analysis strive to find out what are the differences between different gender groups in the observed area so as to ensure that the problem is seen in such a way that the analysis of the causes of noted differences will be taken into account. Some approaches provide for the familiarisation with the basics of gender analysis and main concepts that will be used at this stage.
- **Definition of expected/desirable outcomes** concerns the definition of goals that would contribute to the improvement of a policy, programme, or service.
- **Research, or data collection and analysis** to the defined problem provides the answers to the question how particular proposed measures contribute to the attainment of the goals set in the analysis. Namely, how to improve the position of particular gender groups, what should be done to ensure the absence of negative implications for particular gender groups, whether it is necessary to develop specific approaches for individual gender groups, etc.

² Adaptirano prema modelu rodne analize Ministarstva za žene Novog Zelanda (dostupno na: <http://www.mwa.govt.nz/news-and-publications/genderchart.pdf>) i Department for Community Development, Office for Women's Policy, 2005: 8.

- **Development of possible approaches** to the defined problem provides the answers to the question how particular proposed measures contribute to the attainment of the goals set in the analysis. Namely, how to improve the position of particular gender groups, what should be done to ensure the absence of negative implications for particular gender groups, whether it is necessary to develop specific approaches for individual gender groups, etc.
- **Making the recommendations** which will contribute that a policy, programme, or service is duly applied.
- **The implementation** of the decisions that should make it possible for target groups to be informed about the change of policy, ensure that the services are adjusted to the target gender groups and a larger accessibility of these services, etc.
- **Follow up** and evaluation concern the development of the indicators that will enable us to see whether there has been any changes to a policy, programme, or service related to a target gender group. If no desirable outcome was seen, the evaluation should offer possible changes to the decisions applied.

Approaches to gender analysis

The development of gender analysis methods and techniques started in the late 1980s and some of them are a part of the theoretical approaches in mainstreaming a gender perspective. The methods and techniques of gender analysis use different criteria, such as a specific research design and sample, specific steps in the implementation of the analysis, etc. Common denominator for all these models is that they ask questions about possible gender differences, namely they ask: a) WHAT – WHY, i.e. what is the gender issue in a community; b) WHAT TO DO WITH IT, i.e. what could potentially be the response to this situation, and c) WHAT – HOW IT AFFECTS, i.e. what programmes, measures, policies are already in place and what is their effect on the issue, did they contribute to dealing with it, etc (according to: Gender Equality, online course).

Most well-known approaches are the Harvard Analytical Framework, Gender Needs Assessment – the Moser Framework, Social Relations Approach, Gender Analysis Matrix, etc. On this occasion, more space will be devoted to “the Ladders”, a model designed for the introduction of gender equality into the organisations, applied by the Ministry of Defence in Serbia.

Harvard Analytical Framework was developed in the mid 1980s for the requirements of developmental projects, and its applications started in agricultural programmes/projects. This model analyses the equitability of access to resources and control over resources. The focus is on household dynamics and the model analyses the data about the distribution of roles and resources in households so as to overcome the stereotypes and make women’s contribution to the development more visible.

Gender needs assessment stresses that women and men have different roles in the society. Women have multiple social roles (reproductive, productive, and the one in public sphere). After analysing the roles at the household level, this technique takes into account practical gender needs (e.g., living conditions) and strategic gender needs (for power and control, so as to reach gender equality). After this, the analysis concerns the access to and control over resources from gender perspective and the way in which women handle their roles and the impact of each planned intervention on each one of them. Finally, the assessment is made of the way in which the planned approaches will affect women’s roles and their practical and strategic needs.

Social Relations Approach The goal of this approach is to make changes in the social power relations. This approach analyses the way in which women are included in the development. Analysis covers gender relations but it stresses that inequality is created by the institutions too. The focus of the analysis is on the state, market, community, and family, all of which are analysed through five elements of institutional organisation: rules (customs), resources, activities, individual men or women, and power. Gender is considered together with other social relations: class, age, religion, etc.

Gender Analysis Matrix is most commonly used in developmental projects. This is a simple method the application of which does not require any extensive previous knowledge. With facilitation, the members of local community can apply it in the identification of problems and finding solutions. With the application of this method, every project goal is analysed in four aspects: women, men, household, and community. The analysis focuses on the impact of project goals on everyday tasks carried out by women or men, as well as on time, resources, and other socio-cultural factors, such as the change of status and social roles.

A model called “**Ladders**” was created in Sweden for the requirements of introducing gender equality in public services. It includes a number of methods and techniques that were developed in practice. These methods are implemented in several steps. The methods for the definition of the conditions for gender equality introduction were developed. They provide the possibility to study the activities, to investigate what a gender sensitive activity would look like, as well as to examine the processes within the activity in question. The next step makes use of the methods that facilitate operational organisation by introducing gender equality principle and providing an overview of what is required by a particular organisation. The results of thus implemented gender analysis are then used in the step that follows to make a plan of activities by defining the goals, indicators, and measures that would enhance gender equality within the activity in question, and to see whether gender equality is actually improved by those measures. The implementation of measures is followed by the evaluation of results. The “Ladders” model was used by the Republic of Serbia’s Ministry of Defence in the formulation of the National Action Plan for Implementing the UN SC Resolution 1325.

When can security sector make use of gender analysis?

Gender analysis is useful in all the situations when the identification of differences between different gender groups provides the information which would improve the policies and laws, security sector services, as well as the implementation of specific projects. As the examples show, security sector have leaned on gender analysis in policy creation and reform, legislative drafting and revising, in planning the services, and in designing and implementing the projects.

In policy creation and reform, gender analysis provides the answer to the question whether gender issues are integrated in safety policy. This makes it possible to assess potential implications of proposed changes to the policies, or the implications of the policies that are already implemented. The application of gender analysis offers a comprehensive overview of the factors (social, economic, cultural, and other) that have an effect on gender (in)equality. The following aspects are considered within gender analysis³:

- Is the number of women participating in policy creation equal to the number of men?
- Do men and women have equal access to resources so as to be able to benefit from policies (resources include time, money, information, etc)?
- What implications do gender stereotypes and existing cultural and social norms have for women and men in the implementation of these policies? Will stereotypes and values diminish the benefit from the proposed/ existing policy for different gender groups?
- Do women and men have equal rights, does a particular policy influence the rights of women and men, whether directly or indirectly?

Analysis is implemented in such a way that the positions of gender groups are analysed in view of above aspects, e.g., the representation of different gender groups on existing work positions, and particularly the representation on managerial positions. Then follows an assessment of trends, independent from the proposed policy, and on this basis the priorities are set taking into account the noted gender inequality. This is followed by the policy impact assessment in view of above aspects and the assessment of impact on different gender groups. The indirect effect of current status of gender equality and proposed policy is also assessed.

³ Adapted according to: Neimanis (2005): 141-142.

Gender analysis was applied in the drafting of the National Action Plan for Implementing UN SC Resolution 1325 – Women, Peace, and Safety in the Republic of Serbia (2010–2015). The drafting of this document was preceded by the action research on the position of women in the security sector the goal of which was to provide the measurable data about the state of affairs before the commencement of NAP application and establish a mechanism for measuring and controlling progress in the application of this document. Research tasks included the obtaining of the data about the number of women in security sector and the improvement of the position of women through the implementation of UN SC Resolution 1325. Gender analysis is applied at the second stage of this research, the one that follows the analysis of relevant documents with a goal to analyse the position of women vs. that of men in the security sector. The model that was used is METS – the Checklist for Planning and Organising Development Work, which is an integral part of the already presented “Ladders” Model. Gender analysis covered the examination and analysis of the position of women vs. position of men in the security sector based on descriptive indicators and sex disaggregated statistical data, in view of the current goals of the gender equality policy as mentioned in the current political, strategic, and normative documents. The subject matter of the analysis was the representation of women in the National Assembly, the Government of the Republic of Serbia, and security sector institutions (MoI, Ministry of Defence, the Ministry of Finance’s Customs Administration, the Ministry of Justice’s Administration for Execution of Penal Sanctions, and SIA). A matter specifically analysed concerned the representation of women in managerial positions, within which it was established that women only account for less than one third of the managerial staff.

According to the results of this research, any gender responsible analysis of policies, plans, and budgets, or gender responsible personnel records are absent from the security sector, whilst legislative possibilities for equal promotion of men and women in security sector are in place although practical possibilities are missing. At the third stage of research, collected data were generalised, the goals and specific activities were defined, main actors and their domestic and foreign partners were designated, and the timelines for completion of activities to bring about a change in current state of affairs and transpose the gender mainstreaming related global and European standards in the security sector reform were set – all within NAP. The NAP text for the implementation of UN SC Resolution 1325 provides also for the establishment of institutional mechanisms for the implementation of NAP, an increase in the representation of women in security sector and their influence on the issues related to peace and safety and security, an increase of women’s representation and influence on decision-making in defence and security, increased representation of women in conflict resolving, post-conflict situations, and larger participation of women in multinational operations, instruments of legal protection of women, education and further training of the members of security sector, and provision of media support to the goals of NAP (see more details about this research: Stojković, 2011).

In legislative drafting and revising, so as to ensure that judicial system, laws and bylaws, protect all gender groups. In Canada, for example, gender analysis has contributed to reforming the law that sets the rules for disclosure of evidence in the events of sexual violence, with a goal to set the balance between men and women. Canadian law defines that prosecutors must surrender to the defence all collected evidence which are in favour of the defence, even in the events when prosecutors do not intend to use those data and do not intend to call witnesses at trial. This rule is in favour of the defendant and enables fair process during trial. Gender analysis established that this rule created a conflict between the right to fair trial (mainly men) and the right to the privacy of the victims of sexual violence (mainly women) in sexual violence cases. A consequence of the fact that the prosecutors have access to complete records (medical, psychiatric, and other) was that, in the cases of sexual violence, women refused to appear as witnesses after the defence requested the data about them, whilst other women abandoned the needed psychotherapy since they were afraid that their files could be used during the trial. Gender analysis made it possible to establish that most requests for the defence’s evidence in the cases of sexual violence related to the disclosure of data about the victims of sexual assault, whilst in practice nobody ever requested a medical file, for example that of police officers who are most commonly main witnesses. Thanks to the criticism from the academic community and public at large, Canadian Government adopted in 1997 a law that provided for a better balance between the rights and interests of the defendant and the privacy, safety, and interest of the potential victims of sexual violence (according to: Maloney, 2007).

In planning the services, with a goal to ensure they respond to the needs of different gender groups. For example, in 2003 Western Australia founded the Domestic Violence Advocacy Support Centre the services of which were designed to respond to the specific needs of users. Women users of the services can, at a single place, get help related to all aspects of domestic violence (doctor, lawyer, etc). The premises are located at a detached but easily accessible place and are adjusted to suit children's needs. The Centre provides services to men too, but this is not done within the same premises so that women victims of violence, who are more represented, would feel safer⁴.

In project planning and implementation, with a goal to establish the difference between different gender groups related to the conditions in which they live, their problems, needs, and activities, what access different groups have to social resources, and participation in decision making. Gender analysis is particularly important in the preparation of projects. At the stage of problem identification, when the subject matter of the project is being decided, gender analysis is implemented with the aim to see how the resolving of the proposed problem will contribute to the promotion of gender equality. During the project preparing/designing, praktične i strateške the needs of gender groups are analysed. At this stage, specific rodno osetljivi indikatori are defined which will enable monitoring of progress in achieving the project goals. During the implementation of the project, it is necessary to continuously oversee and, from time to time, check whether the scope of the project target group, outputs, and intended long-term goals, have evenly included all relevant gender groups and whether all gender groups will equally benefit from the project. At the stage of project evaluation, it is necessary to ensure that, regardless whether a questionnaire, research, or focus group is applied, gender disaggregated data are used, project efficacy is examined from gender perspective and with regard to the sustainability of its outcomes. Finally, in the implementation of lessons learnt, further areas of gender analysis are defined (see more details in: *How to integrate gender equality in project implementation*, in: Gender Equality, online course).

An example of using gender analysis in project planning and implementation was seen in Ruanda. In 2005, the Service for Gender Issues was set up within the Ruanda Police Administration in Kigali as a comprehensive set of initiatives to improve police services and increase safety of women exposed to gender based violence. The activities included training for members of police, the introduction of police officers specifically trained to provide support to the victims of gender based violence in every police station, free telephone line for victims of gender based violence, and a comprehensive campaign for raising awareness about this issue. As a result of the success of this project, the idea was born in 2008 that a service for gender issues be set up in the Ruanda Armed Forces as well. The reason for this was that members of military were distributed across local communities in which they patrolled 24 hours a day and were present at the place in which police was not. The goal of these activities was to improve the efficacy of the state's response to gender based violence (see more details in: Moser 2009: 6-11).

4 See more details in: <http://www.whfs.org.au/programs/dvas>

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