Monitoring and measuring progress in implementation UNSCR 1325 in Serbia

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Outline

- 2000 democratic changes in Serbia as starting point for SSR reforms
- 2002 more women were employed in police
- 2002 up to present national, local GEM were established
- 2006 Constitution of Republic of Serbia
- 2007 first female cadets enrolled Military Academy
- 2009 first generation of reforms was finished – adoption of majority of 'security' and 'gender' laws, such as Gender Equality Law, Anti-Discrimination Law
- 2010 Serbia adopted NAP for implementation of UNSCR 1325 in 2010
- **Still lacks – consolidation of reforms and implementation, coordination and communication between actors**

Facts & figures about Serbia out of 1325 umbrella

- CSOs were one of the main drivers for NAP 1325 adoption.

- UNSCR 1325 became known in Serbia thanks to efforts of women's organization 'Women in Black'. They were the first to start advocating the implementation of the Resolution in 2002. Also, they launched numerous campaigns related to UNSCR 1325 and delivered the draft resolution 'Women, Peace, and Security' to the Parliament in 2005.

Turning points in the process of development of NAP 1325

- In 2009 CSO 'Belgrade Fund for Political Excellence' gave a new impetus to UNSCR 1325 in Serbia, by engaging on NAP development. They managed to gather a large group of state institutions (both gender and security) and to a lesser extent CSOs, who for several months (May-December 2009) worked on the development of *Guidelines for Development of NAP 1325.* This document later on served as a starting point in drafting the NAP 1325.

- Eventually, only 3 CSOs participated in this process – BCSP (at the time Centre for Civil-Military Relations), European Movement in Serbia and Atlantic Initiative.

- The process of creating a final draft of the document started in June 2010, when the government working group was created. Members of the group were representatives of security sector institutions (MoD, MoI, Security-Intelligence Agency, Customs Administrations, Ministry of Justice, MFA), Ministry of Labour, Ministry of Education, Ministry for Human Rights, etc.

- Final draft of the document was put on public discussion in October 2010. The document was posted on the MoD's website so all interested stakeholders could send their comments. At the end of this process, a public hearing was held at the Parliament. However, CSOs and others who delivered comments on the document were not later on informed to what extent their input was taken into consideration. Finally, at the end of December 2010 the NAP 1325 was adopted, for the period 2010-2015.

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- The process of NAP development was heavily criticized by women's organizations, led by 'Women in Black'. Their main argument is that NAP 1325 was adopted due to pragmatic and formal reasons – **fulfilling international obligations and not to ensure gender equality in matters of peace and security** (Rankovic and Subotic, 2012:8). Another argument is that this process was **not transparent enough and that it included only few 'selected' CSOs**, while the perspective of whole spectrum of women' groups was neglected. Finally, the fact that the Ministry of Defence (not Ministry of Foreign Affairs as in many other countries) was leading the process is a signal that **security in Serbia is still perceived in traditional, militaristic way,** not taking into account concept of human security and women's perspective to matters of peace and security. But, the document is **primarily focused on the women working in the security institutions and improving their position**, while it much less tackles problems of women (IDPs, refugees) in post-conflict environment such as Serbia.

Critique of civil society

- Unique, but complex set of mechanisms for coordination, monitoring and reporting

- **Structure of NAP 1325** - The document has 7 overarching pillars, covering various issues: 1) creation of institutional mechanisms; 2) increasing the participation of women in the security sector; 3) increasing the women's role and participation in decision-making on defence and security; **4) women's participation in conflict resolution, post-conflict situations and peacekeeping missions; 5) instruments of legal protection of women**; **6) education and training of security sector personnel** and 7) media support to NAP implementation.

NAP structure and engagement of civil society

- NAP 1325 implementation now entered a third year of implementation, but the overall results of the implementation are limited. **Issues** such as women's participation in decision making on security, protection of victims of GBV, but also discrimination of women, career development and retention policies were **neglected**, thus limiting the actual impact of NAP on the change of organizational culture within these institutions.
- So far, **main activities** were aimed at **establishment of institutional bodies** in charge for NAP implementation and strengthening their capacities. In addition all activities were focused on women in security sector and implemented at national and not local level!
- Bodies tasked with its implementation were not set up until ten months after the adoption of the NAP, which significantly delayed the implementation process and the achievement of the goals set out in this document.

Implementation – how does it works?
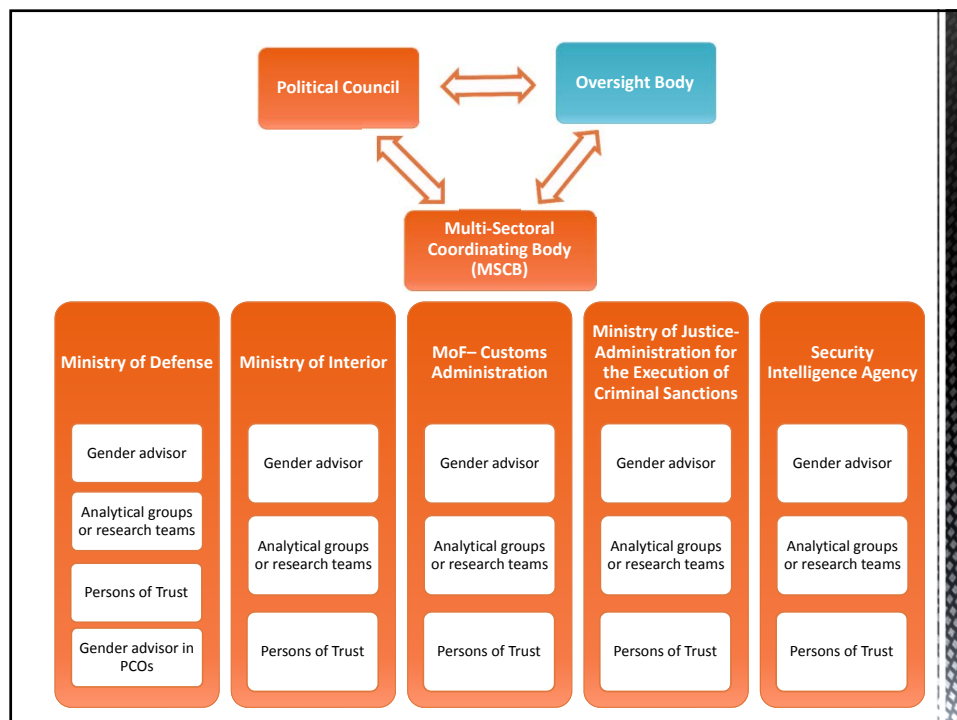
- **The Supervisory Body** should democratically supervise NAP implementation. It is made up of 6 representatives of competent parliamentary committees and national gender equality mechanisms. The Parliament's decision on the establishment of this body (*Commission for Monitoring the Implementation of the National Action Plan on United Nations Security Council Resolution 1325 – Women, peace and security in the Republic of Serbia (2010–2015*) was adopted in late December 2011, but this body was formed in 2013, after a delay of 3 years. Until now it has held only one meeting to meet CSOs.

- **Independent monitoring body –** citizens / civil society

State and non-state mechanisms for monitoring and reporting

- CSOs considered for a long time as opposite to security sector and not as the part of it. That influenced the relation between the state and CSOs and determined level of inclusiveness of CSOs in creation and implementation of government policies.
- Variety of civil society actors, different roles, missions, different dynamics between actors, etc.

The role of civil society in monitoring and reporting on women, peace and security

Slide 1

State

- Lack of common set of indicators
- Activity-based reporting
- Quantity vs. quality of the reports
- Lack of publicly available data on implementation of NAP 1325

Non-state

- 2 shadow reports of civil society organisations (Women in Black, BCSP) based on different methodology, scope of research

Joint efforts to develop common set of indicators (2011 and 2013) supported by UNWOMEN

Characteristics of state and independent monitoring and reporting

Slide 2

- Measuring the success of the implementation of the NAP 1325 at the government level is a challenge for itself. At this point **there are no common set of indicators** for monitoring and reporting on the implementation of NAP 1325.
- **Lack of transparency and publicly available data** on implementation of NAP 1325
- **Misunderstanding of NAP** – women's issue, numbers of women. Why do we need plan, what do we want to achieve?
- **Change the focus from state to human security and national to local level**
- The process of implementation of NAP 1325 in almost all security sector institutions is parallel with the implementation of other gender and security laws, strategies, plan and policies. The **challenge** is how **to synchronize all** these **processes at the level of one ministry/agency** and more importantly to integrate envisaged goals and activities of NAP1325 in the medium-term plan of ministries.

Challenges

- Despite good intentions to establish a dialogue between CSOs and the government, the **cooperation between the security sector and civil society** in Serbia is carried out **without clearly defined rules and criteria for exchange of information, consultation and dialogue with CSOs.** Sustainable mechanism for greater inclusion of CSOs in the implementation of the NAP, both at national and local level, has not been yet established. As a result, the process of implementation of the NAP is **not sufficiently inclusive and open to all interested members of civil society**
- **Lack of human and material resources.** Monitoring and reporting on NAP 1325 implementation is often seen as the effort and dedication of individuals and not as a liability of governmental entities.

Impact of CSOs' monitoring and reporting

- **Raising awareness on different topics** through research based activities (research on issues relevant for NAP - research on discrimination of women in police and military, gender advisors, person of trust, institutional mechanisms for protection against discrimination, etc.) public presentations – round tables, conferences,
- **Advocating for policy changes**, e.g. abolishment of quotas – quotas for enrolment of women in Military Academy – media, Ombudsperson, Commissioner for Protection Equality
- **Agenda setting in process of planning and implementation** – setting the priorities in implementation of NAP 1325
- **Initiating dialogue between civil society and state bodies (2012)**
- **Etc.**

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