

Gender and Security Sector in Kosovo:

Implementation of the UN Resolution 1325

September, 2014

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Prishtina, 2014

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List of Abbreviations

AGE	Agency for Gender Equality
CEDEM	Centre for Democracy and Human Rights
CEMI	Centre for Monitoring and Research
CSO	Civil Society Organizations
EU	European Union
EULEX	European Mission for Rule of Law in Kosovo
FAK	Forcat e Armatosura të Kosovës (Kosovo Armed Forces)
ICO	International Civilian Office
KFOR	Kosovo Forces
KLA	Kosovo Liberation Army
KWN	Kosova Women's Network
NAP	National Action Plan
NSA	National Security Agency
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
MP	Member of the Parliament
OSCE	Organization for Security Cooperation in Europe
OHCHR	Office of the High Commissioner for Human Rights
OECD-DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
PfP	Partnership for Peace
PAGE	Plan of Action for Gender Equality for the period 2013-2017
SSR	Security Sector Reform
SEESAC	South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
SRSG	Special Representative of the Secretary General
UN	United Nations
UNDP	United Nations Development Programme
UNSCR1325	United Nations Security Council Resolution 1325
UNICEF	United Nations Children's Fund
UNMIK	United Nations Mission Interim in Kosovo
UNWOMEN	United Nations Entity for Gender Equality and Women Empowerment
WPS	Women Peace and Security

Preface

The gender equality represents one of the puzzled issues gave rise by the broad concept of security. Security is no longer perceived from the conventional point of view in which state security is expected to be the overarching vision, the concept is even further based on the conventional paradigm, where the security sector is designed, mostly led and managed by men. Truly, the broader approach to security derives from the principles of the Security Sector Reform (SSR) in which gender equality and representation in the security sector represent the pivotal dimension of democratization and sustainability of the sector. Furthermore, the SSR serves as guidance for the proper recruitment and inclusion of women in the security sector. Notwithstanding sound SSR principles, the practice shows that the decision-making positions in the security sector are predominantly occupied by men – especially in the developing democracies.

Kosovo does not make an exception insofar, as the number of women in the security sector remains insufficient. The efforts to apply SSR principles needs to be applauded, but as the four research papers show there is a need for consistency in terms of women representation in the security sector. As a result, the adopted resolution of the United Nations Security Council (UNSCR) on 'Women, peace and security' (herein referred to as UNSCR 1325), serves as the primary legal document which obliges democracies to embed women inclusion in the daily practices of the security sector. Furthermore, the resolution highlights the significance of women in peace-building processes, peace negotiations, and in sustaining security at the local and national level.

In line with the efforts to introduce UNSC 1325, the Western Balkans countries country based the National Action Plan for the implementation of the UNSCR 1325 (herein referred as NAPs) in order to oversee and translate the premises into national and local levels. Kosovo's NAP was approved in January 2014 by the office of the Prime Minister of Kosovo. The specific aim of the NAP is to strengthen the three main areas of female representation in: 1) increasing and assuring the participation of women in decision-making and peace-building processes; 2) introducing gender mainstreaming in the security sector; and 3) providing access to justice for victims of sexual violence during the conflict period.

This publication compiles the result of four analyses conducted by three independent researchers and an institutional based analyst. The key findings of each papers advocate on the equal gender representation and recruitment in the security services and institutions. The aim of this publication is to provide a comprehensive analysis on the overall situation of female representation in Kosovar security institutions and the implementation level of the Kosovo National Action Plan of the UNSCR 1325.

The first paper presents and analyses the experience of Montenegro in the implementation of UNSCR 1325 by comparing it to the situation in Kosovo. The second paper analyses the implementation of the Kosovar NAP for UNSCR 1325 in relation to other Balkan countries. The third paper depicts institutional challenges in relation to implementation of Kosovo NAP. The final paper presents the key findings of the Ministry of Kosovo Security Force's survey on the perceptions of its employees on gender equality and women's representation within the institution.

This publication is part of the continuous work and contribution to the Gender and Security Sector in Kosovo and the overall implementation level of the Kosovo National Action Plan of the UNSCR 1325 by KCSS. The team owes its gratitude to the NATO Public Diplomacy Division in Brussels for the constant support and partnership in this project. The KCSS team is grateful to the partnership and contribution of the four authors of the research papers: Olivera Injac, Rrezearta Reka, Kaltrina Selimi, and Remzie Zeqiraj.

The KCSS Team

I. Experience of Montenegro in Implementation of the UNSCR 1325 and Security Sector Reform - moving from theory to practice

Olivera Injac¹

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List of abbreviations:

CEDEM	Centre for Democracy and Human Rights
CEMI	Centre for Monitoring and Research
EU	European Union
NAP	National Action Plan
NSA	National Security Agency
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
OSCE	Organization for Security Cooperation in Europe
PfP	Partnership for Peace
PAGE	Plan of Action for Gender Equality for the period 2013-2017
SEESAC	South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
UN	United Nations
UNDP	United Nations Development Programme
UNSCR 1325	United Nations Security Council Resolution 1325

Executive summary

Key findings from the analysis show that gender perspective in security institutions in Montenegro are not yet well developed. The percentage of women in security institutions in Montenegro is not at an adequate level, but some progress has been made over the last eight years since the last security sector reform was completed. This qualification is enforced when one looks at the lack of opportunities for women in education in the Police Academy of Montenegro or military academies abroad; something that is important because it is only through such training can women be professionally engaged in the security sector, be it civilian or uniformed. The highest percentage of female representation is in the Ministry of Defence of Montenegro (more than 40%). However, there are just a few women in managerial and senior positions in the Army, Police, and Intelligence Service of Montenegro.

The implementation of United Nations Security Council Resolution (UNSCR) 1325 has been slow in Montenegro and the National Action Plan (NAP) for the Resolution's implementation is not yet prepared. The Action Plan for Gender Equality contains some activities for UNSCR 1325 implementation, but they are oriented on improving the awareness of the importance of gender perspective in security, but not on gender mainstreaming.

Introductory guidance

This paper analyses important aspects in understanding gender perspectives in the security policy of Montenegro. These aspects are: the institutional reform process in the security sector; the establishment of mechanisms for gender equality and representation in security institutions; the data on women representation in the Army, Police and Security Agency; and the process of UNSCR 1325 implementation in Montenegro and Kosovo, which leads this paper to conclusions and recommendations. The purpose of this policy brief is to uncover reasons for the slow implementation of the UNSCR 1325 in Montenegro and the obstacles that stand between theory and practice.

One of the internationally-based important topics within the realm of the security sector has been the inclusion of gender issues into the security sector, which are based on specific United Nations Security Council Resolutions (UNSCR), mainly: UNSCR 1325, UNSCR1882, UNSCR 1888 and UNSCR1889). Gender issues encompass different dimensions in security matters, but this paper stresses a few aspects that can contribute to initiatives for avoiding gender discrimination and enabling gender equality through the inclusion of women in security institutions. Female empowerment for participation in the security sector is an important issue because of the fact that gender equality and women's involvement contributes to peace and stability (Injac.2013:32). It is clear that female inclusion and participation in all decision-making processes is a pre-

condition for social development and modernization, as well as for the establishment of democracy (Injac.2013:32).

Gender and security development depends on the level of security sector reforms and has the following challenges: failure to recognize the importance of gender issues; flexible attitude towards gender; slow implementation of the international instruments and recommendations to the security sector reform; and an inadequate approach in the application of policies and strategies for the inclusion of women in the security sector.

Foreign policy priorities and strategic security goals of Montenegro are the integration in Euro-Atlantic structures. In order to achieve these strategic priorities, some of the necessary preconditions are modernization and reform of the national security system, as well as implementation of standards for the presence of women in the security system (Tahirović:129).

Statistics indicate that about 50,6% of the total population in Montenegro are women (Ženeimuškarcu u Crnoj Gori:13). However, a only small percentage of women are represented in politics² and the national security system in Montenegro, especially in higher positions or senior levels of decision making (SEESAC and UNDP:12). It is very indicative that a small percentage of women are employed at operational and managerial positions or in senior positions in the security institutions of Montenegro (SEESAC and UNDP:18). The implementation of gender policies in the security sector should be the responsibility of many actors such as political parties, parliament, governmental agencies and non-governmental organizations, civil society, universities, etc.

The most common activity that countries apply for implementation of the UNSCR 1325 is the National Action Plan (NAP) as an efficient mechanism to put in practice women's role through the establishment of gender equality principles. Also, NAP is a tool for monitoring reforms and implementation of gender equality in the security sector because it determines clear guidelines such as: the list of clear indicators of success, responsibilities for authorities, budget, quotas, time for implementation, activities, etc. (Women, Peace and Security in the Western Balkans:12)

Civil society and the general public also have an important role to play in this process, especially in conducting activities for monitoring the implementation of UNSCR 1325 as well as conducting awareness campaigns for this matter (Women, Peace and Security in the Western Balkans:12:73-75).

² The Parliament of Montenegro has 81 members, of which women represent only 17.12% (14 women). The Parliamentary Committee for Security and Defence has 13 members and there are no female members. The Government of Montenegro has 6.25% female employees (Government of Montenegro. Ministry of Human and d

National security policy and security sector reform

Montenegro began developing its national security policy after its independence on the 21st of May 2006, a period when Montenegro launched the development of the strategic and institutional framework, as well as security sector legislation with the aim to implement reforms in all areas. Priorities for implementation of the national security policy of Montenegro were institutional reforms and establishment of an efficient system for countering contemporary security challenges (National Security Strategy, 2008: 1).

The first National Security Strategy of Montenegro was adopted after independence in July 2006 as a presentation document of the security system, which created guidelines for security sector reforms. Later in 2007, Montenegro adopted three important documents for national defence reform –the Defence Strategy, the Law on Defence, and the Law on Army (Mašulović: 296). During the same year, Montenegro established its national defence institutions: the Ministry of Defence(MoD) and the Army of Montenegro.

Furthermore, the second National Security Strategy that is currently in force was adopted in 2008 and highlights that the security forces of Montenegro are the Army and the Police (National Security Strategy, 2008: 5). The making of security policy in Montenegro has been a simultaneous activity with the reforms that were going on within the existing institutions as well as the establishment of the new ones, such as its own national defence system, which previously had been part of the federation within the Social Federal Republic of Yugoslavia, and the Federal Republic of Yugoslaviacdm

ral Republic of YugoslaviaFRavia and Serbia and Montenegro (e.g. MoD and the Army of Montenegro in 2007).

In the period before independence in 2005, Montenegro had adopted specific legislation for national security sector reforms such as Law on the National Security Agency and Law on the Police. With that legislation, police and intelligence tasks are excluded from the Mol and went under the jurisdiction of new institutions.

The National Security Agency is an independent institution that is responsible to the Government with two types of democratic control: 1) internal, conducted by the General Inspector established by the Government and 2) external, conducted by a Parliamentary Committee.

The Directorate of Police (DoP) is independent in performing police jurisdiction, but is under the supervision and control of Mol in the field of enforcement and legality. Besides these institutional and legal reforms, the framework for the security sector reform was specific in a way that Montenegro had to apply international standards through the process of European and Euro-Atlantic integration. In November 2006,

Montenegro joined NATO's Partnership for Peace (PfP) programme and in October 2007 it signed the EU Stabilization and Association Agreement (SAA). Currently, Montenegro is in the process of accession negotiations with the European Union (EU) since June 2012 and began the Membership Action Plan with NATO in 2009.

Another important aspect of security sector reform is the establishment of the parliamentary and civilian control of security institutions. The Parliamentary Committee for Security and Defence was established and it performs democratic parliamentary control of the police, the military, the National Security Agency and other security agencies, as well the Council for Civilian Oversight of Police, as an independent expert body (Reforma sektora bezbjednosti u Crnoj Gori 2009-2012).

Other dimensions of the security sector reform have to do with the modernization and training of security agencies at all levels. Due to the government decision in 2005, Montenegro established the Police Academy³, as an educational security institution in Montenegro, with the aim of education, training and professional development of employees in the Police, the Ministry of Internal Affairs and the prison service.

The main pillars of Montenegro's national security policy are the MoD and the Army of Montenegro, Mol and DoP and the National Security Agency.

1. The MoD is responsible for tasks related to creating and implementing defence policy, defence planning, development and coordination of defence, international cooperation in the field of defence and organization, equipment, weapons, development and use of the Army (Mašulović:296). Since March 2012, the Minister of Defence of Montenegro is a woman. The Army of Montenegro is a professional defence force and it is under democratic and civilian control.
2. The Mol performs functions in five administrative areas: security preparation and supervision of the work of police, internal affairs, emergency situations and civil security, public administration and local self-management (Mašulović:216).The Directorate of Police has police jurisdictions, and is under the supervision of the Mol, and has competencies to protect public safety, rights and freedoms, property protection, combating all forms of crime, protection of protected persons, traffic control, securing state border control and other (Law on Police: Article 2).
3. The National Security Agency is responsible for providing intelligence service and thus is in charge of ensuring national security and the protection of the constitutional legal order, independence, sovereignty, territorial integrity and national security of Montenegro.

³ The Police Academy was established in 2006, based on the decision of the Government of Montenegro and according to the Project "Reform of the Montenegrin Police Education" (www.policijkskaakademija.me)

As this chapter will show gender perspective has not been stated in the initial strategic and legal documents. A platform for institutional security sector reform and building of the national security policy has been initiated only after Montenegro got independent in 2006.

Legal, policy, and institutional framework of Montenegro for Gender and Security

The development of the gender concept in Montenegro has started with the adoption of the new Constitution of Montenegro in 2007, which has established obligations for the state in regards to gender equality by stipulating that the state will guarantee equality for women and men and develop policy of equal opportunities (Constitution of Montenegro: article 18).

Legal framework for gender equality is based on the Constitution and the Law on Gender Equality adopted by the Parliament of Montenegro in July 2007. This Law provides guarantees for the implementation of gender equality rights, as well as measures to eliminate gender discrimination and the creation of equal opportunities for women and men in all social and political fields (Law on Gender Equality, 2007).

In order to implement the legislation on the protection of women's rights, Montenegro has established institutional mechanisms such as the Gender Equality Committee of the Parliament of Montenegro in 2001 and the Department for Gender Equality (previously known as the Office for Gender Equality) which from May 2009 rests within the Ministry for Human and Minority Rights (PAGE:8). These two institutions, in cooperation with local and international NGOs and offices of the EU, the OSCE and the UN, are actively in charge of the implementation of international standards in the wider social life of Montenegrin women (Tahirović:139). Also, numerous NGOs in Montenegro actively contribute to various projects which aim to raise awareness of women's rights and their position in society, politics and the security sector (Tahirović:139). As an example, in 2013 the NGO CEDEM organized the 'School of gender and security sector reform'⁴ and the NGO CEMI started a project called 'Women in Politics', in the same year⁵.

In 2011, Human Resources Administration, a Montenegrin governmental agency, organised a specialised training programme called 'Gender issues in the security sector'. This agency is also in charge of improving public administration capacities for the implementation of gender policy in the security sector (Tahirović:139). Since 2006, when security sector reform began in Montenegro, the number of women employed in security institutions has increased only incrementally.

⁴ Centre for Democracy and Human Rights (www.cedem.me)

⁵ Centre for Monitoring and Research (www.cemi.org.me)

Ministry of Defence

The largest shift in this direction can be noticed within the MoD where 40,58% of the employees are women.(Annual Report for 2013 on the implementation of the PAGE:57). It is also worth mentioning that almost half of the women employed in the MoD hold a university degree and positions as independent consultants. As such they perform the most complex tasks which require special expertise, independence and responsibility (Annual Report for 2013 on the implementation of the PAGE:57).

When it comes to higher levels of the hierarchy within the Ministry of Defence, there are two women employed: the Minister herself and the Secretary of Defence(Annual Report for 2013 on the implementation of the PAGE:58).

When it comes to the Army of Montenegro, women represent 8.97% of the body of the Army. More specifically, women represent 4.41% of land forces, 4.17% of aviation, and 0.69% of the navy. (SEESAC and UNDP:20). Women are better represented in other civil service positions in the Army, mostly in the medical service, as military personnel or in military police averaging around 41.24% (UNDP and SEESAC: 14).

Official data presented by Ministry shows that in the Army, 43 women are professional soldiers, three have officer rank, 12 are non-commissioned officers and 105 are civilian (Information on Activities Conducted in the MoD in 2013 due to thePAGE:2).In multinational peacekeeping operations where Montenegro participates, female soldier representation was 1,61% in 2012 and it is important to highlight that women were deployed few times in the Montenegrin military contingent in the ISAF mission in Afghanistan (UNDP and SEESAC: 25).

As for the inclusion of women in military education and professional training, some progress has been made in Montenegro in the last few years. Currently, nine young women cadets from the Montenegrin Army are at prestigious military academies abroad in the USA, Italy, Greece, Macedonia, and Germany (Information on Activities Conducted in the Ministry of Defence in 2013 due to thePAGE:3).

In 2010 6.35% of participants in basic military professional training were women. This representation in 2011 increased to9.23%.There was no such training held in 2012 and 2013,and there was no fresh employment in the Army of Montenegro. Female participation in the Army of Montenegro is not yet at satisfactory level, especially in the case of uniformed women and women in command military positions, but the trend has gradually increased over time, compared to the time when the Army of Montenegro was established.

The campaigns lead by the MoD and the Army of Montenegro to attract and motivate women for military profession in the media and public sector has had a very positive impact. The results of such campaigns were visible during 2006 when the recruitment

process for the admission of women in the Army started, and during 2008 when women cadets were sent to military education abroad (UNDP and SEESAC:6). Gender sensitive language is in use in the MoD of Montenegro through the adoption of regulations, documents and legal acts. Also, it should be emphasized that the MoD in 2013 has established a position of coordinator for Gender Equality (UNDP and SEESAC:87).

The MoD participates in regional projects on gender equality in security. One of them, 'Strengthening regional cooperation in the integration of a gender perspective in security sector reform in the Western Balkans' is led by the SEESAC and UNDP. The MoD participated in a survey organized by this project regarding women's position in the armed forces of the Western Balkans, the results of which were published with recommendations on how to improve the status and representation of women in the armed forces (UNDP and SEESAC:96).

It is too early to estimate the extent to which there was progress regarding women's position in the Army in the last few months, because the UNDP and SEESAC Study was presented in Montenegro in February 2014.

Ministry of Interior

The other security sector institutions important for this analysis are the Ministry of Internal Affairs and the DoP. These institutions did not achieve the level of gender inclusion and equality such as the MoD did.

In the Ministry of Interior MoI, 997 out of 5.291, or 18.84%, of the employees are women. Only five women hold managerial positions within the Ministry of Interior (Annual Report for 2013 on the implementation of the PAGE:58).

In the DoP, 642 out of 4,682, or 13.71%, of the employees are women. Of the total number of those deployed on police duties, only 11.77% are women police officers (Annual Report for 2013 on the implementation of the PAGE:58). Only one woman holds a senior position within the DoP of Montenegro (Annual Report for 2013 on the implementation of the PAGE: 58). It is worth mentioning that the Police of Montenegro is also a member of the Women Police Officers Network of South East Europe (WPON), an association established in November 2010, as part of the Project 'Support in the strengthening of Gender equality in police practice of Southeast Europe', supported by SEESAC and UNDP which unites nine South East Europe police organizations. However, this has not helped much on reaching a satisfactory level of gender quality within the Police of Montenegro.

National Security Agency

In the National Security Agency, there are 36% female employees and only 2% of them hold management positions⁶. Most of the women employed in the National Security Agency hold administrative positions (78.33%), while only 26.93% hold managerial positions (Reforma sektora bezbjednosti u Crnoj Gori 2009-2012:33).

Activities on the implementation of UNSCR 1325 in Montenegro

In January 2013, the Government of Montenegro adopted the Action Plan for Achieving Gender Equality (PAPRR) for the period 2013-2017 which gives a strategic and operational overview of national priorities for the improvement of the gender equality policy (Action Plan for Achieving Gender Equality 2013-2017: 3). The Action Plan, encompassing a four year period, covers the areas defined in accordance with the Beijing Declaration and Plan of Action. Between twelve critical areas of the Beijing Declaration, where gender inequality is most evident, Montenegro allocated nine areas to improve in order to achieve gender equality for the planned period.

Montenegro already began the implementation of UNSCR 1325 indirectly and in a decentralized way, because Montenegro has not yet prepared the National Action Plan as a mechanism for UNSCR 1325 implementation.

Activities for the initiation of the UNSCR 1325 implementation process have been conducted in Montenegro (Reforma sektora bezbjednosti u Crnoj Gori 2009-2012: 36). In June 2010, a regional parliamentary initiative, Cetinje Parliamentary Forum, was organized on the topic of "Women, Peace and Security –the 10th anniversary of UNSCR 1325". The forum adopted a joint declaration and stated the need for closer cooperation on the full implementation of the UNSCR 1325 and more effective approaches to the successful recognition of the values and principles of UNSCR 1325 (Joint Declaration on "Women, Peace and Security-the 10th anniversary of UNSCR 1325", adopted on 10 June 2010). Two years later, Montenegrin Parliamentary Committee for Gender Equality with the support of UN Women, in 2012, organized the international conference "Cetinje Parliamentary Forum: Women, Peace and Security –two years later", with the aim to encourage activities on UNSCR 1325 implementation.

It is obvious that promotion of the UNSCR 1325 and raising public consciousness are crucial preconditions on how to reach benefits for gender equality at the national level. In the last few years, progress has been made on awareness rising for issues covered

⁶ The structure of employees is announced on the official page of the National Security Agency (www.anb.me; Accessed in May 2014)

by UNSCR 1325 and the importance for gender issues in the security sector; however mechanisms for the implementation are not yet established in Montenegro (PAGE: 13). In January 2013, the Government of Montenegro included a chapter in PAGE, which refers to UNSCR 1325 implementation. It has eight activities with different terms of action (yearly or constant) and different stakeholders (ministries, NGO's and media) that are responsible for the implementation of the Resolution (Annual Report for 2013 on the implementation of the PAGE: 73):

1. Include gender perspective in security sector training, particularly for peace-keeping missions;
2. Develop promotional material on Resolution 1325 and carry out campaign on the topic of "Women, Peace and Security"⁷;
3. Organize training on Resolution 1325 for the Army of Montenegro;
4. Organize training for security sector on violence against women;
5. Organize a regional conferences on the implementation of Resolution 1325;
6. Establish a database on women and men in the Army and Police;
7. Implementation of the activities from the Program of the MoD that comes from the regional project on "Strengthening regional cooperation in the integration of a gender perspective in security sector reform in the Western Balkans";
8. Apply guidelines for gender sensitive police practices.

The following are the activities from the Action Plan that were conducted in 2013(Annual Report for 2013 on the implementation of the PAGE: 55-60):

- Participation in regional projects (activity 7) - MoD participated in a survey with other three Western Balkan countries (Bosnia and Herzegovina, FYRM, Serbia);
- Organisation of the conference on the status of women in the armed forces (activity 5) –NGO Institute for Public Policy, in cooperation with the Committee for Gender Equality of the Parliament of Montenegro and ministries, organized conference "Cooperation between state and non-state actors in the implementation of UN Resolution 1325", with the aim to initiate dialogue and cooperation between institutions, civil society, media, academia and citizens in the implementation of UNSC Resolution 1325 - Women, Peace and Security.

⁷ This activity did not implement in the planned term, what was stated in Annual Report for 2013 on the implementation of the PAGE.

Montenegro and Kosovo's approach to UNSCR 1325 – comparative analysis

There are certainly similarities between Montenegro and Kosovo in increasing principles for implementation of standards for gender and security. This is because both countries have the legislation on gender equality but the implementation in practice is less certain and obvious (Qehaja and Vrajolli: 76).

Inclusion of gender representation into security started earlier in Kosovo and international community put a lot of efforts into improving capacities for gender equality (Raifi:3). The issue of gender inclusion in Kosovo began to be treated as an issue more rigorously since 1999 (Qehaja and Vrajolli: 72). These endeavours were undertaken simultaneously with the consolidation of the institutions.

In Montenegro, on the other hand, this process began after independence was declared in May 2006, but mechanisms for the improvement of women's rights and gender equality were initiated earlier. Gender equality mechanisms for the implementation of laws on women rights such as Gender Equality Committee of the Parliament of Montenegro and the Department of Gender Equality (currently Office for Gender Equality, which is from May 2009 an integral part of the Ministry of Human and Minority Rights)

With regard to gender equality, Kosovo has a more developed institutional framework and significant mechanisms such as the central Agency for gender equality, offices for gender issues in each municipality, ministries and also has introduced the principle of quotas, introduced with Law on Gender Equality (Raifi:14).

When comparing the situation on female representation based on the percentage of women presence and distribution in managerial senior positions in the security sector, there are some differences between these two countries. The most significant difference is in women representation in police structure, where Kosovo is in a much better position with 14.85% representation of women (Raifi:4), whereas in Montenegro this stands at 11.77%. (Annual Report for 2013 on the implementation of the PAGE: 58). Also, when it comes to managerial positions in the respective police departments, Kosovo stands much better than Montenegro. In 2013, there was only one woman holding a senior position in Montenegro Police, whereas in Kosovo women are substantially promoted and ranked at the managerial structures (Raifi:12).

On the other hand, there is only a slight difference on representation of women soldiers at the operational level, with 8.16% in Kosovo Security Forces and 8.97% in the Montenegrin Army (UNDP and SEESAC:14). Both countries have adopted Action Plans for the Achievement of Gender Equality at national level, Kosovo did so in 2004 (Raifi:8) while Montenegro in 2013.

These two countries have a balanced approach towards the UNSCR 1325 implementation, but Montenegro is more oriented on a regional dimension and participates in the projects that are mentioned above (e.g. regional conferences, participation on SEESAC and UNDP project, etc.). Kosovo, on the other hand, has recognized the significance of the national focus. Kosovo made progress in drafting the National Action Plan (NAP) for the UNSCR 1325 implementation and the process is led by both the governmental and non-governmental sectors (Raifi:16). Also, the public administration and the local self-management in Kosovo are well prepared for gender issues because of the inclusions of offices for gender issues in municipalities as well as in ministries (Raifi: 18). Moreover, there are democratic preconditions for safe gender equality and gender mainstreaming within Kosovar society.

There is still a lot that needs to be done in Montenegro and Kosovo to implement UNSCR 1325, especially in regards to measures that need to be undertaken for security sector reforms. It can be concluded that both countries have to encourage women to apply for positions in security services, counter stereotypes and traditional understandings on women's role in society, and continue building institutional capacities for female education in performing security professions.

Concluding remarks and recommendations

The social environment for gender equality has been created in Montenegro in the last ten years and progress has been made in establishing the necessary institutional, political, educational and human capacities for the implementation of UNSCR 1325. Legislation on gender equality and antidiscrimination based on the Constitution of Montenegro has been adopted and there are improved institutional mechanisms that can be applied in practice.

National security policy after independence in 2006 is guided together with the processes to be integrated by the international community, primarily through the Euro-Atlantic integration processes. Montenegro has conducted security sector reforms since 2006 and at this stage of integration into the EU and NATO, new requirements and needs for reforms of the institutions have emerged with the purpose of being adapted for membership in these organisations.

Furthermore, Montenegro carries out activities on the implementation of UNSCR 1325 in the field of conducting gender-based training, conferences and seminars and applying conditions for use of gender-sensitive language in security institutions. However, there is still lack of activities regarding the preparation of NAP as an important mechanism for the implementation of UNSCR 1325.

Also, the number of women employed in security institutions or assigned at senior positions in the Army, Police and NSA of Montenegro is not sufficient.

Progress has been made in the inclusion of the principle of gender equality through the education of women in military academies abroad and in Policy Academies. Some progress has also been made in recruiting women as professional soldiers and police officers, through the establishment of institutions for the promotion of gender equality (e.g. position of coordinator for Gender Equality in MoD), and the adoption of measures from PAGE to implement UNSCR 1325.

The comparative experience of Kosovo and Montenegro in establishing gender in national security policy have similarities in legislation and institutions, but Kosovo has longer experience and was helped with support of international organizations. Female representation in the Kosovar Police is better than in the DoP of Montenegro, but in the Army the situation better in Montenegro. Both countries still do not have enough women in managerial positions in then security sector, but a good example is the Kosovar Police that stands much better than the Police of Montenegro. This reflects different approaches these two countries have towards UNSCR 1325 implementation: Kosovo has a primarily national focus and drafted the NAP, while Montenegro decided to rely more on a regional approach and projects.

Recommendations

- Gender mainstreaming needs to be drafted into the security policy documents of Montenegro and should be present in strategic documents and legislation for national security;
- The government and Parliament of Montenegro need to improve social responsibility mechanisms for implementation of gender policies and gender inclusion in the security sector as well as to improve instruments for the implementation of laws and strategies and to determine indicators for monitoring the effects and consequences of decisions on the equal status of women in security institutions;
- Activities for UNSCR 1325 implementation that are planned in document Plan of Action for Gender Equality for the period 2013-2017 (PAGE), need to be consistently applied and training on UNSCR 1325 awareness should be conducted in security institutions, with the aim to raise gender equality and overcome gender stereotypes

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II. Strengths and Weaknesses of the National Action Plan for the Implementation of Resolution 1325 in Kosovo

*Rrezarta Reka*⁸

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List of Abbreviations

AGE	Agency for Gender Equality
EULEX	European Mission for Rule of Law in Kosovo
FAK	Forcat e Armatosuratë Kosovës (Kosovo Armed Forces)
ICO	International Civilian Office
KFOR	Kosovo Forces
KLA	Kosovo Liberation Army
KWN	Kosova Women's Network
NAP	National Action Plan
OHCHR	Office of the High Commissioner for Human Rights
OSCE	Organization for Security and Cooperation in Europe
SRSG	Special Representative of the Secretary General
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNMIK	United Nations Mission Interim in Kosovo
UNSCR 1325	United Nations Security Council Resolution 1325
UNWOMEN	United Nations Entity for Gender Equality and Women Empowerment

Executive Summary

This policy brief presents a critical analysis on the implementation of the United Nations Security Council Resolution 1325 (UNSCR 1325) in Kosovo, with a special emphasis on the strengths and weaknesses of the National Action Plan for the Implementation (NAP) of UNSCR 1325- Women, Peace and Security, herein referred to as NAP. As the NAP was only promulgated in the beginning of 2014⁹ by the Prime Minister of Kosovo, the availability of reports on the NAP itself is limited. However, reports and analysis on the implementation of UNSCR 1325 is extensive, both by local and international authors and organizations, which provide solid foundation for further work. For the purposes of this brief, a general overview of the UNSCR 1325 is presented here, followed by its implementation in Kosovo, and a modest comparative analysis of the UNSCR 1325 implementation between states in the region and Kosovo.

As for the research methodology, this policy brief relies mainly on desktop research of respective legislation, reports, programs and other publications regarding gender equality. Interviews were also conducted as a qualitative method, with 7 relevant stakeholders, who actively participated in the drafting process of the NAP. One focus group of 8 women and 7 men with diverse backgrounds was organized, in which the availability of information on UNSCR 1325 in Kosovo and awareness on the NAP was discussed.

The main part of the policy analysis is focused on the NAP, identifying the main strengths and weaknesses through a critical perspective, through a SWOT analysis, followed by conclusions and recommendations. The analysis is focused on the NAP as a whole; however, some strengths and weaknesses are specific to the objective, activity and/or implementing party.

The main findings of this policy brief are that the National Action Plan was drafted in an inclusive and transparent process, and it has listed concrete objectives and activities for each of the principles it presents. However, although 51% of the budget is committed by the Government, the remaining 49%, that are not available and committed, will hinder somewhat the implementation of the activities.

This policy brief should provide a foundation for future elaborated work on the NAP, in particular the process of monitoring progress in its implementation.

⁹ Decision nr.09/168, dated on 29 January 2014.

Situation Analysis

According to the Public Pulse Report, 6th Edition¹⁰, women and girls are the third group mostly subjected to discrimination, alongside the elderly and youth. Stereotypes are still very much evident although not declared as such¹¹. However, work and actions towards gender equality and especially women participation in decision-making, is not an unfamiliar field in Kosovo. As it has been reiterated in an interview with Ms. Igballe Rogova¹², NGOs in Kosovo dealing with gender issues during the 90's were the representative voice in mobilizing women in protests and demonstrations against the oppression of Serbian state authorities. During the last war in Kosovo, women fought alongside men, however based on observations¹³, few seem to have been in commanding positions. According to BIRN¹⁴, the official association of KLA veterans includes 632 female members. As an illustration, in the Operational Zone of Dukagjini, there was only one woman officer, whereas in a brigade of 35 soldiers, there was only one woman private¹⁵. After the war ended, not a single woman participated in negotiations for the transformation of KLA.

With the establishment of the United Nations Interim Administration in Kosovo (UNMIK) as a civilian administration and KFOR as the peacekeeping force, the hopes of women for gender equality were high, as Ms. Rogova recalls. After all, it was the UN that had approved numerous Conventions towards the improvement of women's positions around the world. However, to the disappointment of the civil society and those representing women in particular in Kosovo, UNMIK was "totally patriarchal"¹⁶

While expectations were high, despite UNSCR 1325, and despite the active engagement of women activists, there was not a single woman included in the Kosovar negotiating team, during Kosovo-Serbia negotiations in Vienna, (interview, April, 2014). Nevertheless, the position of women in Kosovo's society has seen visible progress; in particular the introduction of a quota of 30% for women representation in the Assembly of Kosovo¹⁷. Kosovo today has a female President (the only one in the region), Minister and Mayor.

¹⁰ Public Pulse Report, 6, UNDP, pg.24, 2013;

¹¹ Hulumtimi Gruaja në Vendin e Punës dhe Vendimarrje, pg.50, 2011;

¹² Interview with Igballe Rogova, Head of Kosovo Women's Network, April 2014;

¹³ The author reached this conclusion based on reviewing documentaries on the last war in Kosovo and also the factual situation of monuments glorifying only men fighters;

¹⁴ No Rewards for Kosovo's Women of War, at BIRN, retrieved in: <http://www.balkaninsight.com/en/article/no-rewards-for-kosovo-s-women-of-war>;

¹⁵ Interview with Mimoza Shala, former KLA soldier in the Operational Zone of Dukagjini;

¹⁶ Fakte dhe Fabula për Rezolutën 1325, Rrjeti i Grave të Kosovës, pg. 21, 2011;

¹⁷ Article 2.12 Law on Gender Equality: http://www.iwraw-ap.org/resources/documents/GE_Kosovo.pdf;

Regarding security institutions in Kosovo, the Kosovo Police is composed of 14.85% women¹⁸. However, with the introduction of the National Action Plan, there is hope that the participation of women in the security sector in Kosovo will be improved. In more concrete terms, according to Ms. Tahire Haxholli, Chief of Sector for Investigating Family Violence in Kosovo Police, the NAP will call for awareness campaigns, directed especially at young women for their potential recruitment in Police units, training for women police officers and medical checks for the general health of women officers¹⁹.

Regarding the Kosovo Security Forces, Ms. Hadije Binaku an official at the KSF's Gender Equality Office in the Command of the Land Forces, considers the NAP to be important especially in awareness campaign regarding gender issues within the KSF, improving the gender balance in this institution, and the creation of a database for qualified women to participate in peace-building and peace-keeping missions²⁰.

Nevertheless, women still remain under-represented at an institutional level in Kosovo, with only 36.5% representation as the table below shows²¹ below:

Position	Women	Men	% Women
Presidents	1	0	16.7%
Prime Ministers	0	1	0.0%
Deputy Prime Ministers	2	4	33%
Ministers	2	17	10.5%
Prime Minister's Office	46	102	31.1%
Deputy Ministers	0	33	0.0%
Foreign Ministers	13	59	18.1%
All institutions	6,013	10,711	36.5%

Even the international structures in Kosovo, including the United Nations Mission Interim in Kosovo, (UNMIK), Organization for Security and Cooperation in Europe (OSCE), EULEX, (European Union Rule of Law Mission), ICO, (International Civilian Office), and KFOR, (International peacekeeping Kosovo Forces) failed to implement UNSCR 1325 within their own positions and missions, showing little or no awareness of the contents and obligations deriving from the resolution. It is considered that the UNSCR 1325 was somewhat neglected by the international structures in Kosovo because of the lack of proper training regarding the resolution itself, and also Kosovo as the setting of their

¹⁸ Raifi, Fjolla, KCSS Report, pg.12, 2013;

¹⁹ Interview with Tahire Haxholli, Kosovo Police, April, 2014;

²⁰ Interview with Hadije Binaku, Kosovo Security Forces, May, 2014;

²¹ Table 3: Fakta dhe Fabula për Rezolutën 1325, Prishtinë, 2011;

establishment. The table below presents the positions held by women in the international structures in Kosovo²²:

Table 2: Women in senior positions in Kosovo missions

Position	Men	Women	%Women
UNMIK SRSG	9	0	0%
OSCE Chief		0	0%
EULEX (in general)	2,175	637	29%
ICO Chiefs	1	0	0%
KFOR Commanders	16	0	0%

It was only in 2005 that, with the support of Kvinna till Kvinna, Kosovo Women’s Network delivered training for the Swedish KFOR regarding Resolution 1325, the position of women in Kosovo, and the local culture²³. In *Facts and Fables*²⁴, Claire Hutchinson, the former adviser for gender issues in UNMIK, is quoted to have said that the whole document (Resolution 1325) “encourages the General Secretary to carry out *his* work”, and I wonder: Will there never be a woman General Secretary?”, referring to the sexist language of the Resolution itself²⁵.

United Nations Security Council Resolution 1325 and its implementation in Kosovo

The United Nations Security Council adopted the Resolution (S/RES/1325) on women and peace and security on 31 October 2000²⁶. The significance of the Resolution lies in the fact that it marks the first case whereas a legal action was taken, in reaffirming the important role of women in the prevention and resolution of conflicts, peace negotiations, peacebuilding, peacekeeping, humanitarian response and in post-conflict reconstruction.

Furthermore, Resolution 1325 urges all actors to increase the participation of women and incorporate gender perspectives in all United Nations peace and security efforts. In addition to calls for women participation, it also calls upon all parties in conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, in situations of armed conflict²⁷.

²² Ibid, pg.16 ;

²³ *Fakte dhe Fabula, Rrjetii Grave të Kosovës, Prishtinë, 2011;*

²⁴ Ibid ;

²⁵ Ibid, pg. 11;

²⁶ For more on UNSCR 1325, see: <http://www.un.org/womenwatch/osagi/wps/>;

²⁷ Ibid.

The resolution provides implications for Member States of the United Nations system. However, non-member states choose to adhere to obligations stemming from the Resolution, in forms of adopting international human rights legislation in their domestic legislation, such as the case in Kosovo. The Constitution of the Republic of Kosovo, specifically articles 17, 18 and 19²⁸, and other international conventions, guarantee for the implementation of Resolution 1325. Based on the legislative framework of Kosovo, including the Law on Gender Equality²⁹, as well as other strategic documents approved by the Government of the Republic of Kosovo, such as: the Kosovo Program on Gender Equality³⁰, Kosovo Program against Family Violence and the Action Plan 2011-2013³¹ and the Anti-trafficking Strategy³² provide a firm foundation for the practical actions towards implementing the UNSCR 1325 in Kosovo.

The Government of the Republic of Kosovo,³³ on 20 February 2012, issued the decision for drafting the National Action Plan (NAP) for the Implementation of UNSCR 1325 “Women, Peace and Security”. On this occasion, this decision mandated the Agency for Gender Equality (AGE) at the Prime Minister’s Office, to coordinate and lead the working group for drafting the NAP. The working group is composed of representatives of various public institutions, civil society, and international partners. As stated by Ms. Edona Hajrullahu, the Executive Chief of Head of the AGE, the approval of this strategic document re-emphasizes the willingness of the Government of Kosovo to further ensure the full participation of women in all aspects of peacekeeping. This entails the following: negotiations, rebuilding efforts after the war, addressing issues of victims of sexual violence during the war, as well as the integration of gender issues in the security sector and the equal representation of women in foreign missions. In addition, close cooperation of institutions and women organizations are also included³⁴.

In regards to the significance of the implementation of UNSCR 1325 in Kosovo, in accordance with the recently approved NAP, Ms. Hajrullahu believes that a greater participation of women in decision-making will be ensured, along with a greater participa-

²⁸ Constitution of the Republic of Kosovo retrieved in: <http://www.kryeministri-ks.net/repository/docs/Constitution1Kosovo.pdf>;

²⁹ Law on Gender Equality retrieved in: http://www.iwraw-ap.org/resources/documents/GE_Kosovo.pdf;

³⁰ Kosovo Program on Gender Equality retrieved in: <http://www.womensnetwork.org/documents/20130529105303566.pdf>;

³¹ Kosovo Program against Family Violence retrieved in: <http://abgj.rks-gov.net/Portals/0/Programi%20i%20Kosov%C3%ABs%20Kund%C3%ABr%20Dhun%C3%ABs%20n%C3%AB%20Familje%20dhe%20Plani%20i%20veprimit.pdf>;

³² Kosovo Anti-Trafficking Strategy retrieved in: <http://www.mpb-ks.org/repository/docs/TQNJAnglisht.pdf>;

³³ Decision nr. 560 dated on 20 February, 2012, issued by the Deputy Prime Minister of Kosovo Mimoza Kusari-Lila;

³⁴ Interview with Edona Hajrullahu, Executive Chief of the Agency for Gender Equality, May, 2014;

tion of women in peace-building and peace-keeping processes³⁵, such as: Ms. Hajrulahu is hopeful that the implementation of the NAP will ensure greater participation of women and the integration of gender perspectives in security structures as well as addressing the welfare of victims of sexual violence during the last war in Kosovo, through protection, rehabilitation and re-integration.

Currently, 17 European countries, 13 of which are EU member states, have adopted NAPs. Its adoption is underway in Ireland, Bulgaria, Greece and Slovenia. Germany was against developing a specific NAP for the Resolution 1325, arguing that there are sufficient actions plans in place, covering UNSCR 1325³⁶. Below, is a table presenting countries and their NAP's:

Country	Date of Adoption
Austria	August 2007
Belgium	February 2009
Bosnia-Herzegovina	July 2010
Croatia	2011
Denmark	2008
Estonia	November 2010
Finland	September 2008
France	August 2010
Iceland	March 2008
Ireland	2011
Italy	February 2011
Lithuania	December 2011
Netherlands	December 2011
Norway	2011
Portugal	August 2009
Serbia	2011
Slovenia	2010
Spain	November 2007
Sweden	February 2009
Switzerland	November 2010
United Kingdom	February 2010

³⁵ In Kosovo, peace-building processes entail efforts to strengthen the institutions towards a political and socio-economic stability. Peace-keeping in Kosovo is ensured by the international KFOR presence on the ground. National security institutions in Kosovo, contribute to peacekeeping efforts, in collaboration and coordination with international peace-keeping structures.

³⁶ See more in EPLO: European Peacebuilding Liaison Office in: <http://www.eplo.org/implementation-of-unscr-1325-in-europe.html>;

According to the Report on the Status of Implementation of UNSCR 1325 in the Western Balkans (Helsinki Committee for Human Rights in Serbia, 2012), Albania has vested the role of promoting gender equality to the Ministry of Labour, Social Affairs and Equal Opportunities³⁷. Montenegro has different bodies such as the Department of Gender Equality, within the Ministry of Justice, dealing with gender issues, and a Plan of Activities for Gender Equality 2008-2012³⁸. A NAP for Gender Equality is the basis for gender equality work in Macedonia, along with other laws, in particular the Amendment to the Law on Equal Opportunities for Women and Men (2008), which provides for actions to be taken in regards to the implementation of UNSCR 1325³⁹.

Compared to other countries in the region, Kosovo is much more advanced in terms of women participation and representation in public positions at the central level. Based on the data presented by the research "Survey: Women in Work and Decision-Making Process in Kosovo"⁴⁰, Kosovo ranks 17th in the world for women representation in decision-making, in particular at the Assembly of Kosovo, making it the leading country in the region, with 33.33% women representation in the Assembly. On the other hand, data presented by the Inter-Parliamentary Union, show the following information regarding women representation in the respective assemblies of the countries of the region: Bosnia and Herzegovina 17.35%, Croatia 21.4%, Macedonia 30.9%, Montenegro 12.3% and Serbia with 32.4% of women MPs⁴¹.

Ms. Flora Macula, Head of UNWOMEN in Kosovo, in an interview for purposes of this paper, having been involved in the process of UNSCR 1325 implementation in Kosovo, as well as in the drafting process of the NAP, also states that Kosovo is much more advanced in terms of implementing the Resolution and the NAP⁴². In addition, Ms. Macula shared that prior to the NAP being drafted, UNWOMEN supported numerous training modules at the Kosovo Judicial Institute, in particular the Trainer for Trainers Program, focusing on Resolution 1325. With the support of UNWOMEN, as noted by Ms. Macula, training curricula of the Kosovo Police Academy also contains UNSCR 1325 within its programs. In addition, the Human Resources Department of the Kosovo Police included relevant referrals to UNSCR 1325 in their work, as Ms. Macula notes. One of the main results the establishment of the Policewomen Association.

³⁷ Ibid, pg. 11;

³⁸ Ibid, pg.17;

³⁹ Ibid, pg. 24;

⁴⁰ Referred to in the National Action Plan for the Implementation of Resolution 1325 in Kosovo, pg. 22;

⁴¹ Ibid, pg. 22;

⁴² Interview with Flora Macula, Head of UNWOMEN in Kosovo, April, 2014;

National Action Plan for the Implementation of UNSCR 1325 in Kosovo- Women, Peace and Security

The NAP for the Implementation of UNSCR 1324 in Kosovo – Women, Peace and Security, has been drafted through an inclusive, open and transparent process, under the auspices of the AGE. The drafting working group was composed of 28 members representing the institutions of Kosovo, the civil society and the international partners. The entire process was supported by UNWOMEN and the Office of the High Commissioner for Human Rights (OHCHR)⁴³. According to Mr. Joel Mermet, Head of Stand-alone OHCHR Office in Kosovo, support to the implementation of the NAP will continue to be provided just as it was provided during the drafting process. Mr. Mermet stated that the work-plan of the Office as well as the drafted strategy corresponds in certain objectives with the NAP, in particular Objective 3, which provides a common ground for cooperation and support. In regard to the Objective 3 of the NAP, Mr. Mermet is satisfied that the amendments to accommodate victims of sexual violence on the Law on the Status and Rights of Martyrs, Invalids, Veterans, Members of KLA, Civil Victims and their Families⁴⁴, have now been passed. Concerns remain however with the timeframe, which covers only the conflict period⁴⁵.

The NAP however, is a comprehensive mid-term strategic plan, with a clear three year time-frame for implementation, aiming to ensure the following:

- Promotion and implementation of UNSCR 1325 in Kosovo;
- Contribution to the implementation of UNSCR 1325 at the local, regional and global level;
- The creation of an opportunity for the coordination of joint actions among the state, civil society and interest groups to implement UNSCR1325 and other programs promoting gender issues in Kosovo;
- The creation of a new premise for empowering and promoting women’s human rights;
- The integration of gender issues in security affairs;
- The creation of opportunities to promote “transitional justice” in Kosovo (Ibid, pg. 7, 2014)

⁴³ See more on the Working Plan to Implement Resolution 1325, “Women, Peace and Security” 2013-2015, March 2014;

⁴⁴ See the amendments to the Law, retrieved on May, 2014, in: <http://www.kuvendikosoves.org/common/docs/ligjet/04-L-172%20sh.pdf>;

⁴⁵ Interview with Joel Mermet, Head of Stand-Alone Office of the High Commissioner for Human Rights in Kosovo, May, 2014;

There are three main principles around which the NAP had been drafted: the principle of transparency and inclusion; the principle of local ownership, both in the materialization of objectives but also the resources to be involved in the implementation of the NAP; and the principle of continuity, in ensuring an analysis of existing Government interventions. All of these principles are obvious in the NAP itself, also reiterated by Ms. Edona Hajrullahu. As an institution mandated to lead the process in drafting this strategic document, based on Ms. Hajrullahu, the Agency has tried to draft a document which was acceptable to all involved, in an inclusive and transparent process. In addition, according to Ms. Hajrullahu, the media and different interest groups were also invited to and present during the drafting process. The members of the working group, as shared by Ms. Hajrullahu, not only provided their expertise coming from different sectors, but also presented a voice of special groups of interest⁴⁶.

The main objectives of the NAP are: Increased participation of women in decision-making and in processes of peace-building and peace keeping; integrated gender perspective and increased women participation in security structures; victims of sexual violence, torture and other forms of war/conflict related violence have access to functional mechanisms for their protection, access to justice, rehabilitation and re-integration. Both Ms. Macula and Ms. Rogova share the same impression on the inclusiveness of the working group. Ms. Rogova also believes in the capacities of the Agency for Gender Equality to oversee the whole process of implementation. Whether the NAP is real and ambitious, Ms. Hajrullahu said that since the nature of the NAP is of a vivid and dynamic document, the NAP can be adapted in conformity to the changes in the economic and social context in the country. All challenges and lessons learned will be reflected in the monitoring and evaluation reports, continued Ms. Hajrullahu⁴⁷.

Strengths and Weaknesses of the National Action Plan for the Implementation of UNSCR 1325

The NAP for UNSCR 1325 itself is considered a significant contribution to the overall improvement of the position of women in Kosovo. Furthermore, it is bound to increase women participation in decision-making and peace-keeping process as well as balanced representation in security structures. However, the NAP nevertheless, as a dynamic and a flexible policy adaptable to social and economic circumstances, contains certain weaknesses, which if addressed, could further improve the implementation of NAP.

⁴⁶ Interview with Edona Hajrullahu, Executive Chief of Agency for Gender Equality, May, 2014;

⁴⁷ Ibid;

Tabular Presentation of the SWOT of NAP:⁴⁸

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ● Inclusive, transparent and participatory drafting process; ● National ownership; ● Consideration of needs of the Kosovo society, and women in particular; ● Committed support by international stakeholders, UNWOMEN and OHCHR; ● Participation of civil society, Kosovo Women Network; Awareness campaigns; ● Support to women initiatives, association and unions within security structures; ● Support to child daycarecenters for policewomen and women soldiers; ● Database for qualified women for peace-keeping missions; ● Registration and documentation of cases of victims of sexual violence from the war; ● Capacity building for police investigators, judges and prosecutors for cases of sexual violence related to conflict and war. 	<ul style="list-style-type: none"> ● Poor linguistic quality in Albanian; ● Crucial elements of strategy, such as vision and mission, missing; ● Budget constraints and unfunded costs; ● Monitoring and reporting both vested upon the Agency for Gender Equality; ● No clear reporting requirements and time-frames; ● Parliament not sufficiently represented in NAP; ● Women's Caucus not represented; ● No clear analysis of stakeholders, international and national ones; ● Important stakeholders not included in certain activities; ● Local government not sufficiently represented; ● No reference to international peacekeeping and rule of law institutions in Kosovo; ● No baseline for the exact number victims of sexual violence during the war; ● Women forums within political parties;
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ● Attractive project for potential donors; ● Integration processes in Kosovo require women participation in decision-making; ● New government structure after elections; ● Gender budgeting trainings on-going in municipalities of Kosovo⁴⁸; ● OHCHR to support certain activities of Objective 3. 	<ul style="list-style-type: none"> ● Delays in approving the Law on FAK (Kosovo Armed Forces); ● New government structure after elections; ● Gender stereotypes and gender-based discrimination.

⁴⁸ According to Brikena Sylejmani, UNDP Gender Mainstreaming Officer, UNDP is organizing trainings on gender budgeting for each of the municipalities in Kosovo;

Conclusions

There is still a lot of work to be done and efforts to be putting to achieve a social mentality shift in favour of a better and improved gender equality in Kosovo. As the Deputy Chief of UNICEF is quoted to have said in “Facts and Fables” “Resolution 1325 is very far away from rural places”⁴⁹. Reaching this mentality shift, will be a challenge in itself. However, it is the duty of the public officials and public policies to carry through the process of this mentality shift. One of these policies is the NAP for the Implementation of UNSCR 1325 in Kosovo. The NAP is quite progressive in comparison to the region and Europe, and it is specific and considerate to the society in Kosovo, and women needs in particular.

There is no documentation of the exact number of cases of women victims of sexual violence during the war. As recalled by Ms. Rogova, UNMIK had neglected the documentation collected by the civil society in Kosovo, and should be held legally responsible for such actions. Out of hundreds and perhaps thousands of cases of sexual violence, ICTY has indicted not even one perpetrator of such violence⁵⁰.

The NAP is a public policy with a budget, albeit a non-complete one. However, the budgetary commitment of 51% represents the commitment and dedication of the Government to implement the Resolution 1325 in Kosovo. Still, 49% of the budget remains uncovered. UNWOMEN, as stated by Ms. Macula, will assist the Agency for Gender Equality in fund-raising activities for the cost that has remained uncovered by the NAP. Nevertheless, the success or the failure of a public policy, as the NAP aims to be, is often traced back “to performance measures and expenditure composition in the budget”⁵¹.

Awareness activities planned and foreseen by the NAP are believed to contribute significantly to educate the public on UNSCR 1325 and the NAP. This is particularly important as the Focus Group, showed that all focus group members (8 women and 7 men of different background) were somewhat aware the general gender equality situation in Kosovo as well as of the importance of women participation in decision-making. However, none of them had ever heard of UNSCR 1325, its implications for Kosovo and the existence of the NAP⁵².

The local level is represented in some parts of the NAP, but not sufficiently. There had even been a separate Project to address the women participation in peace building and planning after the conflict in Kosovo, as a joint endeavour between UNWOMEN,

⁴⁹ Fakte dhe Fabula, Rrjeti i Grave të Kosovës, pg. 140;

⁵⁰ Ibid, pg. 91, 2011;

⁵¹ Farnham and Guess, pg. 126, 2000;

⁵² Focus Group discussion 22 April, 2014, Prishtina;

EU and UNDP in Kosovo⁵³. The aim of this joint Project had been to gather recommendations from nine municipalities, through round table discussions with both men and women regarding potential actions to increase women participation. However, the NAP does not show a clear collaboration with local governance, the National Gender Officers, and even the community health centers, as per certain objectives in the NAP.

While the drafting process was overseen by the Agency for Gender Equality as a central government institution and the drafting process included representatives of the Presidency, the Courts and Prosecution, it did not, however, include the Parliament and its Committees, and it does not include the Women's Parliamentary Group either. Despite of the fact that the NAP is sponsored by the Government, the inclusion of the legislative branch would complete the whole spectrum of power in Kosovo. This is also directly related to the monitoring and reporting aspect of the NAP, which has been entirely vested upon the Agency for Gender Equality. While reporting should be a duty of the AGE, monitoring as a parallel duty, leads to the conclusion that the policy-maker is monitoring its own progress. Reporting in general is not given much importance in the NAP, and some objectives explicitly require annual reporting only.

According to Ms. Nazlie Bala, a women's right activist and former UNDP Women and Safety Initiative Project, and based on her professional experience in participating in numerous national actions plans, the main challenge remains the political will to support the initiative and the institutional commitment towards the practical implementation of activities, especially the budget, (Interview, May, 2014).

Recommendations

Recommendations are provided based on the weaknesses, strengths and opportunities identified by this paper. As such, they may serve in drafting alternatives and options which could provide a foundation for future work.

- Funds and the budget for the implementation of activities remain a problematic issue for the NAP process. Therefore, fund-raising activities should begin as soon as possible, in coordination with UNWOMEN and other potential donors;
- In the absence of an extensive stakeholders analysis, one needs to be drafted and attached to the NAP, as a complimentary document outlining clear duties and responsibilities of institutions and other stakeholders;

⁵³ Programi i përbashkëti BE, UNWOMEN dhe UNDP për Gratë, Paqën dhe Sigurinë, Njësia për Politika, Hulumtime, Cështje Gjimore dhe Komunikim (PRGC);

- Since there is no strict clarity for monitoring and reporting duties, an addition to the NAP must outline clear monitoring and reporting requirements and responsibilities, along with deadlines and time-frames, as an addition to the NAP, clarifying the institution to monitor the implementation, and the institution the implementation is reported to;
- The list of institutions to be included in the implementation of the NAP could be improved. Therefore, it is recommended to explore opportunities to include more closely the local government institutions in particular, as well as other institutions, such as: higher education institutions, universities (public and private), in particular to encourage women participation in security studies;
- Awareness campaigns must begin as soon as possible with the citizens of Kosovo as the target audience, and not just women. In addition, as part of awareness raising, round tables with stakeholders and institutional representatives should be organized, to discuss the progress of the implementation.
- Periodically, regional conferences are also recommended for purposes of exchanging experiences.

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Kosovo Program on Gender Equality retrieved on April 2014, in: <http://www.womensnetwork.org/documents/20130529105303566.pdf>;

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III. The mechanisms for the implementation of the UNSCR Resolution 1325

*Kaltrina Selimi*⁵⁴

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List of Abbreviations

AGE	Agency for Gender Equality
CSO	Civil Society Organizations
KWN	Kosovo Women Network
MP	Member of the Parliament
NAP	National Action Plan
OECD-DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
SSR	Security Sector Reform
UNSC	United Nations Security Council
UNSCR 1235	United Nations Security Council Resolution 1325
WPS	Women Peace and Security

Introduction

In its efforts towards building stable and democratic institutions, Kosovo has not emphasized women's leadership role in such efforts. When Kosovo launched the National Action Plan (NAP) for the implementation of the United Nations Security Council Resolution (UNSCR) 1325 in March 2014, hopes were raised for more gender-sensitive policy making in Kosovo. The NAP was launched by the Agency for Gender Equality (AGE), a prime-ministerial agency.

This paper analyses Kosovo's NAP and its mechanisms for implementing the UNSCR 1325. It attempts to compare the actions/outputs and the indicators with the achieved targets and it identifies key elements that can determine the success of the NAP in order to introduce the national institutions with better ways and methods for implementing the NAP in Kosovo.

Kosovo's NAP, like most of the other countries NAPs, is put in place with the purpose to strengthen the commitment and accountability of national institutions towards gender issues and to ensure monitoring and reporting on the implementation of the Resolution nationwide (Hoxha & Shima 2013, p. 77). The NAP outlines accountability mechanisms and the role of civil society, such as the entry points for input and feedback in the process of monitoring and evaluation. These are well-defined indicators that reflect the impact and not just activities and outputs.

As for the methodology, this paper relies mainly on methods of desk research and literature review, such as content analysis and the review of publicly accessible national action plans (NAPs) online and international reports and document analysis. The paper is divided in two parts: the first explains the strengths of the Kosovo NAP while the second part examines the weaknesses of the Plan.

The prime purpose of this analysis is to provide thorough information on the NAP, including information such as enactment date (does it include information on launching or approving dates?); the length (is it too short or long to explain the necessary background on NAP for Kosovo?); preparation period; timeline for implementation (does it include periodic timeframes or full-cycle timeframes?); information on agents involved in the preparation of the plan; levels of activities (e.g., local, national, international); priority areas; implementation agents; communication/cooperation of agents; performance measurements; reporting and feedback; financial allocation and involvement of the civil society.

Using the above-mentioned parameters, the analysis in this paper shows that good practices prevail in the Kosovo NAP. Besides its positive sides that this paper stresses, it also focuses on the weaknesses of the NAP in order to raise the attention of the involved stakeholders on a timely basis so corrective actions can be taken. While many accountability mechanisms are envisaged in the NAP of Kosovo, this paper depicts

three main challenges that hinder satisfactory implementation of the UNSCR 1325, and those are: accountability, data transparency and political will.

Therefore, increased data transparency, gender-sensitive campaigning within political parties and revision of the action matrix are recommended for overcoming the identified challenges.

Resolution 1325 and Kosovo's NAP

Women and children account for more than half of the population and in conflict situations are among the first to be evacuated as they are considered the most vulnerable. The surviving women usually help reconstruct war-damaged communities. However, the fate of women in conflict and post-conflict areas has traditionally been in the hands of male diplomats and leaders who looked upon security matters through a masculine mindset (CEDAW & UNSCR 1325, n.d.). The lack of women experiences and perspectives of war and peace in resolutions of conflict throughout the 20th and 21st centuries, were unjust omissions to the processes of peace building (GENDER, WAR & PEACEBUILDING, 2012).

The crucial turning point in advancing gender equality situation in the world was the UN Security Council's (UNSC) adoption of Resolution 1325 *Women, Peace and Security* on 31 October 2000 which is considered to be an important tool in advancing women's right for participation in peace and security processes. The 2004 report of the Secretary-General on Women, Peace and Security called upon all member states to draft and adopt comprehensive National Action Plans (NAP) for implementation of the Resolution UNSCR 1325 in order to speed up its implementation.

Political participation of women in Kosovo and their ability to exercise rights has been more limited than that of men. Not only the local institutions, but also the United Nations Mission in Kosovo (UNMIK) conspicuously failed to implement UNSCR 1325, for instance. It did not meaningfully promote women's participation in Kosovar peace processes or give women leadership roles within its own structures (Castillejo 2011, p.3).

In response to these gaps and for the purpose of promoting the specific objectives and goals of the Resolution 1325, Kosovo started the process of drafting a NAP for the period of 2013-2016 (Raifi 2013, p. 74). In 2014, Kosovo adopted and approved the NAP for implementation of the Resolution 1325, to be implemented by the Agency for Gender Equality (AGE), which will coordinate the planned activities between Gender Equality Officials from the involved institutions, civil society organizations (CSO), and international stakeholders.

The working group that drafted this plan consisted of 28 members including representatives from government institutions working on peace and security, civil society representatives working in the area, as well as representatives of international partners who have a contributing and supporting role in the process (NAP 2014, p. 8).

Kosovo's NAP is focused on improving three specific areas of women inclusion: 1) increasing participation of women in decision-making and in peace-building processes; 2) integrating gender perspective and increasing women participation in security structures; and 3) providing access to justice for victims of sexual violence during the conflict period (NAP:2014). As the first two had been previously tackled and elaborated by stakeholders, the NAP aims to resolve the issue of violence against women during the war (Raifi 2013, p.85).

The Resolution 1325, Article 10 "Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict" (1325/2000).

Only weeks after the adoption of the Kosovo NAP, the assembly voted to remedy the plight of about 20,000 victims raped during the 1998-99 Kosovo war by amending a law on the status of civilian victims and veterans to include persons subjected to sexual assault (2014/04-L-261). Moreover, in post-conflict Kosovo, violence and sexual harassment against women increased; this was a reflection of the poor economic situation and post-war trauma. As a result, women activists from KWN are active in public campaigns to raise awareness about violence against women and to inform women of their rights (KWN 2013, p.10).

Although victims reported more cases to the justice system, Kosovo's courts failed to consistently implement the Domestic Violence Regulation.⁵⁵

Donors and partners are partly accountable for the development sector in Kosovo (OECD-DAC 2005), therefore mutual accountability is essential for a successful action planning process (Cordaid & ICAN-GNWP 2011, p.55). Since the Kosovo NAP mentions that the financing will be arranged within the framework of individual government institutions' budgets and the donor assistance plan, mutual accountability can be embraced upon successful implementation of the NAP.

Looking constantly to improve the implementation of the Resolution 1325, Kosovo's government has accepted responsibility for its role in this process and goes one step further by covering the funding of the NAP up to 51% of the estimated budget. How-

⁵⁵ Family Law prohibits domestic violence; UNMIK Regulation 2003/25 On the promulgation of Criminal Offences Against International Law Adopted by the Assembly of Kosovo covers "Criminal offences against life and body" including rape, sexual assault; Regulation 2003/12 provides three types of protection orders including against Domestic Violence.

ever, without an allocated budget the implementation of the NAP is seen as critical; hence, it will always rely on the awareness of the institutions/ministries of their annual and medium-term budgets to plan them accordingly to the actions planned by the resolution (Färnsveden, Qosaj – Mustafa & Farnsworth 2014, p. 6, 7).

Strengths of the Kosovo NAP for the implementation of the UNSCR 1325

Opportunities

The development of Kosovo's NAP strengthens the national focus on women, peace and security (WPS). A lot of opportunities lie in the NAP, since the action plan promotes gender mainstreaming and schedules concrete actions to empower women across sections of government (KWN 2009, p. 40). The process of the development of this NAP results in an increased national-level understanding for the need of having a WPS agenda at state level as well as the need of increased actions.⁵⁶ Planning processes that involve monitoring mechanisms that evaluate the foreseen actions in the NAP and identify gaps and appropriate responses will likely produce the most prosperous action plan and make a way for the inclusion of new initiatives.

The Kosovo NAP, in addition, explains the existing national legal framework and other international legal documents adopted by the Government of Kosovo. Although Kosovo is not a European Union member state, NAP paves the road for Kosovo to act in accordance to the EU standards on Gender Equality, thus the implementation of the NAP has added value to the EU integration processes of Kosovo (NAP 2014).⁵⁷ Furthermore, the NAP envisages activities that promote Economic Empowerment of Women and creates opportunities for micro-financing small businesses led by women, as well as promotes equal opportunities for employment and promotion at various work places with the focus in the security sector and the Kosovo Police (NAP 2014)

⁵⁶ From the regular meeting of the Government, chaired by the Prime Minister Thaçi, on January 29 2014 when the NAP was initially approved, the decisions from that meeting are available at: <http://www.kryeministri-ks.net/?page=2,9,3979>

⁵⁷ Taken from the explanatory part of the NAP, it recognizes the need of harmonizing the laws and judicial system structures in line with EU standards.

Clear and attainable objectives

The main purpose of the Kosovo NAP is to promote implementation of the Resolution 1325, but also to put effort into identifying priorities and areas for improving women participation (Lucatela, 2013). In order to prevent the failure of the NAP by formulating unrealistic outcomes, it is important for the objectives to be challenging yet attainable. The Kosovo NAP has formulated its objectives around the four pillars of Resolution 1325: Prevention, Participation, Protection and Relief and Recovery (NAP 2014). Priorities that Kosovo NAP addresses are according to the needs in Kosovo context, and include activities that can improve issues from the following areas:⁵⁸

Gender Mainstreaming

Peacekeeping

Security Sector Reform (SSR)

Reintegration of women survivors of sexual violence, torture and other forms of violence associated with conflict/war

Governance and state building

Gender Equality

Transitional Justice

Access to justice

Economic empowerment of women

Advocating for gender sensitive legal frameworks and policies

Kosovo's NAP makes these objectives easily attainable as it has contemplated concrete actions such as training, workshops, providing scholarships for increasing the number of women at decision-making positions, and small business grants for women empowerment.

It also includes establishing child care centers, women career counseling offices for women in security, creating central database of war crimes conducted on women, as well as providing psychosocial, medical and legal (free of charge) aid for survivors of conflict/war related sexual violence, all in purpose of eliminating obstacles that would deter or discourage women in participating in the planned activities (NAP 2014).

⁵⁸ Taken from the Action Matrix of the National Action Plan for Implementation of the UNSCR Resolution 1325, Kosovo, 2014

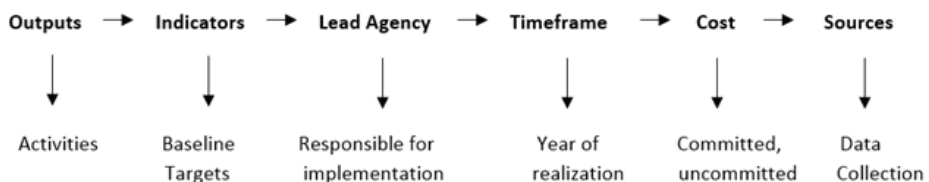
Structure of the Kosovo NAP for the implementation of the Resolution 1325 (2013-2016)

Kosovo's NAP deals with situation analysis in 32 pages and presents the matrix of the actions in 16 pages. The Kosovo NAP does not include introductory information such as enactment date or preparation period, but it mentions the date of forming the working group for drafting the NAP. Moreover, it includes detailed and concise information on agents involved in preparing the NAP with a background on their previous contribution on enhancing women's position in Kosovo.⁵⁹

Additionally, it analyses the current Kosovar legal framework on gender equality, provides information including national decisions on gender-relevant considerations. It also gives statistical data of women in political representation and women's participation in decision-making, women's participation in diplomacy and judicial system, gender perspective of the security sector. It recognizes the concern of under-reported gender based violence cases. Moreover, it addresses the need for national programs specifically answering the issue on women as victims of sexual violence during the war and the role of the civil society in helping in the process of reintegration as well as in promoting and monitoring implementation of the Resolution 1325 (NAP 2014).

The Action Matrix of the Kosovo NAP is organized in a way that outputs feed into activities. For each activity/output there are concrete indicators planned to be achieved which are further elaborated in existing baselines and desired targets (Action Matrix, NAP 2014). Additionally, for each activity it states which is the lead institution or partner institution or organization responsible for the implementation, year and cost of realization.

Furthermore, the action matrix of the Kosovo NAP has envisaged a section within the matrix that points out what data sources will be produced by each activity/outputs, such as reports, policy documents, or published researches. It is worth noting that this section itself represents a good practice of monitoring mechanism if it is to be fulfilled according to the plan itself.



⁵⁹ See more on the Working Plan to Implement Resolution 1325, "Women, Peace and Security" 2013-2016, March 2014

The Kosovar government has committed in its Budget Circular to support four main priorities: sustainable economic development, good governance through strengthening the rule of law, human capital development and increased social welfare for all citizens.⁶⁰ All of these commitments relate to minimizing domestic violence and furthering gender equality, and all institutions must consider these priorities when preparing budgets (KWN/2012).

In addition, a very significant fact that places Kosovo's NAP among the well-organized and designed action plans with the most detailed actions matrix compared to the states of South-East Europe is that Kosovo's NAP is the only one that contains detailed information on budget spending per each activity/output (Peacewomen, 2014)⁶¹.

Inter-sectorial cooperation

It seems that the core driving force for the implementation of the Resolution 1325 is the coordinating group designed to coordinate actions and activities in public and non-public sectors. This group brings together all the ministries involved, civil society stakeholders and other relevant representatives (NAP 2014). The inter-sectorial approach increases ownership of the NAP and raises awareness on seeing the Resolution 1325 not solely as a "women's issue" but as an important element at national state level (Lucatela, 2013).

With the appointment of the gender equality officials in all ministries and municipalities and with the establishment of the inter-ministerial council on gender equality in 2006, the drafting and the promotion of policies and activities that promote gender equality was made easier and inter-sectorial communication was simplified (AGE 2008, p. 26).

Additionally, inter-sectorial cooperation supported by the Kosovo NAP strengthens the oversight mechanisms such as the establishment of the implementation oversight mechanisms through associated council meetings, by jointly reviewing of reports on progress can lead to better implementation of the plan (AGE/2008).

⁶⁰ Republic of Kosovo, Ministry of Finance, Budget Circular 2012/01. A budget circular is a document that the Ministry of Finance provides to guide municipal and national budget organizations in preparing annual budgets

⁶¹ Macedonia's NAP does not have action matrix nor information on cost or budgeting of activities/outputs, further explained on the review published by Peacewomen, available at: http://www.peacewomen.org/assets/file/NationalActionPlans/miladpournikanalysisdocs/macedonia_specificity_pournik_2014.pdf

Women victims of sexual violence during the war and NAP for the implementation of the UNSCR 1325

Bearing in mind the fact that sexual violence is still considered a taboo in Kosovar society, many victims of sexual violence have not documented their cases. There is no accurate estimate of the number of women and girls who were raped or suffered other forms of sexual violence during the Kosovo war, although it is believed to be in the thousands (Amnesty International 2012).

Furthermore, the NAP plans concrete measures on improving the life of the women survivors of sexual violence. The NAP plans activities such as improving the legal framework on the treatment, rehabilitation and reintegration of these survivors, documenting cases of survivors, access to justice as well as training for prosecutors for better dealing with these kinds of cases and capacity building of psychosocial providers for supporting the survivors.

As for their economic empowerment, activities such as raising awareness among potential employers, supporting the survivors through business initiation training, encouraging the development of the small businesses, organizing awareness raising campaigns as well as media training on increasing sensitive and assertive reporting, are all foreseen.

Weaknesses of the Kosovo NAP for implementation or the UNSCR 1325

The Kosovo NAP – over-reliance on it as an answer to “all women needs”

The Kosovo NAP must not be confused as a remedy for all-women concerns and issues in Kosovo. Moreover, bearing in mind that implementation of the NAP mostly relies on the political will (Peace women 2010, p.9), women’s lack of authority to raise their voices within their own political parties has shown some troubling consequences. There have been a number of cases in which female MPs have been vocal in the support of certain points during meetings with political representatives, but have later stopped attending discussions when their own party has adopted a contrary position; Qosaj-Mustafa (as cited in Raifi 2013, pg. 86). It is unknown whether the withdrawal is a personal decision or made due to party discipline, or women’s incapability to impose their opinion is a matter of concern (Raifi 2013, p. 86).

Therefore, the impact of political considerations hinders the NAP to be viewed as substance of changing and acknowledges the NAP as an end goal and political tool. NAP recognizes that the issue of lack of political will for implementation of gender-based programs and strategies is considerably linked with the proportion of the number of women in decision-making positions, and as such, it prioritizes activities focusing on sectors with low percentage of women in high positions such as the security sector (NAP Action Matrix/ 2014).

Lack of accountability on the implementation of the NAP

Mechanisms for measuring implementation are essential for the success of the NAP. The best mechanisms for measuring the accountability are the timeframes of actions included in the action matrix of the NAP. The Kosovo NAP includes timeframes of actions with durations identical to the envisaged period of the NAP. The lack of periodic timeframes per actions/outputs hampers the process of measuring the achievements, and likewise the monitoring and evaluations.

Additionally, the inadequacy of including periodic timeframes on the delivery of progress reports in the NAP of Kosovo decreases the chance to identify, early on time, the gaps and implementation problems of the plan. Full-cycle reports minimize the opportunities of revising actions of NAP in a timely manner.

The significance of monitoring and evaluation frameworks in NAPs cannot be underestimated, since measuring results enables identifying successes and failures. Success can be used in consolidating support and increasing the political will, while failures can provide lessons learned and direction for improvement. Without ongoing monitoring, the government cannot be held accountable on the NAP's goals (Lucatela, 2013).

In addition, the lack of accountability in the Kosovo NAP affects the donor cooperation and future fund raising and commitment of international donors (Cordaid& ICAN-GNWP 2011, p.23). The accountability mechanisms are directly linked with the transparency of information, progress reports, researches and relevant gender documents.

Transparency of NAP and other data deriving from the implementation of the Resolution 1325

Although Kosovo has a functional law on access to public documents (2010/03-L-215), often when the public documents reports are not publicly available the procedure of obtaining them is through the use of the law on access to public documents which consequently attenuates the flow of information. Therefore, independent research

projects that are mainly conducted from the civil society organizations (CSO) and various national or international think tanks also get impeded.

An example would be the case of the online availability of the NAP itself. Although it was adopted by the government in January 2014 and launched by AGE on March 2014, the NAP and its action matrix for the implementation of the Resolution 1325 is not available online. This impedes any kind of analysis or comparability of the Kosovo NAP and the activities conducted by AGE or other involved institutions in the process of implementation of the Resolution 1325.

Furthermore, the creation of a separate link within the AGE website on UNSCR 1325 and the Action Plan is envisaged in the action matrix of Kosovo NA; however, although this activity has been planned to be realized in 2013, the web link has not been established yet.

Conclusions

Bearing in mind that women make up more than half of the population of the world, they are still under-represented in public decision-making positions and in the labour market in general. In Kosovo the situation seems to be similar, especially in Kosovo's post-conflict period, where women were constantly underrepresented in both the public and private sectors (USAID Fact Sheets/2013).

But Kosovo has since followed the world's good practices on advancing gender equality situation adopting National Action Plan for implementation of the Resolution 1325.⁶²

The Kosovo NAP focuses on improving three specific areas of female inclusion: 1) increasing the participation of women in decision-making and peace-building processes; 2) integrating gender perspective and increasing women participation in security structures; and 3) providing access to justice for victims of sexual violence during the conflict period (NAP 2014)

Kosovo's government has accepted responsibility for its role in this process by covering the funding of the NAP up to 51% of the estimated budget. Kosovo's NAP makes its objectives attainable by contemplating concrete actions such as training, workshops, scholarships, business grants, child care centres, women career counselling offices for women in security and aid for survivors of conflict/war related sexual violence.

However, Kosovo's NAP has its weaknesses, such as the lack of accountability on the implementation of the NAP and the lack of transparency on monitoring and evalu-

⁶² Decision nr. 09/168, dated on 29 January 2014.

ation reports. Therefore the recommendations of this paper are mainly designed to address these weaknesses.

This paper aimed to analyse the strengths and weaknesses of the National Action Plan (NAP) of Kosovo for the implementation of the Resolution (UNSCR) 1325 in order to better explain the benefits, results and challenges that this plan brings into Kosovo's society and help in drafting recommendations to the relevant stakeholders for improvement of the current NAP of Kosovo.

This analysis, after briefly presenting the structure of Kosovo NAP, gives insights into the nature of the NAP itself and also brings out to surface a set of challenges. It shows that the action matrix compared to the NAPs of the other countries of SEEU is surpassing in giving more transparent information such as budget amounts indented in realization of activities, concrete activities that improve female inclusion and increasing their participation in decision-making and peace-building.

In addition it also identifies challenges that can arise with the accountability mechanisms due to the lack of periodic timeframes in accomplishing the actions of the NAP and also due to lack of data transparency and outdated versions of websites or outdated information regarding NAP implementation.

Recommendations

1. The Agency for Gender Equality (AGE), after having analysed the timeframes in the action matrix of Kosovo NAP for the activities/outputs and progress reports, should start considering the revision of timeframes provided and change them into periodic timeframes per activity/outputs respectively reports and other progress data. Periodic timeframes are considered better as they allow institutions to better recognize the effectiveness and value of its programs, and pinpoint where changes or improvements need to be made.
2. The Agency for Gender Equality (AGE) should put Kosovo's NAP online on AGE's website and also create a separate link within AGE website on UNSCR 1325 and the Action Plan as it foresaw and promised in the Action Matrix to be created in 2013, which is overdue.
3. The political parties should acknowledge the importance of the women MP's advocacy on women issues in the Parliament by increasing attendance on meetings with political representatives or discussions regarding women issues. Also they should recognize the need for incorporating gender-perspectives in their policy making and their political campaigning.

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IV. Gender Equality in MKSF/KSF

Findings from the internal survey research

*Remzie Zeqiraj*⁶³

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⁶³ Remzie Zeqiraj, Major, Public Relations Officer

Ministry for the Kosovo Security Force

Prishtina, May 2014

Introduction

Ministry for the Kosovo Security Force (MKSF) and the Kosovo Security Force (KSF) are two new institutions, established after the declaration of the independence of Kosovo. MKSF was established on August 6, 2008. It is characterized by a strategic nature, where the civilian and military personnel are integrated. KSF, on the other hand, was established on January 20, 2009, and has a tactical nature. During this period, most of the efforts were made in recruiting new members, training, education, professionalism, building infrastructure, and equipment in order to fulfil the KSF's mission. Along with these, the Ministry for the KSF was fully engaged to achieve its initial and full operational capacities.

In the period of 2008-2014, MKSF/KSF strategic and tactical levels were fully capable to pay attention to all specific issues related to development, consolidation and operations of their structure, with a special emphasis on the recruitment process, and on the recruitment of females, in particular, respecting thus the Law on Service in the Kosovo Security Force, and the Regulation on Service in the Kosovo Security Force. In the period of 2009-2013, KSF achieved to recruit 2,247 active members, out of them 186 or 8.3% women. In the reserve component of the KSF, out of 352 recruited members, 22 are women, or 6.25% of the total numbers of reserve personnel. It is to be noted that women in both MKSF and KSF have been recruited in civil servant duties. Out of 225 employees, 54 or 24% are women. In MKSF and KSF's leading position, there are 21 female members (commanders, deputy commander, chief, etc.), while 12 female civil servants are in management positions as department or sector heads.

During April-May 2014, proposed by the MKSF Public Relations Department and approved by the Minister and Commander in Chief, an internal survey research, with the protocol no. 1126 dated 08/04/2014, was conducted on the topic: *Perceptions about the KSF image, motivation, human rights, gender equality and the minority community rights in MKSF/KSF*. The purpose of this research was to gain insights about the opinions of MKSF/KSF members and civil servants on the topics presented in the survey.

Research methodology

Surveying the opinion of the members and civil servants within MKSF/KSF is an institutional practice, which supports the internal democratic values. The idea and the goal to conduct such a survey stems from the high transparency level of these institutions, and from the need to communicate anonymously with the institutional members in order to get to know their opinions on the following issues:

- Perceptions about the KSF image;
- Motivation to serve:
- Human rights:
- Gender equality, and;
- Minority community rights in MKSF/KSF.

The focus of this report, however, is only on the issue of 'gender equality', as its primary goal.

Responses from surveyed service members and civil servants were collected using anonymous questionnaires. Questions contained three or more multiple options, which the respondents could choose from. Out of the total number of 3,524 employed members (military and civil servants) in MKSF/KSF, 290 respondents participated in the survey. Out of 290 respondents, 245 were males or 84.5%, while 45 females or 15.50%. Also, out of 290 respondents, 30 were public servants or 10.3%, and 19 minority members or 6.50%.

The survey was conducted at the respondents' workplace in the Ministry, as well as in all KSF headquarters throughout the territory of the Republic of Kosovo. Quantitative methods were used in this survey; respondents were selected randomly: every third department was selected, and every third employee in the organizational chart in that department was also selected to participate. Also, in the KSF every second command and unit was selected, and every third member according to the structure was selected to participate. The same survey methodology was also used in KSF units, where every second company, every second platoon, every second squad, and every third member, according to the structure, was selected to participate. The survey was conducted in the period of April 10-15, 2014. Out of the total number of 3,524 military and civil servants employees at the MKSF/KSF, 290 members (military and civil servants) or 8.20% participated in the survey. The eventual marginal error is +/-3. All survey questionnaires were anonymous conducted with 290 respondents or 8.23% of the total number of the MKSF and KSF personnel. The purpose of the survey was to collect the opinions of all employees of our institution about this topic. Findings and recommendations from this survey will serve the MKSF/KSF management staff and command lines for further analyses and planning purposes.

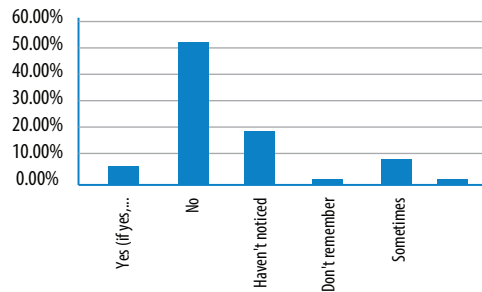
Gender Equality in the MKSF/KSF

The general opinion of the survey respondents on gender equality: an analysis of general survey results (290 respondents)

Is there any gender discrimination in the MKSF/KSF?

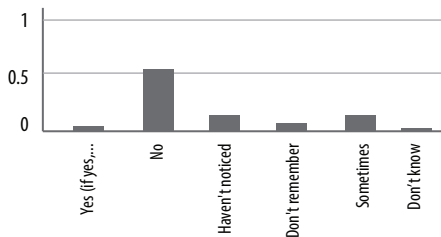
Whether there is gender discrimination within MKSF/KSF, 147 or 50.70% of respondents, out of 290 survey respondents, denied such a statement, by selecting *no* as an alternative, while 62 or 21.40% stated that they are treated *equally*. Also, 38 or 13.10% declared that they: *have not noticed such a phenomenon*, and 24 or 8.30% selected a *yes* answer alternative, which means that they think there are gender based discrimination within MKSF/KSF. In addition, there were respondents, 16 or 5.50%, that stated that there are *frequent* gender-based discrimination in these institutions. While 1.40% and 4% of the respondents stated that they have no information and do not know anything about such phenomenon, so they chose the alternative option of *I do not know*. See chart no.1 above.

Chart no. 1. Have you noticed intolerance between genders?



In the question, *Is there any gender discrimination in MKSF/KSF?*, out of all 290 respondents (male and female), 147 or 50.70% (chart no. 1 above) responded with *no*. For that same question, the male population of 132 or 53.90% (out the total number of 245 male respondents) selected the option *no* (see chart no. 2). Out of 45 female respondents, 19 or 42.20% responded with *no* (see chart no. 3).

Chart no. 2. Have you noticed intolerance between genders?



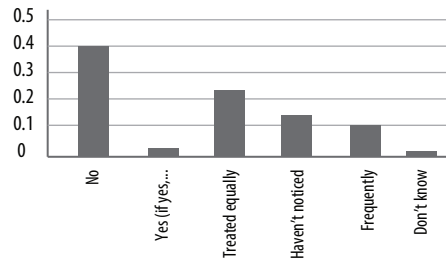
Out of these statistics, we note that males, 53.90%, stated that there is no gender discrimination within MKSF/KSF, while a smaller number of females declare the same, i.e. 42.20%. The difference between the two is 11.70%. Based on comparative percentages, it appears that male respondents largely declare that there is no gender discrimination

within MKSF/KSF. Results show that there are respondents who declared that there are gender-based discrimination within MKSF/KSF by selecting the *yes* alterna-

tive. 8 male respondents or 3.30% declared that there are gender discrimination within MSKF/KSF (chart no. 2), while 2 or 4.40% of female respondents (chart no. 3) also declared the same. Thus, the results show that a higher percentage of females declared that there are gender-based discrimination; this difference is of 1% between male and female respondents who shared this same opinion.

Following are some examples of respondents declaring with *yes*, i.e. that there are gender-based discriminations within MKSF/KSF. The examples of two male and one female respondents follow: "Females are more privileged by higher ranks. I freely can say that they are more favored"; while the female respondent stated: From a males perspective, females are seen as less capable physically to serve in KSF". Out of these responses, we note that respondents provided their answers based on their perception rather than based on convincing evidence when answered with *yes* to the questions of gender issues, or whether there is gender discrimination within MKSF/KSF.

Chart no. 3. Is there any gender discrimination within MKSF/KSF?



Have you ever experienced any gender based offence, or have you heard about others being offended?

In the question whether they have ever experienced any gender-based offence, or if they have heard about others for such cases, out of 290 respondents, 150 or 51.70% denied such a statement by responding with *no*; while 14 or 4.80% stated that they have experienced it by

Chart no. 4. Have you ever experienced any gender-based offence, or have you ever heard about others being offended?

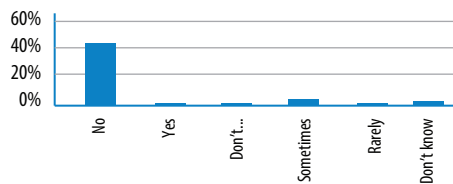
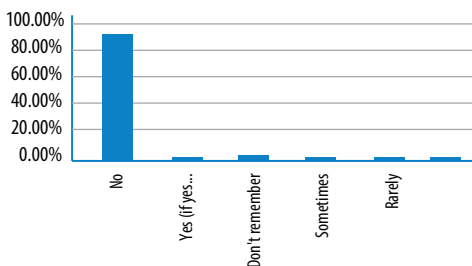
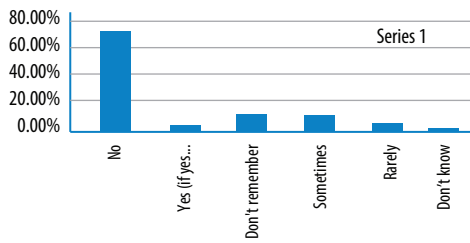


Chart no. 5. Have you ever experienced any gender-based offence, or have you ever heard about others being offended?



responding with *sometimes*. While 9 respondents or 10% declared with *I do not remember* to have experienced any gender-based offence; and 2.70% and 1% of the respondents declared that they do not know, or *rarely*, to have experienced such a phenomenon. The number of those that declared that they have experienced gender-based

Chart no. 6. Have you ever experienced any gender-based offence, or have you ever heard about others being offended?



offences, by providing a *yes* answer, is 5 or 1.70% out of 290 respondents. See the graphic chart no. 4. Out of 245 male respondents in total, only 218 or 89% (chart no. 5) declared with *no*, while out of the 45 total number of female respondents, 34 or 75.55% declared that they have not experienced such offences or have not heard to have happened to others (chart no. 6). The

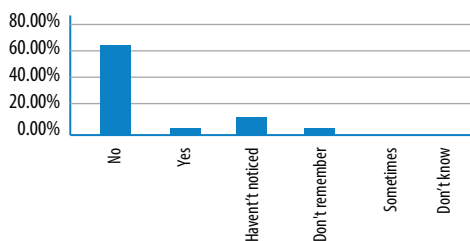
rest of the respondents provided other responses.

In this question more men stated that they have not experienced any gender-based offences or have not heard about others, i.e. 89%; also 75.55% of female respondents declared the same. Thus, the majority members of both gender groups deny such a phenomenon or statement.

Out of 245 male respondents, 2 or 0.80% (chart no. 5), and out of 45 female respondents, 2 or 6.70%, declared that they have experienced gender-based offences within MKSF/KSF (chart no. 6). Here is an example of what one of the respondents wrote: "It happens that my colleagues use vulgar expressions in my presence". In general, the analysis show that a small number or percentage of respondents have experienced gender-based offences.

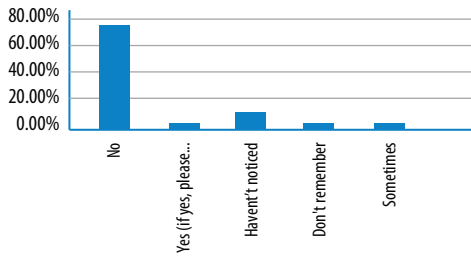
Have you experienced gender-based discrimination from your first superior?

Chart no. 7. Have you experienced gender-based discrimination from your first superior?



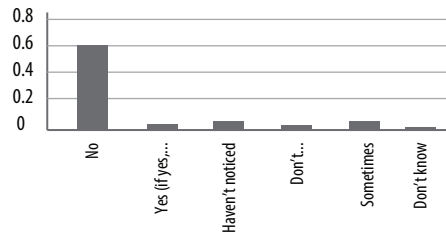
Out of 290 respondents 211 or 72.75% denied such a statement, thus the absolute majority of respondents denied such a statement by answering with *no*. Also 38 or 13.10% stated that they have not noticed such a phenomenon by answering with *I have not noticed*. Out of 290, 10 or 3.44%, and 4 or 1.37% declared that they *do not remember*, respectively *do not know*; while, out

of 290 who provided a *yes* response 10 or 3.40% and 16 or 5.50% declared that they have experienced it *sometimes*. See graphical representation of these responses under chart no. 7.

Chart no. 8. Have you experienced gender-based discrimination from your first superior?

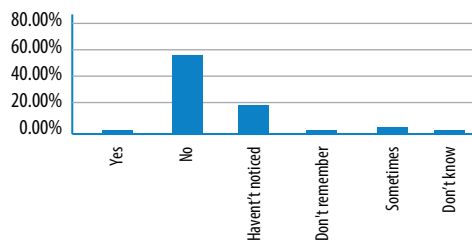
Out of 290 male and female respondents, 211 or 72.75% (chart no.7) declared that they have not experienced any moment when their first superior did gender-based discrimination. Out of the total 245 male respondents, 178 or 72.60% of them (chart no. 8), and 29 or 64.44% of female respondents (chart no.9) out of 45 in total, declared that they have never experienced a case when their superior discriminated based on gender. Regarding this question, male respondents declared in a higher percentage, i.e. 72.60%, that their superior does not make gender-based discrimination, while the percentage of female respondents to the same question was 64.40%, with a difference of 8.20% between the two gender groups. More male than female respondents declare that their superior does not make gender-based discrimination.

The survey also revealed that out of 245 male respondents, 12 or 4.90% (chart no. 9) declared that their superior makes gender-based discrimination. Out of 45 female respondents, only 2 or 4.40% (chart no. 9) declared that their superiors make gender-based discrimination. According to the analysis of percentages, it seems that both male and female respondents share approximately the same opinion, i.e. the difference is 0.50%, which is a small difference.

Chart no. 9. Have you experienced gender-based discrimination from your first superior?

Have you noticed lack of tolerance or intolerance between genders?

Out of 290 respondents from both genders, military and civilians, 179 or 61.70% denied such a statement by answering with *no*. While 22 or 7.60% declared that there is lack of tolerance by answering with *sometimes*, i.e. rarely, but stated that they have experienced intolerance. However, there are also those that think that there is lack of tolerance, 8 or 2% out of 290 respondents

Chart no. 10. Have you noticed lack of tolerance or intolerance between genders?

in total, by answering with *yes*. While, 4 or 1.40% and 1 or 0.30% of them do not remember, respectively do not know, by providing their responses under *do not remember* and *do not know* categories. See chart no. 10. Out of 245 male respondents, 130 or 53.1% (chart no. 11) stated that they have not noticed any intolerance between genders. While out of 45 female respondents, 25 or 55.50% (chart no. 11) stated that they also have not seen intolerance within MKSF and KSF by answering with *no*.

On the other hand, out of 245 male respondents, 9 or 3.67% (chart no. 11) stated that there is lack of tolerance between genders. Also out of 45 female respondents, 1 or 2.20% (chart no. 12) stated that there is lack of tolerance between genders during their service and work at MKSF/KSF. These data show that there is a small difference between male and female respondents regarding this issue with only 1.45% difference.

Conclusion

This survey research was conducted to provide members and civil servants, first of all, the opportunity to express their opinions anonymously, which otherwise would have not appeared in their daily work.

In general, this research shows that the opinions of members and civil servants are generally positive related to *gender equality* issues within MKSF and KSF.

- This research provides an overview which will serve managers, commanders, directorates, departments and sectors in their daily work with their staff, as well as a planning tool for the future.
- Results show that this topic is somewhat still a sensitive issue which requires special attention.
- One of the most positive and promising findings of all is that both genders share almost similar opinions regarding the issue of gender equality, for

Chart no. 11. Have you noticed lack of tolerance or intolerance between genders?

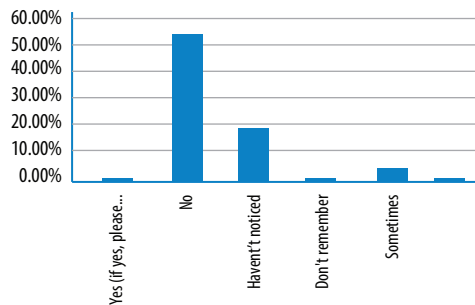
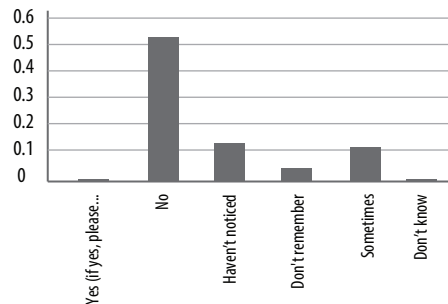


Chart no.12. Have you noticed lack of tolerance or intolerance between genders?



which males are to be appreciated having in mind that MKSF/KSF are new institutions; and that such a positive opinion should be considered as a high achievement not only for the KSF, but for the Republic of Kosovo as well.

- MKSF and KSF have a significant representation of females holding positions both as military members and civil servants; therefore, they should be an example for other institutions and organizations.

This research shows that MKSF and KSF, not only have a significant representation of females from a quantity point of view, but they also have created a suitable environment and a system of values, which contribute every day to the gender equality issue.

In addition to the institutional care according to the laws and regulations in force, MKSF and KSF, through this research, provided another example how communication within an institutions should look like, how employees are given the opportunity to express their views anonymously, what ways should the quality and efficiency of services increase for the benefit of the overall development of this institutions for which the people of the Republic of Kosovo have invested a lot.

Katalogimi në botim – **(CIP)**

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