

INTEGRATING A GENDER PERSPECTIVE IN MILITARY EDUCATION AND TRAINING IN THE DEFENCE SYSTEMS OF THE WESTERN BALKAN COUNTRIES

THE REGIONAL BASELINE STUDY



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- * All terms used in the text in the masculine gender infer both the masculine and feminine genders of the persons they refer to.

- * *The Regional Baseline Study* contains data covering the period January 2019 - December 2021, as well as examples of good practice covering the period until July 2022. The goal was to compare data before and during the COVID-19 pandemic to capture differences in the numbers and types of activities impacted by the pandemic. Examples of good practice predominantly describe the achievements in the integration of the gender perspective in military education and training selected by the ministries of defence and the armed forces in the regional project *“Strengthening of Regional Cooperation on Gender Mainstreaming in Security Sector Reform in the Western Balkans”*.

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ABBREVIATIONS AND ACRONYMS

ABCD

Atomic-Biological-Chemical Defence Centre

ADL

Advanced distributed learning

AFs

Armed Forces

AF BiH

Armed Forces of Bosnia and Herzegovina

AGE

Agency for Gender Equality

AP

Action Plan

APAGE

Action Plan for Achieving Gender Equality

BCMS

Bosnian, Croatian, Montenegrin, Serbian

BiH

Bosnia and Herzegovina

Bi-SCD

Bi-Strategic Command Directive

BPPE

Budget Planning, Programming, Preparation and Execution

CCD

Course Control Document

CCT

Centre for Cadet Training

CEDAW

Convention on Elimination of All Forms of Violence Against Women

CfDDRILL

Centre for Development of Doctrines, Rules, Instructions and Lessons Learned

CFSP

Common Foreign and Security Policy

CHODS

Chiefs of Defence

LTC

Logistic Training Centre

CPD

Centre for Professional Development

CSDP

Common Security and Defence Policy

CWINF

Committee on Women in NATO Forces

DCAF

Geneva Centre for Security Sector Governance

DEEP

Defence Education Enhancement Programme

DFS

Department for Field Support

DPKO

Department of Peacekeeping Operations

LDDP

Long-term Defence Development Plan

LDCDP

Long-term Defence Capabilities Development Plan

EAPC

Euro-Atlantic Partnership Council

EAPTC

European Association of Peacekeeping Training Centres

ECOSOC

Economic and Social Council

ECTS

European Credit Transfer System

EDWG

Education Development Working Group

EEAS

European External Action Service

E&F

Evaluation and Feedback

EIGE

European Institute for Gender Equality

E&IT

Education and Individual Training

ESDC

European Security and Defence College

ESDP

European Security and Defence Policy

EU

European Union

GAP

Gender Action Plan

GEAR

Gender Equality in Academia and Research

GENAD

Gender Advisor

GRB

Gender Responsive Budgeting

GEP

Gender Equality Plan

GS

General Staff

GToT

Gender Training of Trainers

IAPTC

International Association of Peacekeeping Training Centres

ICS

Information Communication Systems

IMET

International Military Education and Training

INSTRAW

International Research and Training Institute for the Advancement of Women

IT

Information Technology

JCS

Joint Chiefs of Staff

JS

Joint Staff

TDC

Training and Doctrine Command

LGBTI

Lesbian, Gay, Bisexual, Trans and Intersex

LMS

Learning management system

CAQC

Commission for Accreditation and Quality Control

CIC

Catalogue of Institutional Courses

ICRC

International Committee of the Red Cross

MoD

Ministry of Defence

MMA

Military Medical Academy

NAP

National Action Plan

NATO

North Atlantic Treaty Organization

NCGM

Nordic Centre for Gender in Military Operations

OCC

Operational Capabilities Concept

ODIHR

Office for Democratic Institutions and Human Rights

OSCE Organization for Security and Cooperation in Europe	RACVIAC Centre for Security Cooperation / Regional Arms Control Verification and Implementation Assistance Centre	STC Simulation Training Centre
OHCHR Office of High Commissioner for Human Rights	RCC Regional Cooperation Council	TC Training Centre
OPCW Organization for Prohibition of Chemical Weapons	SAF Serbian Armed Forces	TDC Training and Doctrine Command
PfP Partnership for Peace	SAT Systems Approach to Training	TRA Training Requirements Analysis
PfPC Partnership for Peace Consortium	SDGs Sustainable Development Goals	UN United Nations
PfII Partnership Interoperability Initiative	SEESAC South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons	UNDP United Nations Development Programme
POC Peacekeeping Operations Centre	SHAPE Supreme Headquarters Allied Powers Europe	UNSCR United Nations Security Council Resolution
PPBE Planning, Programming, Preparation and Execution	SMS Soldiers in military service	UTC Unit Training Centre
PSO Peace Support Operation	SOP Standard Operating Procedures	UTCMO Unified Training Centre for Multinational Operations
PSOTC Peace Support Operations Training Centre	SSR Security Sector Reform	UN Women United Nations Entity for Gender Equality and the Empowerment of Women
PMC Personnel Management Command	SSRWG Security Sector Reform Working Group	WPA Women Protection Adviser
PMP Professional Military Personnel		

FOREWORD

The defence systems of four Western Balkan countries - Bosnia and Herzegovina, Montenegro, the Republic of North Macedonia and the Republic of Serbia, with the support of the UNDP SEESAC team, have been cooperating since 2012 within the project “*Strengthening of Regional Cooperation on Gender Mainstreaming in Security Sector Reform in the Western Balkans.*”¹

One of the forms of regional cooperation aimed at integrating a gender perspective into the policies and practices of the defence systems is regional collaboration on policy research, followed by drafting publications that support the development of gender-sensitive policies based on data. Regional policy research and publications represent a source of regional knowledge and experiences for all who work in the security sector. Relying on tried and tested methods of cooperation through regional working groups focusing on research and studies presenting the results of joint work, the *Regional Baseline Study - Integrating a Gender Perspective in Military Education and Training in the Defence Systems of the Western Balkan countries* (hereinafter: *Regional Baseline Study*) was designed. It represents the result of the joint efforts of the Regional Working Group, composed of nominated representatives of the Ministries of Defence (hereinafter: MoDs). *The Regional Baseline Study* represents a shared regional knowledge resource that contains the baseline data on the attained level of integration of gender perspective in military education and training, as well as the information on good practices and plans for further improvements of relevant policies and practices. *The Regional Baseline Study* is an expression of the determination of the MoDs to ensure, through their proactive approach, respect for the principles of gender equality and equal opportunities to which all four countries with their defence systems subscribe.

1 Project has two phases. The second phase, funded by the Governments of the Kingdom of Norway and the Slovak Republic, is currently underway. The project has been conceptualised in close cooperation with the ministries of defence of the four countries implementing the project with the support of UNDP SEESAC. The focus of the project is mainstreaming the gender perspective in the defence sectors, contributing to the Women, Peace and Security agenda. The project also contributes to the Sustainable development goals, notably to goal 5 on gender equality and women's rights and goal 16, which is focused on peace, the rule of law and strong institutions.

We hope that *the Regional Baseline Study* will contribute to further progress in the defence system in its most important segment for sustainability and consistent integration of the principles of gender equality: military education and training. *The Regional Baseline Study* is intended for educators in the military to help them gain a deeper understanding of why gender perspective should be integrated into education and training, in addition to already existing stand-alone gender trainings that are used for gender education in all four defence systems.

Comprehensive integration of the gender perspective in military education should improve the gender competencies of all those working in educational institutions in the defence system. This is a prerequisite for them to understand and apply the gender perspective in their subject matter areas in the process of educating future soldiers, non-commissioned officers and officers. Along with the existing handbooks, it is intended for gender instructors in the army. It is also intended for persons who make decisions about military education and training programmes and changes thereunder. Finally, it is intended for all defence system personnel as it deals with important aspects of human security, which is a fundamental requirement for the sustainable development of societies in the 21st century.

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SUMMARY

Defence systems in Bosnia and Herzegovina, Montenegro, the Republic of North Macedonia and the Republic of Serbia are committed to gender equality.² All four countries have laws on gender equality, strategies for achieving gender equality, action plans for implementing the United Nations Security Council Resolution (UNSCR) 1325³, and institutional mechanisms for implementing policies and laws related to gender equality and preventing gender-based discrimination.

The Regional Baseline Study - Integrating a Gender Perspective in Military Education and Training in the Defence Systems of the Western Balkan Countries represents confirmation of the unambiguous determination of the MoDs to ensure respect for the principles of gender equality through their proactive approach. Adherence to those principles is an integral part of the security system reform. It is also an essential prerequisite for the readiness of the Armed Forces (hereinafter: AFs) to respond to the complex security challenges facing humanity in the 21st century.

The Regional Baseline Study is a shared knowledge resource that provides an overview of the attained level of gender mainstreaming in military education and training in four defence systems. Competent representatives of the MoDs and AFs jointly initiated and conducted the data gathering and research with the support of the UNDP SEESAC team, using their knowledge and experience enriched by the regional knowledge exchange. The goal of regional cooperation in this area is to improve policies and practices in military education and training, which is of critical importance for the sustainability of the overall action on promoting gender equality in defence systems.

2 The defence systems of these four countries, with the professional and administrative support of the UNDP SEESAC team, have been cooperating on issues of gender integration within the project "Strengthening of Regional Cooperation on Gender Mainstreaming in Security Sector Reform in the Western Balkans" since 2012. The project is implemented in two phases. The Regional Baseline Study was devised during the second phase of the project, in the period from April 2021, when the appointed Working Group held its first meeting, until the end of June 2022, when the Working Group agreed on the conclusions and recommendations based on the content and findings of *the Baseline Study*. The Working Group held a total of three regional meetings, with intensive work on data collection and meetings held at the level of individual countries. In December 2021, a [Ministerial Declaration](#) was signed by which all four countries participating in the project confirmed their determination to continue regional cooperation in the field of promoting gender equality in the defence system as part of the reform of the security system.

3 United Nations Security Council Resolution – UNSCR 1325

Integrating the gender perspective into military education and training is a challenging task, bearing in mind the socially entrenched gender regimes and stereotypes, gender prejudices, and often-unconscious discriminatory attitudes in the AFs and society at large. Why is the gender perspective important for the AFs? What implications does it have for men/women members of the defence system? *The Regional Baseline Study* is an attempt to answer this complex question. Indeed, the answer should begin with reminding of the obligation that women and men are entitled to equal opportunities and equal treatment, which stems from ratified international documents and country-level legal frameworks that strive to correspond to the highest democratic standards. Here, the emphasis is on the obligation to implement UNSCR 1325 on Women, Peace and Security, and related resolutions. In addition, there is a commitment to achieve the Sustainable Development Goals (hereinafter: SDGs), notably SDG 16, which is focused on peace, the rule of law and strong institutions. The aim is also to contribute to achieving SDG 5, which is focused on gender equality and emphasises that gender equality is not only a fundamental human right but also *a sine qua non* for building a peaceful, prosperous and sustainable world.

Therefore, this *Regional Baseline Study* represents a testimony of the readiness of the defence systems of the four countries of the Western Balkans to step together into this scarcely examined territory, where concrete positive experiences of integrating the gender perspective into military education and training are still rare. This applies not only to the Western Balkans region but also to other regions worldwide. Information on the systematic integration of gender perspective in military education and training in other countries is not easily accessible. No "recipes" exist; hence regional cooperation in this area truly represents a pioneering endeavour.

The regional baseline study is intended primarily for those involved in training and education in the defence systems of the four countries. It is also intended for all who work in the defence system and deal with human security issues.

Based on the findings of the *Regional Baseline Study*, the Regional Working Group agreed on recommendations for improved integration of the gender perspective in military education and training in the following areas that are important for establishing and maintaining gender-responsive policies and practices in the defence system:

- ▶ To ensure consistent application of legal norms and strategies for achieving gender equality, as well as action plans for implementing UNSCR 1325.
- ▶ To ensure systematic collection of relevant gender-disaggregated data and ensure gender analysis of collected data to create gender-responsive policies that contribute to gender equality.
- ▶ To set job descriptions and positions or departments dealing with inclusion and gender equality in the defence system, including the integration of the gender perspective in military education and training.
- ▶ To apply the concept of human security and include the gender perspective at all levels - strategic, operational and tactical.
- ▶ To use the dual approach to training on gender equality, that is, to combine the integration of the gender perspective into the military curricula with specific training focused on gender-related topics.
- ▶ To conduct a gender analysis of educational content and propose changes per the conclusions of the analysis. It is necessary to make concrete plans for phased changes with the ultimate goal of updating the entire educational content and introducing the gender perspective, where it has not been introduced as yet.
- ▶ To work on sensitising the entire AFs and all engaged in the defence system, both uniformed and civilian staff. To this end, an introductory online gender course should be designed that could be used by defence systems in all four countries using the existing regional network of gender instructors as a resource of regional knowledge and experience.
- ▶ To continuously strengthen the capacities of gender instructors (in terms of increasing their number, investing in their knowledge, standardising the gender training content, and the frequency of lectures on gender in the defence system). To build and strengthen the capacities of the entire teaching staff in both

secondary and academic level military education and thus enable the integration of the gender perspective in the whole of military education and training.

- ▶ To continue and strengthen gender coaching programmes while building internal capacities for mentoring / coaching programmes from the gender perspective intended for decision-makers and command personnel in the MoDs and the AFs.
- ▶ To continue regional cooperation, focusing on integrating the gender perspective in military education and training, and developing a detailed plan for integrating the gender perspective, including monitoring the implementation of the plan. To ensure documenting joint regional work through records, evaluations and case studies to facilitate the exchange of experiences with other regions.

The West Balkans region is characterised by a wealth of best practices demonstrating a good start in integrating the gender perspective in military education and training. The diversity of good practices from country to country gives full sense to regional cooperation and exchange of knowledge because the collection and exchange of good practices exceed the value of individual examples, thus paving the way to innovative approaches that yield results.

Mainstreaming gender in teaching content in military education and training is a complex process that requires setting short-term, medium-term and long-term goals and the indicators to monitor the process. Analysing gender content within the subjects that already have gender included is the first step, while the ultimate goal is to integrate the gender perspective into the entire military education. The aim is to stop perpetuating gender stereotypes and prejudices and transmitting them to new generations of women and men who will perform military or civilian tasks in the defence system.

The joint work on the previous regional studies and the *Regional Baseline Study* has shown the value and uniqueness of the regional approach. That is why documenting the process and sharing the experience is crucial. By using a bespoke regional approach to policy research, the defence systems in the Western Balkans have positioned themselves as globally relevant actors that can transfer their experiences to other regions.

1. INTRODUCTION

By adopting UNSCR 1325 and the Women, Peace and Security Agenda (hereinafter: WPS Agenda) in 2000, the UN Member States for the first time recognised and legitimised at the international level the need to integrate the gender perspective into the defence systems, including military institutions and field operations. The adoption of UNSCR 1325 and related resolutions imposed the need to address the issue of gender mainstreaming in military education and training, including content issues and training methods. Recognising the importance of the WPS Agenda, Bosnia and Herzegovina, Montenegro, the Republic of North Macedonia, and the Republic of Serbia have adopted Action Plans for the implementation of the UNSCR 1325 and related resolutions at the country level. Education on gender equality plays a significant role in achieving the goals pertaining to those action plans.⁴

Most of the training on the gender perspective in the Armed Forces is carried out through stand-alone courses and trainings, which are not fully integrated into military education and training not only in the countries of the Western Balkans but also in other countries of the world. Therefore, there is a need for institutionalisation, standardisation and improvement of training and education on the gender perspective in defence systems. As a consequence of this need, the defence systems face the challenge of designing adequate programmes and teaching materials in which the gender perspective does not remain invisible, as well as the need for broader integration of the gender dimension throughout the entire spectrum of military training and education.⁵

In this sense, there is a need to strengthen the capacity of the teaching and instructor staff to integrate the gender perspective in military education and training. The teaching and instructor staff should be equipped with knowledge and understanding of gender perspective to be able to create appropriate teaching programmes and materials that will convey gender-responsive content to members of the AFs undergoing education, training or professional development. Adopting the gender perspective and postulates of gender equality creates an environment in the AFs where human rights are respected

4 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

5 *Ibid.*

and, at the same time, contributes to their effectiveness. It is also necessary for decision-makers in charge of educational programmes and contents to be aware of the obligation to harmonise education in the defence system with the requirements, including international documents, domestic policies and legal frameworks, which, along with the WPS Agenda, require the introduction of the gender perspective and equal women's participation in all areas of society, hence in the defence systems.

Regional cooperation among the MoDs of the Western Balkan countries focusing on gender equality was established with the support of UNDP SEESAC and has been ongoing since 2012. The initial steps towards mainstreaming gender in military education and training were agreed upon at the regional meetings of four MoDs, and the first actions in this direction were recorded in 2014. Since then, significant progress has been made in all four countries through the engagement of gender instructors and work on the standardisation of educational content for gender trainings in the military. However, the four MoDs believed that it was necessary to go one step further, with the ambition to make a comprehensive analysis of the current status of military education and training, in order to design adequate plans for improved integration of the gender perspective. In April 2021, during the Regional Meeting of Gender Equality Mechanisms, four MoDs agreed to join forces and start preparing the Regional Baseline Study, which would serve as a regional knowledge resource on the integration of the gender perspective in military education and training. Through compiling an overview of the baseline, i.e. the level of integration of the gender perspective in military education and training, as well as through examples of good practices from the countries of the Western Balkans region, the MoDs want to support military teaching staff, as well as those making decisions on education and training programmes. Relying on the previous positive experiences in the preparation of regional studies with the support of UNDP SEESAC, establishing the Regional Working Group was the first step towards completing the baseline research that should ultimately lead to enhanced integration of the gender perspective in military education and training.

The Regional Baseline Study includes relevant information and experiences related to integrating the gender perspective in military education and training from four Western Balkans countries, i.e. four defence systems. It represents

the result of the joint work of men and women, members of the Working Group, consisting of 21 appointed representatives of four MoDs. The Working Group, combining its knowledge and experience through a series of meetings, as well as through work in smaller groups and exchange of information via e-mail, designed the concept, prepared contributions and shaped the final text of the *Regional Baseline Study* in the period from September 2021 to April 2022. The Regional Working Group used the method that has proven to be effective over the years of regional cooperation: the participatory process provided the members of the Regional Working Group with the opportunity to learn about experiences from other military education and training systems aimed at integrating the gender perspective. The cooperation also included the exchange of information on already implemented or planned activities and projects listed in the *Regional Baseline Study* as examples of good practice.

The Regional Baseline Study is thematically divided into ten chapters. Chapter One presents the methodology used and the rationale for focusing on the gender perspective in military education and training and making this work a priority in all four defence systems. **Chapter Two** explains the necessity to integrate the gender perspective into education and training in the defence system. It further explains why the gender perspective is vital for the AFs in general and provides arguments for why and how the integration of the gender perspective in military education and training supports the reform of the defence system. It also lists the advantages and disadvantages of stand-alone gender trainings. It explains the importance of integrating gender perspectives for the success of peacekeeping operations and the cooperation of the AFs in responding to some of the critical security risks of the 21st century. **Chapter three** provides an overview of the international legal and political framework that obliges all four countries to apply the principle of gender equality in policies, laws and practice. It emphasises the convergence of peace-related and development aspects of human rights and explains the connection between various international documents and the need to integrate the gender perspective in military education and training. **Chapter four** provides a concise overview of the military education and training system in the four countries of the Western Balkans. Similarities and differences in the education and training systems are recognised, and some examples from practice are provided, noting that detailed overviews by country are provided in the chapters to follow. **Chapters Five through Eight** give a detailed overview

of the military education and training in the defence system of Bosnia and Herzegovina, Montenegro, the Republic of North Macedonia and the Republic of Serbia. Relevant policies, laws, and procedures for adopting and changing programmes are listed. Institutions and forms through which military education and training for men and women cadets, non-commissioned officers and officers are carried out are also listed. Information is given on the steps the MoDs take to integrate the gender perspective in military education and training. Data on gender training and gender coaching programmes for management and senior staff in the AFs are presented. The text also includes examples of good practices related to the integration of the gender perspective in education and training and the standardisation of all existing training programmes on the gender perspective. **Chapter nine** provides an overview of the conclusions and recommendations jointly reached by the Regional Working Group members for the Integration of a Gender Perspective in Military Education and Training, which were discussed and approved by the four MoDs. **Chapter ten**, the final one, contains the concluding remarks of the authors of the Regional Baseline Study.

2. IMPORTANCE OF INTEGRATING THE GENDER PERSPECTIVE

Numerous international documents have established the obligations of signatory states to promote gender equality, undertake activities and adopt measures, including special measures aimed at creating equal opportunities for men and women and eliminating all forms of discrimination. With this, the states committed themselves to creating a social environment in which internationally recognised standards of gender equality will be achieved.

The Western Balkans countries ratified numerous international documents on human rights. They became signatories to the most important international conventions in the field of human rights, women's rights and international humanitarian law, adopted under the auspices of the United Nations⁶. Key documents include the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, as well as the most important international documents related to gender equality. These documents are *the Convention on the Elimination of All Forms of Discrimination against Women - CEDAW (1979)*⁷, *the Beijing Declaration and Platform for Action (1995)*, as well as the *UN Sustainable Development Goals (2015)*. Membership in the United Nations, as well as in the Organization for Security and Cooperation in Europe (OSCE) and the Council of Europe politically and legally obliges the Western Balkans countries to implement documents on gender equality. One such document is the Council of Europe's Convention on preventing and combating violence against women and domestic violence (2011), as well as relevant action plans for the implementation of international legal documents in the national legal framework. Given that the strategic goal of all four Western Balkans countries is membership in the European Union, they have already transposed the EU documents on human rights in their legal frameworks.

6 An overview of the signatures and ratifications of all documents in the field of human rights by country is available at the following link ohchr.org/en/countries/pages/humanrightsintheworld.aspx

7 The United Nations General Assembly adopted CEDAW In December 1979. The Convention was ratified by Bosnia and Herzegovina on 1 September 1993; the North Macedonia on 18 January 1994; Montenegro on 23 October 2006, and the Republic of Serbia on 12 March 2001.

Alike in most countries worldwide, the countries of the Western Balkans have included provisions on women's rights to equality and prohibition of all forms of discrimination in their constitutions and numerous legal and strategic frameworks. Some laws and bylaws may restrict the full enjoyment of human rights by members of the AFs, but they are kept to a minimum based on the service's needs.

EXAMPLE: The AFs of many countries do not recognise the right of professional military personnel to be engaged as members of political parties, because belonging to different political options can threaten the unity of the members in the execution of the missions of the AFs.

See more about the human rights of persons in uniform and about the limitations of those rights for members of the AFs in [*Human Rights of Armed Forces Personnel – Compendium of Standards, Good Practices and Recommendations, Geneva 2021, OSCE/ODIHR, DCAF.*](#)

All four countries have transposed the *WPS* Agenda in their political and legal framework, as well as the most important international documents dealing with gender perspective in the field of security. They have also adopted and are implementing activities to include the gender perspective in society by acting on their National Action Plans for implementing United Nations Security Council Resolution (UNSCR) 1325 and related documents in their defence sectors.

2.1. Integrating the gender perspective into military education and training

Reforms in the security sector and the defence system represent part of a global process because they imply continuous changes to achieve efficient and effective security of the state and its citizens - women and men, girls and boys.⁸ All countries are exposed to such processes because political, economic or technological changes, both nationally and internationally, require them to change and adapt their national security and defence strategies. In addition, it also requires institutional reforms in those sectors. In countries in the transition process, such as the Western Balkans countries, the changes had (and still have) reform significance because they required the creation of a new concept of security and the change of security and defence forces and structures within the framework of democratic governance. Normative and practical changes corresponding to the needs of the state (state security) and the needs of its citizens (personal security) form the essential goal of the security sector reform. In the Western Balkans region, the reform of the security and defence sector is of great importance for the establishment of the rule of law, participation of citizens in the processes of transformation and strengthening of democratic control, as well as for the improvement of regional trust and cooperation.

In this sense, the reform of the defence system should be gender-responsive, which means identifying and addressing the different needs of women and men, girls and boys, in terms of security and justice.⁹ Meeting the security needs of both women and men is realised through their equal access to the creation and implementation of policies, enriched by their different experiences.¹⁰ The fact is that the reform of the defence system is successful if supported by society. This is only possible if men and women have equal opportunities to influence decisions and their implementation in the defence system, as well as in other areas of society.

8 The reform of the defence system is part of a wider reform of the security sector.

9 seesac.org/f/docs/Gender-and-Security/Policy-Brief-A-SSG-Approach-to-WPS.pdf

10 *The position of women in the Armed Forces of the Western Balkans*, editor Balon B. Belgrade: UNDP SEESAC, 2013

The defence system reform will not be successful if gender equality is not considered in all aspects of the operation of the defence system. Institutions in such systems maintain the status quo and thus fail to fully take into account the security needs of the entire population, which includes the needs of women and girls.¹¹

Integrating the gender perspective in the defence system implies the introduction of experiences, knowledge and interests of men and women. It also represents a means of creating a new, modern concept of defence policy, as well as new processes of their implementation and evaluation¹², which can respond to the security challenges in the 21st century.

Observing the different needs and priorities of women and men and the use of their knowledge, skills and competencies is critical for the efficient and successful realisation of missions in the defence system, as well as in the entire security sector. This is especially important when performing tasks that are increasingly in the focus of the AFs, such as crisis management, peace support and humanitarian operations.¹³

The question to introduce education on the gender perspective in the defence system is: Why is the gender perspective important for the AFs? What implications does it have for men/women members of the defence system? The answer to that question is complex. Every answer should begin with the fact that introducing the gender perspective is an obligation stemming from ratified international documents and national norms corresponding to the highest democratic standards. In answering that question, it is also important to consider facts, attitudes and behaviours to understand the gender perspective and its relevance to the AFs.

The AFs that include women reflect the social environment where they are created and should operate. Since women make up half of the world's population, including in the Western Balkans region, the issue of gender is also an issue of the development policy. A society that does not fully utilise half of its resources calls

11 [DCAF/ SSR Backgrounder, Gender Equality and Security Sector Reform, DCAF 2016](#)

12 Gya G. The Importance of Gender in ESDP. European Security Review, No.34, 2007

13 [NATO Committee on gender perspectives, Handbook for delegates, Version 2010, 7; CWINF Guidance for NATO gender mainstreaming.](#)

into question the responsible planning of its future. If it is a question of defending the state, which is the primary mission of the AFs, the optimal use of its entire human resources is of particular importance.

The possibility of women participating in the AFs is essential to human rights. Gender equality is included in the Universal Declaration of Human Rights and many other international instruments binding all four countries. Therefore, the inclusion of women in all spheres of society, including in the defence system, is an obligation of all countries. To achieve gender equality in the AFs, that is, to solve the problem of gender-based discrimination, it was necessary to amend the legal frameworks in the countries of the region. One of the fundamental human rights is gender equality in terms of the right to work under equal conditions in all professions, including the military career. Increasing the number of women in uniform and civilian women working in the defence system was an essential goal in the first adopted National Action Plans of the Western Balkan countries for implementing the UNSCR 1325. This meant creating equal opportunities for women and men to participate in the defence system, i.e. changes in employment conditions, creating conditions for retention, professional advancement, and providing a safe and supportive environment for both women and men. It is an ongoing process. Full-fledged equality in many areas has not yet been achieved, although progress in all four systems is visible, according to the second Study on the Position of Women in the Armed Forces in the Western Balkans (UNDP SEESAC, 2021). The Study identifies the need for further improvement of gender-responsive policies and practices, and the recommendations formulated by representatives of the MoDs refer to the following areas:

- Improving gender-sensitive records
- Further improving gender equality policies
- Improving the representation of women in uniform
- Further enhancement of working conditions and career development opportunities
- Better reconciliation of professional and family life
- Strengthening protection against discrimination, mobbing and gender-based violence.¹⁴

¹⁴ The recommendations are listed in an abbreviated form and are taken from the second Study on *the Position of Women in the Armed Forces of the Western Balkans*, SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021.

Integrating the principle of gender equality may contribute to changing the attitude towards the army, which is perceived as a state institution primarily being responsible for defence, including the use of armed force. The change goes towards the perception of the army as a structure aimed at building peace and security.¹⁵ Citizens of the Western Balkans countries have considerable trust in the AFs, and with the inclusion of women in their ranks, the AFs have become even more visible and receptive to the general public.

Contemporary theoretical considerations indicate that promoting gender equality is important for preventing violent armed conflicts. It has been empirically proven that gender equality is associated with sustainable development and lower levels of interpersonal violence, thus reducing the likelihood of conflict.¹⁶ The inclusion of women creates a broader range of perspectives on what peace and security mean for society and how they can be achieved, contributing to a holistic understanding of peace that includes the entire population's long-term and short-term security needs. Whether participating in conflict prevention, contributing to peace processes or rehabilitation after natural disasters, the equal inclusion of women contributes to a more inclusive and comprehensive approach, which brings better outcomes. Through their joint responses to preventing armed conflict, building peace and rebuilding society, women and men should equally and consistently address the causes of conflict and instability, helping to maintain peace.¹⁷

The nature of modern conflicts and the tendency to subdue the adversary through “soft power”¹⁸ has created numerous new, non-combatant positions in the AFs. Physical strength and weapon handling skills on the battlefield are no longer as dominant as they were in the past, or at least they are not the only necessary skills of modern combatants, both men and women. The need for knowledge of computer science, psychology and an understanding of cultural phenomena is increasingly required. The inclusion of women and men in the AFs expands the

15 *The Position of Women in the Armed Forces of the Western Balkans*, editor Balon B. SEESAC, 2014

16 [Ekvall A. *Norms on Gender Equality and Violent Conflict*. E-International Relations, 2013.](#)

17 [O'Reilly M. *Inclusive Security and Peaceful Societies: Exploring the Evidence*, PRISM, 2016, Vol.6, No1](#)
Researchers state examples of activities of women or women's organizations in the following countries: Syria, Pakistan, Lebanon, Sri Lanka, but also Northern Ireland, South Africa, Somalia, the Philippines.

18 Soft power, a term first used by the American scientist Joseph Nye, refers to the achievement of security and foreign policy goals through the use of non-violent, unarmed forms of impact.

skills pool. It is then possible to select better and more diverse staff regarding knowledge and experience, practical, technical, and social abilities and skills.

Such an approach, which starts from the principles of gender equality, enables personnel to be assigned to adequate training positions during their careers and to improve and be rewarded according to their contributions to work and achieved efficiency.

The AFs have the potential to assume primacy in society when it comes to promoting gender equality. Thus, by including women in their ranks, AFs can positively impact society. This claim may sound somewhat contradictory because the military profession was traditionally considered a men's profession. Therefore, due to clearly established rules, a hierarchical system and precisely defined elements of the organisational culture, it could be expected that the process of change requires more time than in other areas. However, the AFs, due to their importance in building unity and defending the highest values of a society, can represent an influential factor in the process of promoting gender equality in society. Due to the diversity of the people they gather, however equal in status and way of communication, in terms of teamwork and support for the preservation of peace, democracy and the rule of law, by including women in their ranks, they can become role models and positively influence upon the wider society.¹⁹ Similarly, women in the AFs who pursue their careers and reach high ranks and positions break down gender stereotypes. If they leave the AFs to pursue another career, in the public or business sector, with their knowledge and skills acquired while in the AFs, they are in a position to continue to promote gender equality and break down prejudices about the impossibility of being successful in professions that have traditionally been considered men's professions, such as serving in the AFs.

Gender-based violence remains a significant threat to human security worldwide. Integrating the gender perspective into the defence system has multiple implications for security. Awareness of the importance, spread and danger of gender-based violence is increasing in societies, as well as in peacekeeping operations outside the borders of the home states. Ensuring the protection of

19 Stated according to the [DCAF, OSCE/ODIHR, UN Women, "Defence and Gender", in Gender and Security Toolkit, DCAF, OSCE/ODIHR, UN Women: Geneva, 2019.](#)

women and girls and men and boys who may also be victims of gender-based violence during and after conflicts is one of the most critical roles of the AFs in today's world. The equal inclusion of women and men in military operations or peacekeeping missions increases the success of operations and enables a better understanding of the need for the protection of all members of the population and the sensitivity of society and institutions to gender-based violence.²⁰

Women have an essential place in AFs operations alongside their male counterparts to make them more efficient. This particularly applies to operations in support of civil authorities in countering security threats and in special operations or participation in peacebuilding operations. Experiences from military interventions and peacebuilding operations in the world show that the presence of women improves operational efficiency and contributes to a better understanding of the factors of the operative environment, thus ensuring better protection of own forces and increasing the success of the mission.²¹

The reform of the defence system that supports gender equality is a process that includes the introduction of norms, rules and procedures and building an appropriate organisational culture. "Opening the door" to women as professional members of the AFs within the officer and non-commissioned officer personnel, as well as integrating the gender perspective in the defence system, require building an adequate organisational culture in military organisations. First, the support of people in leading positions is needed to recognise that both women and men benefit from the integration of the gender perspective and that it helps the AFs achieve their mission. For accepting women as equal members of the AFs, the behaviour of persons in command positions in army units is essential. Their trust in the abilities and knowledge of women in uniform and the actual belief in the equality of women and men in uniform reflected through daily activities and behaviours in accordance with the values accepted by the AFs, including gender equality, are also crucial to that end.

For the improvement of gender equality in the defence system and the creation of gender-responsive AFs, various preconditions are required, which depend on the

20 *Ibid.*

21 It is essential to bear in mind that both women and men should undergo training in gender perspective. It is wrong to assume that women have a more detailed understanding of the gender perspective just by virtue of being women.

political and legal framework and the achieved level of respect for human rights in each society. Some of those prerequisites are:

- Formulation of policies and legal conditions for the admission of women into the AFs, especially at all levels of education and training.
- Setting gender-responsive goals in existing planning and reporting processes.
- Maintaining communication and regular needs assessments through specially designed research involving members of the defence sector.
- Amending and/or adapting job descriptions and including criteria related to gender-sensitive knowledge and skills.
- Revision of the legal framework in the AFs to achieve gender equality and open the opportunities for women to perform tasks in different formation positions.
- Changing work-life balance policies and policies that penalise women for childcare leave, including requirements for continuous service as a prerequisite for promotion.
- Achieving cooperation with relevant ministries, as well as civil society organisations
- Regular trainings on gender, diversity and non-discrimination²²

The gender perspective integrated into military education, along with training in gender perspective, diversity and discrimination, can achieve important goals pertaining to the reform of the defence system because including the gender perspective in military education:

- confirms the need for the participation of women in the AFs as a human resource with the necessary knowledge, abilities and skills in the defence system
- strengthens the understanding of the right to gender equality in all walks of life as one of the rights from the broader domain of human rights that constitute the prerogative of democratic societies
- brings awareness about the different needs of men and women, boys and girls, as well as different gender identities
- enables the acquisition of knowledge about gender as an essential security aspect

22 Partially used the text: Bastick M. *Integrating a Gender Perspective into Internal Oversight within Armed Forces*. DCAF, OSCE, OSCE/ ODIHR: Geneva, 2014

- empowers women for greater participation in decision-making and democratic control processes
- informs on protection and prevention mechanisms against gender-based discrimination and violence.

The UNSCR 1325 and associated resolutions²³ from the *WPS* Agenda clearly state the need for training. This refers to training declared AFs for deployment in international peace operations.

However, the education and training of members of the AFs, within the defence system is carried out in the form of courses, sometimes organised through procuring such training externally. Therefore, institutionalising and improving training and education on the gender perspective is necessary.

Gender education could be defined as “a capacity-building activity that aims at increasing awareness, knowledge and practical skills on gender issues, by sharing information, experiences and techniques and promoting debates and reflections on this topic”.²⁴ The goal of education and training on gender issues is, above all, for participants to understand the different roles and needs of women and men in society and their complementary roles in the AFs.

Everyone engaged in the military education and training system needs to be familiar with gender-related aspects because it is important to integrate the gender perspective into the entire system in an adequate way. Persons working in the military education system should understand that the gender perspective always exists in the education process and that, if it is not recognised, it creates a danger of retaining gender stereotypes through the so-called “invisible curriculum”²⁵.

23 A more detailed information on resolutions within the *WPS* Agenda adopted in the period between 2000 and 2020 is given in Chapter 3.

24 Kleppe T T. *Gender Training for Security Sector Personnel – good practices and lessons learned*. Gender and Security Sector Reform Toolkit. Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008

25 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

The experience of education and training experts, not only in military organisations, shows that gender training is more effective if included in the existing training modules or treated as a topic in a larger number of subjects and throughout the entire learning process.

Attitudes and values are adopted in the early learning period, in the family and among peers. Therefore, it is good to start learning about gender issues and gender equality in society and the AFs as early as possible, already in secondary military schools where they exist. The process of education should continue in higher education institutions because it lasts longer and provides wider opportunities for introducing the gender perspective. This is also true for all types of professional education and training. Education enables the introduction of the gender perspective in various teaching contents, through several years of schooling and with the application of adapted teaching methods.

The integration of gender perspective into the institutions of the defence system is achieved through the learning process, that is, through various forms of education and training. For education, as the presentation of educational content or training, to have positive effects, it is necessary to:

- implement education through adequate content planning,
- adapt it to target groups,
- apply modern teaching and training planning methods,
- use interactive methods of teaching and training,
- ensure the participation/support/presence of high-ranking personnel.

2.2. Gender perspective in the context of defence system reform in four countries of the Western Balkans

The AFs have a pivotal role in reforming the security system because, as a rule, they are the most populous and responsible for protecting the highest values of society: freedom and independence. In the Western Balkans countries, the reform of the AFs was aimed at changes that would create modern AFs, with democratic and civilian control and make them reliable partners for the AFs of other countries. The process of reforming the AFs of all four Western Balkans countries began similarly - strategic and doctrinal changes were first initiated, new laws and bylaws were adopted, and then organisational and functional changes were made in the MoDs and AFs.

The obligation to integrate the gender perspective was not included in the doctrinal defence documents in any of the four Western Balkans countries. Some European countries, for example, Sweden, did this. However, the gender perspective in the AFs has been introduced in various ways into the laws and bylaws of the Western Balkan countries, or in specific policies.²⁶

Gender equality became a prominent part of the reform of the AFs when the Governments of the Western Balkan countries prepared and adopted National Action Plans (NAPs) for implementing the UNSCR 1325. It has been shown that the NAP represents an effective tool in the process of providing support to reform processes.

The contents of NAPs in the Western Balkans countries differ, however they have one thing in common - they look “inwards” rather than “outwards”. The emphasis in those Action Plans is not on integrating issues related to women, peace and security in peacekeeping operations or development assistance. The emphasis is rather on in-country activities. In this sense, elements such as training on gender issues for participants in peace support operations abroad are present on a smaller scale compared to the activities carried out within the

26 More details on the legal framework are provided in Chapter 4 of the Regional Baseline Study.

country. In contrast to the action plans oriented outwards and for the effective implementation of which the ministries of foreign affairs are responsible, the Action Plans of the Western Balkan countries fall under the auspices of the ministries of power, primarily the MoDs. In the OSCE countries, 17 out of 36 action plans are focused on foreign policy and ministries of foreign affairs. In some countries, active leadership and effective management are under the purview of departments of gender or social issues, government bodies, civil society or coordination bodies made up of representatives of several departments (e.g. Switzerland).²⁷

Partly through the National Action Plans, but also due to the need to integrate the gender perspective and achieve visible results, the contents that were significant for the gender perspective in the reform of the defence system were singled out in the in the MoDs and AFs of the Western Balkans. These contents indicated the degree of gender equality achieved:

- the institutionalisation of the implementation of the NAPs, that is, the determination of the authority for the implementation and control of the implementation of the Action Plans
- gender-sensitive language
- gender-disaggregated statistics
- gender analysis
- the need to implement gender-responsive budgeting.

27 Myrntinen H, Shephed L J, Wright H. *Implementing the Women, Peace and Security Agenda in the OSCE Region*, Centre for Women, Peace and Security, London School of Economics and Political Science. Available in BCMS at : [471363.pdf \(osce.org\)](#)

2.3. Integrating the gender perspective into military operations

Gender and the gender perspective should be an integral and necessary part of a comprehensive approach to military operations. It is not only the right thing to do, but it helps to do things in the right way²⁸. Efforts to include women in the AFs have a longer history than including the gender perspective in military operations. However, today it is considered that all military operations should have a gender dimension, first of all by observing how the operations affect women and men. This applies to all operations, regardless of which types or number of members of the AFs are engaged in the operations.

Gender perspective has become an important goal and instrument in military operations that have implications at the state and international levels. Although the defence of the country is generally defined as the primary mission of the AFs in defence strategies, nowadays, in many countries, the mission of the AFs in establishing and maintaining peace worldwide is ubiquitous. In the mission of defence, gender can carry significant implications in military operations because it is necessary that defence operations have a gender dimension in observing the operation's impact on both women and men. However, it also carries implications from the aspect of the best utilisation of resources - women professionally trained in the military with the necessary abilities and skills contribute to this goal.

Gender perspective should be included in all phases of military operations - from planning and execution, through reporting to the evaluation process. In the planning process, it is necessary to be informed about the situation, provide gender-disaggregated data and assess the impact that the operation may have on women, men, girls and boys. In this way, an idea about the factors of the operational environment is created; the need for different protection and assistance for all population groups is identified; and the protection of the civilian population from violence, including sexual violence and human trafficking, is ensured. In some operations, there are persons specialised in gender issues -

28 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

gender advisors or contact persons who facilitate the planning and execution of the operation. The main task of gender advisors in the missions is to support the command staff in raising awareness of the importance and benefits of implementing UNSCR 1325 and providing assistance in integrating the gender perspective in the processes of planning, implementation and evaluation of operations. Their tasks also include establishing positive and sustainable contacts with local authorities and local women's associations to support a more effective exchange of information on gender issues and raise the credibility of the operation among the local population. The task of gender advisors in the missions is to develop training programmes, and monitor and support their implementation. To successfully fulfil their role, gender advisors must work alongside commanders, understand their tasks and priorities, read reports, and go with them to all meetings and conferences. They must also be visible on the ground, operationally focused and able to help solve gender-related issues. Commanders can benefit directly from the work of gender advisors who can help to understand the situation on the ground, enable engagement with the local community, and ensure better understanding of the everyday life of people at the location of the operation - all of which ultimately affects decision-making and shaping further plans.²⁹ However, the specialised roles of gender advisors should not diminish the responsibility of others in planning and executing operations from the gender perspective.

Military operations that do not include the gender perspective threaten the success of their missions. Various tasks, from gathering and using the information to making decisions about activities appropriate to the situation, require gender analysis - skills, knowledge and attitudes that must be developed through education and training, as well as through the inclusion of both men and women.

29 The roles and responsibilities of gender equality advisers in missions are regulated by the documents: DPKO/DFS Guidelines. *Integrating a gender perspective into the work of the UN military in peacekeeping operations* for mission under the auspices of the UN, available at: [dpko_dfs_gender_military_perspective.pdf \(un.org\)](#), and *Bi-Strategic Command Directive 40-1* for missions under the auspices of NATO,

The gender perspective is one of the means for increasing operational efficiency. This especially applies to peacekeeping operations. The planning and execution of military operations include the recommendations given in UNSCR 1325. Gender-responsive maintenance of the staffing levels of the units has made interaction and communication with all categories of the population possible. By recognising categories of the people that are often neglected, such as women, girls, and boys, and understanding their specific needs in terms of security, the AFs can adequately protect them, which is the essential requirement of gender policies within peacekeeping operations. In such situations, a favourable climate is created towards the AFs. Thanks to this, the AFs are more efficient in carrying out their mission, protecting their own forces, gathering intelligence and collecting necessary information on the ground. Women in peace missions make it possible to train and empower women in the post-conflict period to participate in social processes and contribute to peacebuilding efforts.

The role of the AFs in implementing the *WPS* Agenda is ubiquitous. On the one hand, different countries have international, regional and national obligations related to the Agenda. Most UN mandates for military operations now refer to the UNSCR 1325 and associated resolutions on Women, Peace and Security. Therefore, the AFs must include those resolutions' objectives and desired outcomes in their operational plans. On the other hand, the inclusion of the gender perspective as an instrument for the execution of all parts of the operation gives greater chances for the participants of the military operation to more effectively deal with constant challenges such as the protection of the civilian population, situational awareness and understanding the security needs of different groups. For the AFs, this means force protection and intelligence-informative efforts, especially in the context of complex crises.

2.4. Gender perspective as an important aspect of cooperation in international operations

Cooperation in international operations is vital because, in many cases, it involves the AFs of several countries³⁰. For such operations to be more effective and reduce the risks due to uncoordinated activities both to women/men participants of the AFs and to the population in the area of operations, the AFs acting together must have compatible systems. That would enable them to coordinate their activities to take effective and quick action to preserve human security.

Interoperability is the ability to act together coherently, effectively and efficiently to achieve tactical, operational and strategic goals.³¹ It can only be achieved by effectively applying harmonised doctrines, standards, procedures and equipment. Interoperability enables allies to put their operability into practice and participate in joint international exercises, operations and peacekeeping missions.

Although interoperability has been present in the NATO doctrine for more than two decades, the *Partnership Interoperability Initiative (PII)* was launched at the NATO Summit in Wales in 2014 to maintain and deepen the interoperability developed with partners during NATO operations and missions in recent decades.³² This means that the principle of interoperability applies not only to the AFs of the Alliance member countries but also to the AFs of the countries members of the Partnership for Peace (PfP).

Although the issue of interoperability permeates various areas, from technology, through weapons and military equipment, to data exchange, education and training, NATO partner countries may focus on or achieve different content and

30 Different terminology is used in the legal documents of the four Western Balkans countries. For example, the term "international peace operations" is used in Bosnia and Herzegovina, "peace missions" in Montenegro, "international missions" in the Republic of North Macedonia, while the term "multinational operations" is used for the military and "peace missions" for civil missions in the Republic of Serbia.

31 Downloaded from: nato.int/cps/en/natolive/topics_84112.htm

32 More details about [Partnership Interoperability Initiative](#)

level of interoperability with NATO forces. One of the most frequently reached agreements is the education and training of the AFs, which includes training on gender perspective.

Within the framework of membership in the North Atlantic Alliance (North Macedonia and Montenegro) or as members of the PfP (Bosnia and Herzegovina and Serbia), Western Balkans countries achieve interoperability/compliance with regard to the integration of the gender perspective through education and training processes. As per North Macedonia, Montenegro, and Bosnia and Herzegovina, it means the unity of joint action in the area of operations. It also opens up the possibility of taking part in military operations under the mandate of NATO.

The Republic of Serbia, as a militarily neutral country, participates in military exercises but not in NATO-led operations. The Serbian Armed Forces participates in the Evaluation Programme within the framework of the Operational Capabilities (OCC), as well as Evaluation and Feedback, through which forces can be trained and evaluated for cooperation. Since 2011, Serbia has been using that mechanism that enables access to NATO procedures and standards, currently the only international benchmark of the achieved level of interoperability.

The 2018 NATO *WPS Policy and Action Plan* and NATO Bi-SC Directive 40-1 for integrating the UNSCR 1325³³ and gender perspectives into the NATO command structure support the interoperability of gender equality education and training. In doing so, it is emphasised that the training curriculum for declared troops, as well as the training of troops in the field, in operations, is based on valid standards and guidelines of the UN - Department for Peacekeeping Operations, as well as the trainings implemented by EU countries in the implementation of the *WPS Agenda*. The Directive is also applicable to the member countries of the PfP when they participate in operations.

In its documents, NATO pointed out the importance of training on gender issues and gender equality. Therefore, the organisation encourages members

33 Bi-Strategic Command Directive 40-1 sets the NATO gender policy. It aims to implement UNSCR 1325 and related resolutions and integrate the gender perspective in the military organization and forces, in the command structures and forces of the Alliance, as well as in the operations led by NATO.

and partner states to ensure interoperability in training, joint exercises and operations by integrating the gender perspective into the military organisation. The challenges the AFs are facing, new security challenges, risks and threats imply that gender inclusion should be one of the characteristics of the AFs.

Interoperability is also crucial for operations involving the army in assisting the population in eliminating the consequences of natural disasters or technical-technological accidents. The mutual support of EU countries in situations that require the engagement of AFs implies interoperability, which achieves better effects and adequate assistance. In support operations to eliminate security problems, military personnel must understand the security needs of women and girls and men and boys.

EXAMPLE: An example of good practice related to the integration of the gender perspective in military education curricula outside the Western Balkans region is the Reference Curriculum for Professional Military Education of Officers developed by a multinational team of academics under the auspices of the Canadian Defence Academy on behalf of the NATO and the Partnership for Peace Consortium (PfPC)³⁴. Another one is the Reference Curriculum for Professional Military Education of Non-Commissioned Officers developed by a multinational team led by the Canadian Defence Academy and the Swiss AFs College on behalf of the NATO and the PfPC of defence academies and Institute for Security Studies.³⁵

The goal of the development of these documents was to present to the partner countries the basic learning objectives, curriculum and training programmes of the professional military education of officers and non-commissioned officers, to contribute to defence education and strengthening interoperability between NATO and the partner countries.

34 [Canadian Defence Academy. *Generic Officer Professional Military Education – Reference Curriculum*. Kingston, 2011 \(update 2018\)](#)

35 [Canadian Defence Academy. *Non-Commissioned Officer Professional Military Education – Reference Curriculum*. Kingston, 2013.](#)

The curriculum for officers is divided into three phases: platoon officer duties, rank: Second Lieutenant/Lieutenant, company level officer duties, rank: Captain, Major, officer duties of battalion/brigade level, rank: Senior Major/Lieutenant Colonel.³⁶

Topics that are studied in all phases include Military Profession, Command, Leadership, Ethics, Defence, and Security Studies. The number and title of subtopics or modules differ depending on the training phase. Each topic has a goal determined, a summary, learning objectives, and questions for consideration. Learning methodology and literature are listed.

36 Titles of ranks are in accordance with Canadian and some NATO AFs. The titles of the ranks do not affect the division of the education system for officers into three levels, which can be applied to all Western Balkans countries.

2.5. Strengths and weaknesses of stand-alone gender training

Training through thematic, stand-alone training on gender issues in the AFs is often the most widely used learning method regardless of the advantages of gradual, prolonged and more ubiquitous learning about gender. In order to be as effective as possible, the training should be designed in accordance with the employees' identified needs, role and experiences. Also, it should be aligned with the normative framework and the evolution of the gender perspective. This implies providing the necessary corpus of knowledge (information) that should be available to every member of the defence system through education. It is then followed by an advanced training programme depending on the target group for which the training is intended. The target groups for training should be professional soldiers, officers of different ranks, different groups of employees in the defence system, and cadets in military educational institutions who do not have the status of employees. A particular group should consist of decision-makers in the MoDs or holders of the highest ranks of the AFs, and women and men members of military units getting themselves prepared to participate in international operations.

To implement education on gender issues in the defence system, educating educators who should deliver the content is of key importance. At the same time, such persons should also possess didactic and methodical skills for imparting knowledge to adults. That is why first of all educating educators on the gender perspective should be organised so that they can perform as gender instructors. Those persons are then obligated to prepare curricula and relevant teaching materials and contribute to the integration of the gender perspective across military education and training at different levels. The instructors must be from the defence system because they know the employees and the organisational culture best. The specificity of gender-related topics is that they involve not only the transfer of information and knowledge but should also include dialogue about value systems and learned forms of behaviour.³⁷ Including both women

37 There are a total of 77 gender instructors (both women and men) working in the defence system unit who have undergone training for instructors according to the NCGM methodology. It was organised with the support of SEESAC, with the note that there are instructors who attended some of the other courses available in the region and who mostly also use the methodology developed by NCGM. In chapters 5-8 more detailed information is provided for each of the defence systems with the total number of gender instructors, disregarding of which Training for trainers they attended.

and men as gender instructors contributes to the success of the training, as it reduces scepticism and the issue of gender is “legalised” in the eyes of the participants. It is also necessary to provide gender instructors who can deal with gender issues in a specific context, such as e.g. different missions of the army.³⁸

The content of the training depends on whether the focus on the introducing gender perspective is set *internally* for the needs of the state itself, that is, society, or *externally* - at the international level, that is, on improving the efficiency of participation in international operations through the implementation of the gender perspective. Regarding integrating the gender perspective in introductory gender training at the country level, issues related to human resources feature as very important. These include: gender and gender equality, prevention of gender-based violence, prevention of discrimination, promotion of employment and retention of women in the defence system and similar issues related to personnel solutions and the gender mainstreaming of policies and practices in the defence system. It is also necessary to connect gender with the needs of security sector reform and the most important national and international documents. Practical examples of how to integrate the gender perspective in everyday work in the defence system and the specifics of incorporating the gender perspective through the missions of the AFs are extremely important for such training.

Intensive stand-alone training, focused solely on the issue of gender and gender equality, can have positive effects and prompt participants to take an interest in the topic. The result of the gender training should be an understanding of the basic terms related to the gender perspective, as well as an understanding of the importance of gender equality in society and in the AFs as an important segment of society. However, if the training is focused only on occasional courses exclusively dedicated to the gender perspective, it can make the topic tiresome for the participants. It can also cause the feeling that it is necessary to attend such training regardless of interest because there is an obligation to attend. Intensive training in the gender perspective, without sufficient interactivity, an adequate way of presentation, as well as the inevitable process of diminishing gender-related knowledge over time, can raise the question of the effectiveness of such training.

38 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

3. INTERNATIONAL LEGAL AND POLITICAL FRAMEWORK FOR INTEGRATING THE GENDER PERSPECTIVE

The international legal and political framework for gender equality within the defence system is relevant in many ways to integrating the gender perspective into the Armed Forces in the region. It is a framework that represents an obligation for the countries of the region, since they are members of organisations that have made gender-related aspects in the security sector institutions their priorities. At the same time, international organisations have supported the countries of the Western Balkans to incorporate the gender perspective into the defence system through various activities.

International sources that treat gender equality as a human rights issue are the first and most important legal basis for implementing the gender perspective. Gender equality is guaranteed by the Universal Declaration of Human Rights, the International Covenant on Political and Civil Rights and the International Covenant on Economic, Social and Cultural Rights, the CEDAW, the Beijing Declaration, Agenda 2030, as well as numerous European legal documents - both of the Council of Europe and the European Union.

The possibility for women to have access to all professions, including the armed forces, derives from the guarantee of human rights. The Universal Declaration of Human Rights, adopted in 1948 in Article 21, paragraph 2, guarantees everyone the right to equal access to public service in their country, including service in the armed forces. The CEDAW also contains some obligations directly linked to the armed forces. These include the prohibition of discrimination in employment (Article 11), measures focused on the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women (Article 5).

International legal documents have undergone their own evolution - from formal requirements for gender equality to documents that deal directly with preventing gender-based discrimination. Every society should normatively support the characteristics of human rights - universality, indivisibility, interdependence and interconnectedness, as well as participation, inclusion, equality and non-discrimination.³⁹ In most countries of the world, this has been achieved through laws, policies and programmes that provide a normative framework, i.e. a

39 *Gender Equality Policy*, UN OHCHR – Office of High Commissioner for Human Rights, 2011.

guarantee of legal non-discrimination. The problem is both direct and indirect discrimination resulting from practices and behaviours that treat men and women unequally in many societies.

Introducing a new policy in a social area requires a more significant number of activities. It is necessary to establish a legal basis for decisions and decision-driven actions. For a new policy to be effective, new legal norms need to be enacted, or the existing ones adapted, new institutions need to be created, or existing ones adapted. Standards need to be set, and resources for implementation need to be planned. Those who are to implement the new policy and those targeted by the new policy need to be sensitised. Policy implementation needs to be monitored and adapted as appropriate, and the impacts of the policy evaluated. When policy is based on international legal instruments, it means transposing the document into the national framework - ratifying it, applying new legal norms and amending the existing ones, as well as adapting financial and other resources. Fulfilling international obligations requires reporting on them, and creating a conducive political environment, i.e. putting the policy into practice.

Four Western Balkans countries have politically and legally decided to integrate gender perspectives into the defence system. The introduction of these postulates constitutes an international obligation, but at the same time, it represents a process with positive implications for defence systems and their reform.

For the Western Balkans countries, the most important international organisations with gender-related legal and policy frameworks include the United Nations, the Organisation for Security and Cooperation in Europe and the Council of Europe. All four countries are members of these organisations. They all aspire to membership in the European Union, and consequently, they accept the policies of this organisation. In addition to the international global and regional organisations, it is important to mention the North Atlantic Treaty Organization - NATO, which represents an alliance of the armed forces of 30 countries. Of the four countries included in this study, two Western Balkan countries are members of the Alliance (Montenegro and the Republic of North Macedonia), while the other two - Bosnia and Herzegovina and the Republic of Serbia are members of the PfP.

All members of the AFs have human rights, just like the other citizens. The limitations of serving in an organisation like the AFs⁴⁰ do not compromise fundamental human rights. Women in the armed forces should exercise all the rights granted to them through the application of CEDAW, the Beijing Declaration or the Council of Europe's Convention on Preventing and Combating Violence against Women and Domestic Violence.

All four countries prohibit discrimination⁴¹ through their constitutions and laws. Efforts are invested in creating conditions for gender equality in the policies and practices of those countries. However, gender-based discrimination is still present in all walks of life and, consequently, in the defence systems of all four countries.⁴²

The need for gender education to be institutionalised and systematised is for at least two reasons. One is internal, that is, the need for all AF members of the AFs to know and understand their rights and recognise gender-based discrimination. The second can be marked as external, i.e. outside the organisation, because everyone in the AFs needs to understand the gender perspective in order to be able to respond more effectively to the complex challenges of the 21st century, both in operations within their borders that threaten national security, and abroad, by participating in peacekeeping missions.

The Western Balkan countries have ratified the most important legal enactments in the field of human rights of the global organisation, the UN. They also apply legal instruments for the inclusion of gender perspectives in the AFs, organisations they are members of, such as the Council of Europe, OSCE, etc., or are in different stages of the EU accession process.

40 The military organisation and some other services are defined in organisational theory as mechanistic organisations with strict hierarchy, subordination and sole leadership. For an example of possible restrictions on the rights of the people who serve in the armed forces, see chapter no. 2.

41 For more information, see *the Regional Manual on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse in the Ministries of Defence and Armed Forces of the Western Balkan Countries*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

42 *Ibid.*

3.1. United Nations

The United Nations organisation has been committed to realising women's rights and gender equality since the establishment of the Commission for the Status of Women (later the Commission for the Advancement of the Status of Women) in 1946. Gender equality is guaranteed by the Universal Declaration of Human Rights, adopted in 1948. The intensity of addressing the gender equality increased during the UN Decade of Women (1976-1985) when the International Research and Training Institute for the Advancement of Women (INSTRAW) was established. In 2011, INSTRAW merged with the Commission for the Advancement of the Status of Women to form an organisation called UN Women - the United Nations Agency for Gender Equality and the Empowerment of Women, which has the mandate to promote gender equality and the empowerment of women and girls. Its mission is to accelerate progress on gender equality in cooperation with the UN member states, civil society organisations, and other relevant actors.⁴³ The fact that a special institution has been established to focus on gender equality shows the globally recognised importance of this issue.

The most important treaties under the auspices of the United Nations related to women's human rights in the last decades of the 20th century include the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Declaration with the Platform for Action.

The United Nations General Assembly adopted the CEDAW on 18 December 1979 as the first comprehensive internationally recognised document on women's rights. The Convention invites the signatory states to take appropriate measures to eliminate discrimination against women by individuals, institutions or companies in the social, cultural, economic, political civil spheres or any other sphere of life. In its general recommendations, the Convention pointed to the need for training on gender-related issues and recommended that countries that have acceded to the Convention adopt codes of conduct for AFs as part of a preventive approach, that is, zero tolerance for gender-based violence and trafficking, including in situations where state actors and peacekeepers have committed these acts.

43 More information about the UN Women is available at the official website unwomen.org/en/about-us/about-un-women

The Beijing Declaration and the Platform for Action were adopted at the Fourth World Conference on Women in September 1995. The fundamental meaning of the Beijing Declaration is “to advance the goals of equality, development and peace for all women, everywhere in the interest of all humanity” (Beijing Declaration, 1995). The Platform for Action is primarily concerned with removing obstacles to women’s equal participation in economic, cultural and political life, and decision-making processes in all areas important for society. In short, it is about removing obstacles to the realisation of equality between men and women in private and public life. The Platform’s strategic focus is on, among other things: the protection of women’s human rights, the elimination of violence against women, the protection of women in areas of armed conflict, the support of women in obtaining decision-making positions, and the development of mechanisms to improve the status of women.

Neither the CEDAW, the Beijing Declaration, nor the International Criminal Court,⁴⁴ included “a sufficiently broad recognition and understanding of the impact of armed conflict on women”.⁴⁵ It was therefore necessary to adopt an international document to ensure women’s protection and empowerment in the field of security. The importance of the role of women and gender perspectives in security issues has been globally *recognised* and codified by the adoption of the UNSCR 1325 WPS. The resolution was adopted on 31 October 2000. Its adoption extended the efforts of the UN from the 1990s to broaden the recognition of women’s human rights in the context of security.

44 The International Criminal Court is an independent institution. It was established as per *the Rome Statute* in 1998, and came into force on 1 July 2002. The court prosecutes and punishes perpetrators of the most serious crimes of interest to the international community - genocide, war crimes, crimes against humanity, most of which are governed by instruments of international humanitarian law.

45 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

3.1.1. Women, Peace and Security Agenda

The resolutions that comprise the WPS Agenda call for the protection of women and girls and men and boys who may be exposed to violence in conflict and post-conflict societies. In doing so, the international community reaffirms its concern for the human rights of all people, regardless of gender. The implementation of these resolutions contributed to the improved understanding of the role of women in the conflict and post-conflict period, as well as in the AFs. The implementation of the WPS Agenda also demonstrated the importance of women's participation in peacekeeping missions in third countries. At the same time, the security needs of the modern age call for women to become part of the forces that serve the population within the borders of their countries as well, in support of civil structures in response to the complex security challenges, risks and threats that characterise the 21st century.

UNSCR 1325 emphasises the protection of women in all conflict and post-conflict situations, while urging for increased representation and participation of women in addressing peace and security issues. The Resolution emphasises the importance of women's full and equal participation in preventing and resolving conflicts, as well as in peacebuilding, recovery and reconstruction efforts. The Resolution calls on all parties involved to increase women's participation and promote gender equality in all areas. It also recognises the need to include the gender perspective in peacekeeping operations and the importance of specialised education for all peacekeeping personnel on the protection, needs and human rights of women and children in conflict situations.⁴⁶ The Security Council called on the Secretary-General to ensure that field operations include a gender component and to expand the role and contribution of women, *inter alia*, in the role of military observers and staff officers. In subsequent related resolutions, the Security Council followed up and upgraded these areas focusing mainly on the three pillars: prevention, protection and participation out of the four areas mentioned in the Resolution (the fourth area being restoration).

46 Military institutions worldwide had their own challenges. In the years preceding the UNSCR 1325, there were high country-level and international discussions focused on preventing misconduct – such as sexual exploitation and abuse in missions or sexual harassment in the military.

S/RES/1820 (2008)	Protect women from sexual violence in conflict; zero tolerance for sexual abuse and exploitation when perpetrators are members of the UN Peacekeeping Operations Department
S/RES/1888 (2009)	Establish the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict; launch a multi-agency initiative – “United Nations Action against Sexual Violence in Conflict”;
S/RES/1889 (2009)	The need to increase women’s participation in peace and security management at all levels; create global indicators to monitor the implementation of UNSCR 1325.
S/RES/1960 (2010)	Develop monitoring of sexual violence in conflict, analysis and methods of reporting; integrate women’s, peace and security issues into field missions in addition to the role of the gender advisor.
S/RES/2106 (2013)	Questioning impunity and lack of accountability for cases of sexual violence in conflict situations. It is recognised that men and boys are also victims of sexual violence in conflicts.
S/RES/2122 (2013)	Emphasising the need to continue the implementation of UNSCR 1325 and national action plans, and to improve coordination, monitoring and evaluation of the plans. Recalling the role of UN Women in providing information and advice on women’s participation in peace and security management. This resolution provides for a high-level review of the implementation of UNSCR 1325 planned for 2015.
S/RES/2242 (2015)	Including women’s, peace and security issues in all policies of all UN member countries; establish an informal group of experts on women’s, peace and security issues; consider this issue in the meetings of the Sanctions Committee; the links between women’s issues, peace and security and the fight against terrorism and extremism.
S/RES/2467 (2019)	Strengthen mechanisms to prosecute/punish cases of sexual violence in conflict; open up the possibility of punishing perpetrators; emphasise a victim-centred approach; call for compensation for survivors.
S/RES/2493 (2019)	Urging member states to promote women’s rights; encouraging the creation of a safe working environment for those who advocate for women’s rights; calling for the full implementation of all previous resolutions on women, peace and security.
S/RES/2538 (2020)	Call on member states, the Secretariat UN and regional organisations to improve the participation of women in peacekeeping missions at all levels and in all positions and to ensure a safe environment; prevent all forms of sexual abuse in missions.

Table 1: Key provisions of the resolutions on women, peace and security (UNSCR 1325 and associated resolutions)¹⁷

The United Nations Security Council resolutions on WPS include requirements for activities to be carried out under the UN system, as well as systematic appeals to member states to implement activities to ensure gender equality, women's empowerment and participation, and the prevention of sexual and gender-based violence. Implementing these UN Security Council resolutions led to changes in practice in member states and within the UN. When establishing peace operations, the Security Council always refers to WPS resolutions, including those on children (UNSCR 1261 and 1314) or protecting civilians in armed conflict (UNSCR 1265 and 1296).⁴⁷

UNSCR 2272⁴⁸ on sexual violence and UNSCR 2331⁴⁹ on the maintenance of international peace and security are not part of the WPS Agenda. Rather, they relate to issues that are important to the agenda. UNSCR 2272 supports the Secretary-General's decision to repatriate a particular military or police unit if there is credible evidence of widespread or systematic sexual exploitation and abuse by that unit and requires that the Secretary-General implement that decision immediately and with permanent effect. UNSCR 2331 points to the need to prevent the trafficking of human beings but also punish those involved in it, especially in the context of armed conflict.

The 20th-anniversary celebrations of the adoption of UNSCR 1325 in October 2020 created an opportunity for assessments of what has been achieved and what remains to be done, what has been missed or what has been insufficiently done.

There are assessments from the UN system, but also from other international organisations, civil society organisations or research institutions - that some progress has been made in the implementation of the WPS Agenda. However, these assessments are followed by criticisms of the current situation in implementing the goals of the WPS Agenda.

47 [NCGM](#): See also Kirby P, Shepherd L J. *Reintroducing women, peace and security, International Affairs*, 92: 2. 2016) 249–254, p. 25 in the publication *Implementing Women, Peace and Security Agenda in the OSCE Region*, OSCE Mission to Serbia, 2020

48 Available at: conduct.unmissions.org/sites/default/files/n1606925.pdf

49 Available at: un.org/securitycouncil/s/res/2331-%282016%29

The fact is that military expenditures worldwide have increased by 2.6%. In the report for 2021, the Secretary-General of the UN called on reducing these expenses and increasing investment in peacebuilding, education, health and other public programmes.⁵⁰ Conflict and human suffering, which increasingly include the suffering of civilians, primarily women and children, are still pervasive across the globe.

Women have not been given their place as leaders in peace or political processes which impact them, nor as participants in peacekeeping forces. In most conflicts, women are not “at the table” in the search for sustainable peace. According to the University of Edinburgh’s database of peace agreements⁵¹ from 1990 to 2019, only 20% of global peace agreements include women’s rights.⁵² Women were involved in about 10% of peace agreements signed between 1990 and 2014, the period covered by UNSCR 1325.

On the other hand, the number of women in peacekeeping missions is still low. In the UN missions, there are 5.9% women troops, while there are 15% women military experts/observers and staff officers. This figure increased to 18% in July 2021. There are 6% of women in European Union operations and missions. The highest percentage is in OSCE operations, where 25% of women are in military missions and 30% are in civilian ones.

In order to increase the number of women in missions, the Department of Peacekeeping Operations of the UN Secretariat adopted the *Strategy for Gender Parity in Uniforms for the period 2018-2028*⁵³. The strategy lists activities in recruiting and training women to increase the number of women in the troops, but also as military observers and staff officers.

Some critics of the measures taken so far to implement the WPS Agenda point out that the content of the resolutions is too focused on sexual violence, and that other

50 Stated according to unwomen.org/en/news/in-focus/women-peace-security

51 Stated according to cmi.no/publications/7269-un-security-council-resolution-1325-peacebuilding-in-africa-20-years-after-its-adoption

52 It is significant that this figure is higher in Africa and that women's rights are mentioned in 35% of peace agreements.

53 *Uniformed Gender Parity Strategy 2018-2028*, DPKO.

aspects of the protection of women in conflict and post-conflict situations have not been covered by the Agenda. On the other hand, the fact that the demand for zero tolerance towards sexual violence is repeated in a large number of resolutions and that there are decisions by the UN Secretary-General on the withdrawal of those forces that have demonstrably neglected this aspect show that there is also (in some cases) sexual abuse within the peacekeeping forces, but also towards the population that should receive protection and support from these forces.

3.1.2. UN Resolutions on training and education

Members of peacekeeping missions can only contribute to implementing the provisions of UNSCRs if they know how to implement them. Organising occasional special courses on gender is one of the ways to introduce gender perspective in missions and operations. However, the question arises whether such courses are sufficient for men and women in military operations or missions to realise the goals of protecting women in conflict or post-conflict societies, or whether it is necessary to integrate the gender perspective into military education and training across the board.

The inclusion of women in peacekeeping operations means expanding opportunities to carry out tasks and activities in the context of missions and making use of different experiences. However, the expectation that women understand gender perspectives just by being women is unrealistic. In order to gain knowledge about gender issues, both men and women need to undergo specific gender military training.

Training and education are among the key objectives of the Department of Peacekeeping Operations' *Gender Strategy for the Future UN*. The Department makes specific recommendations for gender training and education at the global level, as well as recommendations for pre-deployment training and specialised programmes during deployment. Training includes the concept of gender, behaviour and discipline, sexual violence in conflict and protection of civilians. Sexual violence is addressed under the protection of civilians theme, while gender is a separate component. Although pre-deployment training is mandatory, the countries sending their AFs decide how much time to devote to each element, so the gender-related perspective is not always given enough time or attention.⁵⁴

54 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

The Security Council WPS resolutions also contain specific provisions on training and education. UNSCR 1325 points to the importance of specific training on the protection, needs and human rights of women and children in conflict situations for all peacekeeping personnel. It also calls on the Secretary-General to provide guidelines and training materials for the Member States to include in military and police training, but also for the UN to include in its training for civilian peacekeepers. The resolution calls on member states to increase financial and logistical support for these trainings.

WPS resolutions, as legal instruments, recognised the importance of education and training to improve the effective delivery of security and justice services, but also to create a safe working environment, prevent discrimination and human rights violations. Therefore, their provisions called for education and training as prerequisites for fully implementing their provisions and creating a better world. Many international organisations have adopted the standards of the WPS Agenda and ensured their application, especially in military and peacekeeping missions.

**S/RES/1325
(2000)**

The preamble mentions specialised training for all peacekeeping personnel on the protection and human rights of women and children. The resolution calls on the UN Secretary-General to provide Member States with appropriate training guidelines and materials for military and civilian police personnel to prepare for deployment, as well as the UN to integrate these into their training for civilian peacekeeping personnel.

**S/RES/1820
(2008)**

Demands that all parties to the armed conflict take appropriate measures to prevent all forms of sexual violence, such as training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence, and adhering to the principle of command responsibility in this area

Calls on the UN to develop appropriate training programmes for all deployed peacekeeping and humanitarian personnel to help them better prevent, recognise and respond to sexual violence and other violence against civilians.

**S/RES/1888
(2009)**

Encourages member states to deploy more female military and police personnel for peacekeeping operations and to adequately train all military and police personnel to perform their duties

Requests the UN Secretary-General to ensure technical assistance to contributing countries to provide guidance on pre-deployment training for military and police personnel so that sexual exploitation and abuse are not tolerated.

S/RES/1889 (2009)	Calls on the Secretary-General to develop a strategy to increase women's participation in political missions and in the UN peacebuilding and peacekeeping missions, including through appropriate training.
S/RES/1960 (2010)	Calls on member states to use UN scenario-based training materials to combat sexual violence for peacekeepers.
S/RES/2106 (2013)	<p>Calls on the Secretary-General to ensure comprehensive gender-sensitive training for all relevant peacekeeping and civilian personnel. Requests that all pre-deployment and in-service training focus on sexual and gender-based violence, including addressing the specific needs of children</p> <p>Stresses that adequate training should be ensured for all participants in political and UN peacekeeping missions.</p>
S/RES/2122 (2013)	Encourages troop-contributing countries to provide appropriate gender perspective training for military and police personnel. Encourages the relevant UN agencies to provide proper guidance or training modules during pre-deployment training, in particular on the prevention of sexual and gender-based violence
S/RES/2242 (2015)	Deeply concerned about the continuing allegations of sexual exploitation and abuse, it calls on countries involved in military and police forces to conduct robust pre-deployment training on sexual exploitation and abuse, as well as vetting their peacekeeping personnel.
S/RES/2467 (2019)	Calls for pre-deployment and in-mission training of troop- and police-contributing country contingents to include training on sexual and gender-based violence and encourages that this competency is incorporated into the readiness standards under which troops and police officers are assessed for participation in missions.
S/RES/2493 (2019)	Strongly reaffirms the need for protection in conflict and post-conflict societies and women's participation in peacebuilding and security. It does not address gender education or training, however, it recalls the commitment to implement all previous WPS-related resolutions and mentions in particular UNSCR 2242.
S/RES/2538 (2020)	Calls for greater representation of women in peacekeeping operations. Encourages troop and police-contributing countries to adequately train all military and police personnel to carry out their duties. Calls on the United Nations Secretariat to provide and update the necessary guidance and training materials. Supports cooperation between States in sharing experiences and best practices.

Table 2: Training and education in the WPS resolutions⁵⁵

⁵⁵ This table was taken over from the publication PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016, noting that the text was shortened and brief descriptions added for the resolutions S/RES 2467(2019), S/RES 2493 (2019) and S/RES 2538 (2020)

All four countries that have sent and continue to send their representatives to attend Gender Training of Trainers - GToT trainings organised by the Nordic Centre for Gender in Military Operations (NCGM in Sweden), PSOTC in Bosnia and Herzegovina, as well as RACVIAC in Croatia.

Regional trainings of trainers/ instructors on gender equality are also organised within the project *Strengthening regional cooperation in the inclusion of the gender perspective in the reform of the security sector in the Western Balkans* in close cooperation with the MoDs participating in the regional project, NCGM and UNDP SEESAC. The two-week course is accredited by NATO and enables representatives of the MoDs and AFs to integrate the gender perspective in training and education and training of members of commands, units and institutions of the MoDs and AFs in order to train them for assigned missions and tasks.

The first regional gender equality training for trainers was held in 2014 for representatives of the MoDs and AFs of the Western Balkans countries at the PSOTC in Sarajevo in 2014, while the second GToT was held at the Centre for Peace Operations (CMO) in Belgrade in 2015. The first and second GToT enabled the establishment of a regional network of gender equality instructors in the MoDs and AFs of the Western Balkan countries.⁵⁶

3.1.3. Convergence of peace-related and development aspects of human rights

UNSCR 1325 aims to protect women in conflict and post-conflict societies, but the task of protection is primarily directed at the peacekeepers within the UN and other organisations. The activities and responsibility of “own troops”, i.e. countries participating in peacekeeping operations with national contingents, are brought to the fore.

In 2000, when UNSCR 1325 was adopted, the Millennium Development Goals were also adopted. They focused on the most significant problems worldwide - poverty, hunger, child and maternal mortality, unequal access to education, etc. The Millennium Goals were focused on developing countries. The Sustainable Development Goals (SDGs) contained in the 2030 Agenda were agreed upon in 2015 and replaced the Millennium Development Goals.⁵⁷ Not only has the

⁵⁶ The third GtoT was organised in Skopje, North Macedonia, at the end of May – beginning of June, 2022. More details about the third GToT can be found in the best practice example, Chapter 4.2.

⁵⁷ Sustainable development goals were adopted in September 2015.

number of goals been expanded - from eight to 17 - but also the targeting of the goals to all countries, from the poorest developing countries to the most developed countries, as the Sustainable Development Goals can only be achieved through global cooperation.

The 2030 Agenda strengthens support for gender equality compared to the Millennium Development Goals by including SDG 5, which focuses on gender equality. However, it reaffirms that achieving gender equality and empowering women and girls contributes to the progress of the other 16 goals. The 2030 Agenda affirms that "the achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be deprived of full human rights".⁵⁸ SDG 5 is dedicated to promoting gender equality and empowering women. It includes nine targets, the monitoring of which is made possible by 14 indicators. All UN member states submit regular reports on progress in achieving SDGs, including progress towards achieving SDG 5 through measurable progress based on set indicators.

In the 2030 Agenda, SDG 16 focuses on peace, the rule of law and strong institutions. SDG 5 emphasises that gender equality is a fundamental human right and a necessary foundation for a peaceful, prosperous and sustainable world. Thus, for the first time, gender equality and support for women in security situations have been considered holistically through peace and development aspects that support each other.

The United Nations has clearly undertaken activities to implement the WPS Agenda. The UN Department of Peacekeeping Operations (DPKO), responsible for planning and managing UN peacekeeping operations, has developed a Gender Responsive UN Peacekeeping Operations Policy.

Since 2006, DPKO has been revising and updating this document regularly. In addition, the Gender Strategy for the Future was developed. It underlines the link between women, peace and security and reaffirms the commitment of the two UN departments - peacekeeping operations and field support - to work effectively at all levels to improve and achieve the integration of gender in peacekeeping operations. The Strategy also provides tools to help military personnel better support and protect women and girls in locations where peacekeeping missions are deployed⁵⁹.

58 Downloaded from: www.seesac.org/ff/docs/Gender-and-Security/Policy-Brief-2030-Agenda_1.pdf

59 DPKO/DFS, "*Gender forward looking strategy (2014–2018)*", United Nations, 2014

3.2. European Union

As a legal entity whose member states cede part of their sovereignty to the organisation's institutions, the European Union (EU) has a developed political and legal framework in two areas that are relevant to the issue of introducing the gender perspective into military education and training: the protection of human rights and gender equality in particular. The relevance of the EU political and legal framework to the topic of the study lies in the fact that all countries in the Western Balkans have set accession to the EU as their strategic goal.

The founding documents of the European Union emphasise values such as respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities, as well as pluralism, non-discrimination, tolerance, justice, solidarity and equality between men and women as values common to the member states⁶⁰. Over time, human rights standards have been integrated into EU policies and the *Acquis Communautaire*. One such document is [*the Charter of Fundamental Rights of the European Union*](#)⁶¹, which entered into force along with the Treaty of Lisbon in 2007. The Charter brings together in a legally binding document the most critical personal freedoms and rights arising from the constitutional traditions common to the Member States and already enjoyed by EU citizens. The area that the EU has significantly expanded in this document is equal treatment and protection against discrimination. This has provided an important framework for anti-discrimination law within the EU *acquis communautaire* and has broadened the scope of rights compared to the European Convention on Human Rights. Chapter IV of the Charter deals with equality and the prohibition of discrimination. Equality of all before the law is guaranteed (II -20), a general prohibition of discrimination is prescribed (II -21), while Article II -23 states that "equality between men and women shall be ensured in all areas, including work, employment and income".

Gender equality is one of the EU's core values. According to the Gender Equality Index for 2021 published by the European Institute for Gender Equality (EIGE), the

60 European Union, "Consolidated version of the Treaty on European Union", Official Journal of the European Union, 26 October 2012, EU Doc. C 326/01

61 *EU Charter on fundamental rights*, Available at: citizensinformation.ie/en/government_in_ireland/european_government/eu_law/charter_of_fundamental_rights.html

EU scores 68 out of a possible 100, which means that equality has not yet been achieved. Therefore, action is needed in several areas. These include the field of scientific research and innovation, as well as higher education institutions, where women are still not equally represented in the highest academic positions and on the boards of research institutions, especially in science, technology, engineering and mathematics.

Gender analysis has not yet been integrated into the field of research and innovation, resulting in gender-neutral content, which could lead to unequal treatment of certain topics or inequality between men and women in different areas. The European Commission considers gender equality to be an important lever for creating a just society free from discrimination based on gender or other personal characteristics.

As early as 1996, the European Union stressed the need to create equal opportunities for men and women in EU institutions and bodies. One of the most important policy decisions in the field of gender equality in recent years is the *EU Gender Equality Strategy*⁶² adopted by the European Commission. The strategy aims “to achieve gender equality in the countries of the European Union where gender-based violence, gender discrimination or structural inequalities between men and women are a thing of the past.” In the preamble to the Strategy, the European Commission acknowledges that inequalities still exist and stresses that significant progress has been made in gender equality in recent decades through equal treatment legislation, gender mainstreaming, the integration of the gender perspective into all other policies and specific measures for the advancement of women. The Strategy emphasises that the number of women in the labour market and progress in improving the education and training of girls and women shows an encouraging trend. However, it acknowledges that women are still overrepresented in the lower-paid sectors⁶³ and underrepresented in decision-making positions.

62 Available at: ec.europa.eu/info/policies/justice-and-fundamental-rights/gender-equality/gender-equality-strategy_en

63 The problem *gender digital gap*, i.e. the difference in the participation of women and men in better-paid jobs related to digital technologies is present in the majority of developed countries, where a lower percentage of women are employed in the digital technologies sector. In developing countries, this problem is at the level of opportunities for girls and women to access and use the Internet. All UN human rights organisations, as well as other UN entities including UNDP are working intensively on this issue.

The development of the EU *acquis communautaire* in the field of gender equality - Gender Equality *Acquis*⁶⁴ has been gradual. The first provisions related to the principle of equal pay for equal work, which was already mentioned in the 1957 Treaty establishing the European Economic Community.⁶⁵ The *acquis communautaire* in the field of gender equality must be applied by all member states, i.e. incorporated into their legal systems. Other countries outside the European Union that aspire to join the EU should also do so gradually, including the countries of the Western Balkans. The EU actively promotes gender equality through programme funding and monitoring indicators set out in the EU Action Plan: Ambitious agenda for gender equality and empowerment of women in external activities for 2021-2025.⁶⁶ Thematic outcome no. 6 focuses on reducing inequality in enrolment, promotion and retention of staff at all levels of education. One of the indicators refers to the content of the curriculum, which should be free of gender stereotypes. There is also an indicator for the number of lecturers participating in gender perspective courses and the proportion of women in leadership positions in public sector educational institutions.⁶⁷

64 The EU *Acquis communautaire* which represents the accumulated legislation, legal acts and court decisions, that is, the body of the European Law, that Western Balkans countries should refer to and harmonise their legislation with, also relates to gender equality, including all treaties, regulations, directives, guidelines and judgments of the European Court of Justice. For more details, see Burri S, Perchal S. *EU Gender Equality Law*, European Communities. Luxembourg, 2008. Available at: [WEBEUGenderEqualityLawKE8008432ENC30Oct_2008_\(2\).pdf](#)

65 In order to monitor the application of the *Acquis communautaire* in the field of gender equality, the European Commission commissions reports that provide an overview of the application and problems encountered in the application of EU legislation. More details can be found in the following report Timmer A, Senden L. *Gender Equality Law in Europe – How are EU rules transposed into national law in 2018?* Publications Office of the European Union; Luxembourg, 2019 (The Report prepared for the EU Commission) Available at: [op.europa.eu/en/publication-detail/-/publication/9b101483-3a44-11e9-8d04-01aa75ed71a1](#)

66 Available at: [womensnetwork.org](#)

67 The joint instruction with targets and indicators complements the Communication of the European Parliament and the European Commission as part of the [Third Plan for the promotion of gender equality, Brussels, 2020](#).

68 The Guide was developed under the [Horizon 2020](#) funding instructions for scientific research, noting that funding is also available under international cooperation for countries that are in the process of EU accession. These funds have so far been used by Bosnia and Herzegovina, Montenegro, Serbia and North Macedonia. The application of the principle of gender equality, as described in the GEAR guide, applies to all institutions using funds from the Fund, even if they are located in non-EU countries.

EXAMPLE: The European Institute for Gender Equality – EIGE has developed a guide detailing the steps to implement gender equality policies. The guide is aimed in particular at organisations involved in scientific research, universities and other public institutions involved in research and innovation, and research funding. The Gender Equality in Academia and Research - GEAR provides practical advice on developing a [Gender Equality Plan](#) (GEP) to ensure gender equality in the institution and how education and research are conducted in scientific and higher education institutions.⁶⁸

Another important area for the Western Balkans countries is their participation in a larger number of EU military and civilian missions. On their way to EU membership, the countries of the Western Balkans participate in several European Union missions. The Common Security and Defence Policy of the European Union - CSDP - is part of the EU's Common Foreign and Security Policy. It was established to reaffirm the EU's role as a major global actor. The European Union has significant civilian and military resources for crisis management, conflict prevention, and maintaining international peace and security. CSDP is an integral part of the EU's comprehensive approach to crisis management. In addition to civilian and military capacities, it also includes political, diplomatic, legal, development, trade and economic instruments. Such a wide range of instruments and means necessary for effective crisis management puts the EU in a unique position compared to other international actors.⁶⁹

Addressing new security challenges and threats, the EU further develops and strengthens CSDP. The EU Global Strategy for Foreign and Security Policy of June 2016 laid the foundation for this development⁷⁰. A more concrete elaboration followed the adoption of the Implementation Plan in the field of security and defence, which set the following as strategic priorities: response to external conflicts and crises, capacity building of partners and protection of the EU and its male and female citizens.

69 mfa.gov.rs/lat/spoljna-politika/bezbednosna-politika/zajednicka-bezbednosna-i-odbrambena-politika-eu

70 For more information on the scope of the strategy see: Novaković I, Perkućin J. *Od globalne strategije za spoljnju i bezbednosnu politiku EU ka ZBOP sa velikim O*. ISAC, Friedrich Ebert Stiftung: Beograd, 2017 / From the Global Strategy for EU Foreign and Security Policy to CSDP with a capital O.

Since CSDP was equipped with the education and training mechanism, in 2005, the European Security and Defence College - (ESDC) was established thus creating a network of the existing educational institution offering courses for staff in the diplomatic, political and defence sectors. Participation of the EU member states is on a voluntary basis; however, every member state in the network is represented by at least one institution.⁷¹ The CSDP policy is based on the principle of integrating human rights and gender perspectives as a part of the European security culture. EU also supports training organised by member states through the development of the module for education and elements of training in accordance with minimum standards. These modules and standards exist, for instance, in human rights, gender perspective and child protection.⁷² The standards for human rights and gender are different for each mission. However, the following are required as a minimum: 1. understanding of human rights, gender perspectives and the role of the mission; 2. inclusion of and reporting on human rights and gender issues; 3. zero tolerance of intentional and unintentional human rights violations by mission members, improper behaviour, sexual exploitation or misuse.⁷³

The EU is scaling up its military and civilian missions in the NATO member states or in the countries in which NATO has never been engaged in. Hence, in this regard, the EU *Acquis Communautaire* and politics are critical for the missions.⁷⁴ The complexity of these situations and the fact men and women mission members are expected to be involved in peacekeeping and peacebuilding means that knowledge is indispensable to integrating gender perspectives.

Immediately after the adoption of UNSCR 1325, in November 2000 the European Parliament adopted the Resolution on Gender in Conflict Resolution and Peacebuilding, which was the first major document calling for a more active role

71 European Union External Action, "ESDC network", available at: issat.dcaf.ch/Share/People-and-Organisations/Organisations/European-Security-and-Defence-College-ESDC

72 *Ibid.*

73 For more details, see: eeas.europa.eu/archives/docs/csdp/structures-instruments-agencies/european-security-defence-college/pdf/handbook/handbook_csdp_2_aufilage-revised.pdf

74 By December 2020, within the CSDP, a total of 38 crisis management operations were launched, out of which, at that moment, there were 17 active - 6 military operations and 11 civilian missions. Those operations, in addition to keeping the peace, preventing conflict and strengthening international security, are focused on supporting the rule of law and fighting against human smuggling and piracy.

and commitment of the European Commission and Member States to gender equality in foreign policy and international relations.⁷⁵ National Action Plans (NAPs) in most EU Member States accompanied the implementation of UNSCR 1325 and related resolutions. These NAPs focused on external engagement in conflict situations and support to post-conflict societies. Denmark was the first state that devised such National Action Plan. 2005

All ongoing CSDP missions and operations have designated focal points for human rights and/or gender advisors. Such a system has been established to ensure that EU policies and knowledge are translated into operational guidance, to integrate WSP issues into all CSDP mission strategies (planning, implementation, and monitoring), and to support mission and operations staff in their daily work with a focus on gender issues.

As part of efforts to improve gender equality, the EU has appointed a chief advisor of the European Service for Foreign Affairs for Gender Perspective and the implementation of the UNSCR 1325. The role of advisor is to interact with international, regional and national EU actors on politics and activities related to gender perspective and WPS, as well to the coordination of integrating the gender perspective in the EU. In addition, the appointed person works on increasing the visibility of the gender perspective in the EU foreign affairs and cooperates with the relevant services and UN agencies.⁷⁶

The EU has not organised pre-deployment training in WPS for its military and civilian personnel for its operation or mission, given that it is the obligation of the contributing country to provide training in gender and gender equality. Most of the participants of operations and missions underwent pre-deployment training in gender perspective in their countries or through training organised by the UN or NATO (EU member state and members of the NATO or PfP)⁷⁷. However, after a comprehensive analysis that lasted from 2016 to February 2020, led by the Spanish Office for Gender Issues in Operations, all shortcomings in pre-deployment training and the lack of training in the missions were determined. In

75 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

76 European External Action, "ESDC Network"

77 At the time of the completion of data collection for the Regional Baseline Study, which ends in December 2021, five of the 27 EU countries were not members of NATO (Austria, Finland, Cyprus, Malta, and Sweden). However, all countries, except Cyprus, are members of the PfP.

addition, it was also found that the courses covering CSDP standards should be adapted to the area of operations and focused on practical problem-solving. The curricula of the three gender courses offered since 2020 are aimed at women/men advisors and focal points, then at command personnel and officials, and finally at officers from platoon level upwards.⁷⁸

In addition to these specialised courses on gender, topics on gender perspectives are integrated into the curricula of other CSDP courses, such as training for staff officers at operational and tactical levels, as well as for diplomatic and newly arrived personnel and men and women representatives of member states working in CSDP. They are also integrated in an advanced course designed for commanders and civilian heads of operations/missions.

In the countries of the European Union, in addition to the training in gender equality competence required for deployment in military operations and missions, there is a significant activity to introduce the gender perspective into training in military educational institutions.

As each country in the EU implements its own education programme, the European institutions only play a supporting role and respect the specificities of their members' education systems. Forums for cooperation between countries are provided, and support is given to promote coherence in education policy. The European Commission funds various initiatives to support education in Europe, from recognising qualifications between countries to presenting success stories.⁷⁹

In military education, which takes place at military academies and universities for officers or non-commissioned officer academies and courses, gender equality is sought primarily through greater representation of girls. Military academies and universities in Europe apply the same admission criteria for women and men, although physical examination standards generally differ to ensure equal opportunities for admission. Women are admitted to military educational institutions

78 EEAS – European External Action Service. Available at: data.consilium.europa.eu/doc/document/ST-6084-2020-INIT/en/pdf

79 For more details, see: ec.europa.eu/info/policies/education-and-training_en

without quotas and restrictions on the choice of subjects (branches and service). The percentage of girls at military academies varies but is around 15%.

Military academies implement content on gender issues for cadets within individual subjects such as leadership (Bulgarian University and Austrian Academy), but also the subjects of physical culture, culture (Austrian Academy), basics of military training, logistics and law (Spanish Academy). Some military academies also organise various seminars, courses and conferences on gender issues (e.g. the Spanish university) or include gender in professional development.

Among higher education institutions in the European Union, there are also military universities or academies that do not yet have specific content on gender issues in their curricula (the Polish Military Technical University or the French Air Force Academy). Data according to the article.⁸⁰

Military universities and academia in the EU have launched several cooperation initiatives, the most important of which is the European initiative for exchange of young officers⁸¹, the military Erasmus⁸², which provides for the exchange of officers as well as professors and instructors. The military educational institutions also founded the International Military Academic Forum and the Network of European Educational Experts.

80 Data taken from the article Atanasova-Krasteva N., *Gender Equality Education in the European Military Universities*, European Initiative for the Exchange of the Military Young Officers, Vasil Levski National Military University. Veliko Tarnovo: 2019.

81 European initiative for the exchange of young officers. For more information, see: www.emilyo.eu

82 Since 1987, Erasmus and later Erasmus Plus have been programmes of the European Community, i.e. the European Commission, to promote the mobility of students from the Member States. More information is available at: erasmus-plus.ec.europa.eu/hr/programme-guide/part-a/priorities-of-the-erasmus-programme/participate

3.3. Council of Europe

The Council of Europe, as an organisation dedicated to the protection of human rights, democracy and the rule of law, has adopted many documents and instruments related to gender equality⁸³, which are also relevant to the issue of gender in the defence system.

In 1950, the European Convention for the Protection of Human Rights and Fundamental Freedoms was adopted, guaranteeing civil and political rights, including the right to life, liberty and security, and prohibiting discrimination based on gender, race, colour, language, religion, political or other opinions, national or social origin, association with a national minority, property, birth or another status. As the prohibition of discrimination relates to the rights guaranteed under the Convention, Protocol no. 12 with the Convention, which prescribes a general prohibition of discrimination, was extended to the rights guaranteed by national legislation.

The 2005 Council of Europe Convention on Action against Trafficking in Human Beings emphasises that trafficking in human beings is linked to gender, which is why it is necessary to include the gender perspective in the area that sanctions trafficking in human beings.

The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence - Istanbul Convention of 2011 sets binding standards for protection against violence against women and domestic violence. It was adopted with the aim of zero tolerance of violence against women and violence in the family, the effective elimination of all forms of discrimination against women and the promotion of fundamental equality between women and men. Violence against women is described as a violation of human rights and a form of discrimination against women. Member states are obliged to ensure the implementation of the Convention without any discrimination (Article 4). In the area of prevention, member states are obliged to make efforts to change social

83 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021.

and cultural patterns in order to eradicate prejudices, customs, traditions, and other practises based on the notion of the inferiority of women and men, to raise public awareness and to provide appropriate training for staff on the prevention and detection of violence, the needs and rights of victims and the prevention of secondary victimisation (Art. 12 and 15).

The Revised European Social Charter of 1996 is the Council of Europe's fundamental document in the field of social rights. The Charter sets out the right to equal opportunities and equal treatment in employment and occupation without discrimination on the grounds of sex (Article 20), as well as the right of workers with family responsibilities to equal treatment and equal opportunities.

Numerous *recommendations* have been made under the auspices of the Council of Europe, the most important of which are: Recommendation Rec (2003) 3 on balanced participation of men and women in political and public decision making; Recommendation R(90)4 on non-sexist language use; Recommendation R(98)14 on mainstreaming gender equality in public policy; Recommendation R(2000)11 on measures to combat trafficking in human beings for the purpose of sexual exploitation; Recommendation 1325(1997) on trafficking in women and forced prostitution; Recommendation R(96)5 on reconciling work and family life; Recommendation R(2002)5 on the protection of women from violence; Recommendation R(2003)3 on the balanced participation of men and women in decision-making; Recommendation R(2007)13 on gender equality in education⁸⁴; Recommendation R(2007)17 on gender equality standards and mechanisms; Recommendation R(2013)1 on gender equality and the media; Recommendation R(2017)9 on gender equality in the audiovisual sector; Recommendation R(2019)1 on preventing and combating sexism, etc.

Today, the Council of Europe also addresses new security challenges, such as cybercrime or migrant issues.

84 This recommendation is significant as it addresses issues of gender equality in education, from education policy to the equal participation of women at all levels of education, both as students and as educators and decision-makers. More details can be found in the publication "*Gender Conscious Policy in Education*", available at: [Preporuka CM Rec\(2007\)13 Odbora ministara_ica VE državama članicama o rodno osviještenoj politici u obrazovanju i Memorandum s objašnjenjima.pdf \(gov.hr\)](https://www.gov.hr/preporuka/cm-rec(2007)13-od-bora-ministara-ica-ve-drzavama-clanicama-o-rodnosti-osvijestenoj-politici-u-obrazovanju-i-memorandum-s-objasnjenjima.pdf)

3.4. Organisation for Security and Co-operation in Europe

In its comprehensive concept of security, the Organisation for Security and Co-operation in Europe (OSCE) recognises that gender equality is an essential prerequisite for peace, sustainable democracy and economic development, and is therefore committed to integrating gender equality into the policies and practises of the Organisation itself and in its missions. Over the past two decades, the Organisation has worked towards the realisation of the concept of gender equality in various spheres of the social life of its members, mainly through the decisions of the Ministerial Council. In the field of public life, non-discriminatory social policies and laws are supported in particular, and in this context, women's participation in political bodies and elections is increasing. In the field of economics and environmental protection, the organisation advocates for equal rights and opportunities for men and women as a cornerstone for building prosperous and cohesive societies and promotes gender-responsive socio-economic and environmental policies.

The OSCE stresses that it supports the implementation of the resolutions as part of the WPS Agenda. The organisation is also committed to ensuring that peace agreements and security measures respect diverse perspectives and protect the human rights of men and women. It supports the adequate participation of women in peace efforts and security institutions as this increases their effectiveness. It also works to prevent and combat violence against women everywhere and everywhere, including within the organisation and its missions.

85

OSCE member states expressed their commitment to gender equality in the 1999 Charter for European Security.⁸⁶ The document (paras. 23 and 24) expressed the intention to make gender equality an integral part of policies at the state level and within the organisation⁸⁷.

85 For more details, see: [osce.org/gender-equality](https://www.osce.org/gender-equality)

86 All four countries are members of the OSCE.

87 [osce.org/files/f/documents/4/2/17502.pdf](https://www.osce.org/files/f/documents/4/2/17502.pdf)

Following the adoption of UNSCR 1325 in 2004, the OSCE developed an action plan to promote gender equality⁸⁸, which is being implemented in 57 member countries of the organisation. The Action Plan recognises that the full and equal participation of men and women is key to achieving the OSCE's peace, prosperity and stability goals. The Action Plan assigns duties and responsibilities to the OSCE and participating states. It emphasises that the approach to gender equality is based on three pillars: integrating the gender perspective into all OSCE policies, programmes and activities; developing a professional, gender-sensitive management culture and working environment and promoting women's rights, interests and concerns in participating countries; and supporting countries in their efforts to achieve gender equality.

Together with participating countries and local partners, the OSCE has various initiatives and programmes to empower women and increase local capacity on gender issues. The organisation supports the development of national action plans for the implementation of UNSCR 1325 in member countries. In this sense, the OSCE organises meetings and workshops and provides expert assistance in formulating national action plans.

The Secretariat's Gender Equality Programme, the Office for Democratic Institutions and Human Rights and all other OSCE executive structures are involved in implementing the OSCE's commitment to gender equality.⁸⁹ The Secretariat's programme provides the executive structures and participating countries with expertise, operational tools and training materials, as well as seminars for educators, needed to comprehensively address the issue of gender equality. It organises events, activities and projects related to gender equality. The Programme also supports work on gender equality in OSCE institutions and field operations.⁹⁰

88 *Action Plan for the Promotion of Gender Equality*. OSCE: Decision No. MC.DEC/14/04.7, Sofia 2004. Available at: osce.org/files/f/documents/7/d/23295.pdf

89 Available at: osce.org/gender-equality

90 Available at: osce.org/secretariat/gender

The OSCE has also established the Gender Perspective Section as part of the Office of the OSCE Secretary-General. It is responsible for integrating the gender perspective into policies and programmes, advising the relevant bodies on the implementation and monitoring of the OSCE Action Plan for the Promotion of Gender Equality, and providing direct support to field operations, OSCE institutes and Secretariat departments. The Gender Perspective Section also develops tools and materials for staff and participating countries and organises discussions, meetings and courses on gender mainstreaming. Each field operation, institute and department has a gender focal point.

To monitor the implementation of the Action Plan, conferences are organised, and annual reports on progress in the field of gender equality are submitted. The third OSCE Conference on Gender Equality was held in October 2020 in a hybrid format and was organised and chaired by Albania.

3.5. NATO and Partnership for Peace

Women became visible in the Alliance as early as 1961 when the first NATO conference of women senior officers in the Alliance was held. Activities related to gender perspectives were implemented more intensively after 1976 when the Committee on Women in the NATO Armed Forces, now known as the NATO Committee on Gender Perspectives, was established.⁹¹ The Committee has the power to advise the Military Committee on gender policies for the armed forces of the NATO Member States.

NATO has been actively working on the WPS Agenda since 2004. NATO members responded to UNSCR 1325 by adopting their first gender policy in 2007. The document is revised every two years. To mark the tenth anniversary of the adoption of UNSCR 1325, an action plan for the implementation of UNSCR 1325 and related resolutions in Alliance-led operations and missions was adopted at the 2010 Lisbon Summit at NATO.

At the 2018 Summit, Heads of State and Government adopted the updated WPS agenda and the revised Action Plan at the same time.⁹² Emphasising that gender integration and the inclusion of women's voices in all aspects of NATO work is an essential factor for the success of peace and security, the newly adopted policy is based on the concept of 3 I: 1: integration - gender equality is considered an integral part of, and effective practises are introduced into, the policies, programmes and projects of NATO; 2: inclusivity - promoting greater representation of women at NATO and in national forces to increase operational effectiveness and success; and 3: integrity as an increasing responsibility to raise awareness and improve the implementation of the WPS Agenda in line with international frameworks.

In presenting its policy on women, peace and security, NATO recognises the disproportionate impact of conflict on women and girls, the critical role women

91 *NATO Committee on Gender Perspectives, Handbook for Delegates*. NATO, 2012
nato.int/issues/women_nato/2010/handbook_2010-v2.pdf

92 Available at: nato.int/cps/en/natohq/topics_91091.htm

play in building and maintaining peace and security, and the importance of incorporating the gender perspective into all activities in which the Alliance is involved. For this reason, NATO integrates the gender perspective into three key tasks: collective defence, crisis management and cooperative security, as well as in its political and military structures (command and force structures).

Gender equality is also an important focus of NATO's cooperation with other international organisations - especially the African Union, the European Union, the Organisation for Security and Cooperation in Europe and the United Nations - as well as cooperation with civil society. NATO's Civil Society Advisory Panel provides a platform for civil society organisations to work with NATO to shape policy and practice.

Since 2012, there has been a Special Representative of the NATO Secretary-General for Women, Peace and Security at Headquarters NATO. The role of the Special Representative is to promote the WPS Agenda at all levels in NATO policies and activities, including strengthening and promoting the implementation of UNSCR 1325 and related resolutions.

The Policy on the Implementation of UNSCR 1325 and related resolutions⁹³, adopted by NATO in 2014, emphasises that education, training and exercises, together with public diplomacy and human resources policies, are three comprehensive means that can contribute to the implementation of UNSCR 1325 and related resolutions. This means that the contribution of selected personnel who are well educated, prepared and trained, as well as public diplomacy activities - targeting individuals in States of operation and missions - can advance the implementation of the WPS Agenda. The policy includes specific commitments to develop appropriate gender-sensitive education and training programmes, to integrate gender perspectives into existing programmes and exercises, and to mainstream gender education and training into all reform efforts in security and defence institutions.

93 NATO, "NATO/EAPC policy for the implementation of UNSCR 1325 on women, peace and security and related resolutions". NATO, 2014. Available at: nato.int/cps/en/natohq/official_texts_109830.htm?selectedLocale=en

The Euro-Atlantic Partnership Council - EAPC Policy and Action Plan ⁹⁴ of 2018⁹⁵ emphasise that NATO countries that request it will provide advice and recommendations on developing appropriate education and training programmes in line with the principles of the gender perspective. They will also use such tools and advice on methods for integrating the gender perspective into exercises and programmes that align with relevant NATO policies, rules and procedures, including the Education, Training, Exercise, Evaluation (ETEE) policy. Mentoring⁹⁶ for AFs men and women leaders and officials is mentioned as a training method for the first time in the Action Plan.

The Action Plan, revised in October 2021, emphasises the importance of institutional bodies (gender advisors, advisors on the WPS Agenda, and contact persons) in promoting gender equality. The plan also calls for the integration of the gender perspective in the work of all NATO structures. Cooperation between NATO and partners in implementing the WPS agenda is strengthened and contributes to cooperation with external factors, such as international organisations or civil society organisations working on women's rights. The action plan states the following as a result of education, training and exercises: "People in NATO understand and are able to integrate the gender perspective into everything NATO does."⁹⁷ It therefore calls for tools and mechanisms to increase knowledge and understanding of the importance of the agenda for NATO. In addition to thematic courses dedicated to the WPS Agenda, the content should also be present in other courses. A single intensive thematic course on gender equality cannot change or advance attitudes towards the need for the gender perspective if the curricula of other courses support stereotypes and prejudices about women in uniform or women's human rights.

94 Euro-Atlantic Partnership Council (EAPC) – is a multilateral forum for dialogue and consultation on political and security issues between NATO and its partners. It also serves as a political framework for the individual bilateral relations between NATO and the countries participating in the Partnership for Peace.

95 [NATO/EAPC, Women, Peace and Security, Policy and Action Plan, 2018.](#)

96 Sometimes, instead of the term mentoring, the term "coaching" is used, taken directly from English. It should be noted that the meaning of these two words is different in English, while in the Western Balkan countries these words are mostly used as synonyms.

97 nato.int/cps/en/natohq/official_texts_187485.htm

One of NATO's key documents on gender is Bi-Strategic Command Directive 40-1, which integrates the requirements of UNSCR 1325 and gender into the command structure of NATO. The Directive details how the gender perspective should be integrated into existing education and training policies and frameworks. Chapter four of the second revision of the document is dedicated to education and training. The Directive points out that education and training are linked to specific actions in peacetime and to the NATO Comprehensive Operations Planning Process. It also supports the responsibility of states to include the gender perspective in education and training. The Directive therefore emphasises that the most significant impact is achieved when gender issues are included in the first forms of education and training and continue through courses at different levels to achieve lifelong learning and transformative learning⁹⁸. Countries sending their troops to NATO operations are responsible for gender training, but the Directive states that pre-deployment training, field training or individual training on gender should include activities to confirm that the topic is familiar to military and civilian personnel.⁹⁹

The Strategic Command for Operations and Transformation designed the NATO Training and Education Plan on Gender in Military Operations. The Plan aims to describe and present an adaptable and flexible NATO education and training system. This system seeks to standardise and harmonise education and training activities at all levels of NATO military structures and facilitate cooperation with partners, including exchanging information and training opportunities. The desired end result of the NATO Training and Education Plan on Gender Perspective in Military Operations is to establish a training mechanism with the aim of training and educating personnel on gender perspective in all NATO military operations to protect human rights, safety and security of men, women, boys and girls.¹⁰⁰

98 [Transformative learning](#) enables a gradual change in beliefs, attitudes and opinions based on new knowledge acquired through active participation in the learning process, rather than the simple transmission of knowledge.

99 *NATO Bi-Strategic Command Directive - Bi-SCD 40-1, Rev.2 (2017)*.

100 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

The NCGM, part of the Swedish Armed Forces International Centre, was appointed in 2013 as the lead body for organising the training of gender advisors (in the field). The NCGM develops and organises gender perspective courses in accordance with the operational requirements of NATO and sets training standards that all NATO gender programme courses must meet. In addition, the gender field advisor and trainer courses and the gender key leadership seminar are accredited as NATO courses and are open to participants worldwide.¹⁰¹ Gender instructors are responsible for developing training programmes, delivering training, and implementing activities related to gender awareness in their institutions. They are recognised as an effective mechanism for raising gender awareness in the armies of the Western Balkans and beyond.

In accordance with the NATO Gender Training and Education Plan, the Training Needs Analysis conducted in May 2013, as well as in accordance with the Bi-Strategic Command Directive 40-1 and UNSCR 1325, the gender perspective should be integrated into NATO command and military structures in all phases of NATO activities.

The course on gender equality in peace support operations (“Utility of Gender in Peace Support operations”) was developed to increase the understanding of the gender perspective in the security sector, with a particular focus on peace support operations (PSO). The goal is to advance understanding of communicating with women in the field during peacekeeping operations and provide them with adequate protection. The course is designed in accordance with the NATO Systematic Approach to Training (SAT).¹⁰²

101 Available at: forsvarsmakten.se/siteassets/english/swedint/engelska/swedint/nordic-centre-for-gender-in-military-operations/ncgm-folder-2015-04-16.pdf

102 The course is conducted at the Peace Support Operations Training Centre (PSOTC) in Butmir and has NATO accreditation since July 17, 2014. The target audience for the course includes military officers, non-commissioned officers, police, civilians and university students.

NATO's Allied Command Transformation also offers courses on gender on its common distance learning platform.¹⁰³ There are introductory/basic courses introducing gender in the military and more advanced courses designed for gender advisors or contacts. While these courses are available to all staff and partners of NATO and can be attended on an ad hoc basis, they can also be used as a prerequisite for in-service training. One of the courses, "Improving Operational Effectiveness by Integrating a Gender Perspective", was a mandatory part of the training of reported units in the NATO Resolute Support mission in Afghanistan, which also included members of the Armed Forces of Bosnia and Herzegovina.

The Partnership for Peace consortium of defence academies and institutes for security studies¹⁰⁴, which was established in 1998, has integrated gender into its activities since 2012. Through the Defence Education Enhancement Program (DEEP), the Consortium provides support and assistance to PfP members in the preparation of curricula for all levels of education at the academies (for officers and non-commissioned officers), support in the exchange of students and teaching staff, as well as other forms of cooperation in the field of military education.

103 NATO Common Platform for Advanced Distributed Learning, available at: jadl.act.nato.int/

104 The consortium gathers around 800 institutions from 59 countries. Partnership for Peace Consortium of Defence Academy and Security Studies Institutes, available at: pfp-consortium.org/

4. OVERVIEW OF MILITARY EDUCATION AND TRAINING IN THE DEFENCE SYSTEMS OF THE WESTERN BALKAN COUNTRIES

Education and training¹⁰⁵ in defence systems are of particular importance for each country and their AFs, as it is the process by which men/women members of the AFs build and improve their knowledge and skills to perform their tasks within the defence system. The nature of military tasks is specific and differs significantly from other areas, so the acquisition of knowledge, skills and general competencies of professional military personnel is organised and carried out in specialised military education institutions or AFs training centres. Education and training for the AFs are regulated. Considerable financial, organisational and human resources are allocated to this end.

The most crucial goal of education and training in the AFs is to build professional officers, non-commissioned officers or soldiers ready for modern security challenges. For decades and even centuries, military education and training have had as their main goal the creation of militarily qualified members of the AFs who can adequately respond to the challenges of armed combat. Today, the content of education and training is more diverse in terms of goals, topics and implementation of the educational process because the security challenges are different. Therefore the role of the AFs is changing and undergoing a reform process.¹⁰⁶ The paradigm shift was caused by the emergence of the concept of human security, which is viewed as equally important as the traditional concept of state security. Security challenges in the 21st century are no longer limited to armed conflicts on the classic battlefield. There is a significant increase in hybrid forms of warfare and various forms of asymmetric threats, such as terrorism, organised crime, but also large-scale natural and industrial disasters that “do not recognise” state borders. Along with the functions of prevention, deterrence and protection, international military operations and peacekeeping missions are gaining an important place.¹⁰⁷

105 Education means the acquisition of new and the expansion of existing knowledge from the applied sciences, while training refers to the acquisition of new practical knowledge and skills required for work, leadership, management and organisational behaviours in accordance with the established policy rules and standards of the armed forces.

106 More about the reform of the security sector and, within that realm, the reform of the defence sector, see chapter no. 2 the Regional Baseline Study.

107 The Western Balkans countries are at different stages of the process of accession towards the EU. In this sense, it is important to note that the Treaty of Lisbon brought news to the EU's Common Defence and Security Policy. Stable institutions and new missions were created, the European Defence Agency was established, and the possibility of stronger cooperation of all countries interested in security cooperation was made possible.

4.1. Contemporary military education and training

Military educational institutions are among the oldest educational institutions in the world. They aim to create military-trained personnel ready for the challenges of military service. Two of the four Western Balkan countries included in this study have military academies (the Republic of North Macedonia and the Republic of Serbia)¹⁰⁸. The other two (Bosnia and Herzegovina, Montenegro) have military personnel training and development centres that train men/women non-commissioned officers and officers or prepare for entry into professional military service and further training in the AFs.

In recent decades, the systems of professional military education have changed significantly, and this change has not bypassed the countries of the Western Balkans either. Curricula focus not only on military-applied subjects - such as command, tactics, operations or strategy - but also on general education and theoretical and methodological subjects. Men and women officers who graduate with a diploma from a military academy or university of defence acquire certain attitudes, values and professional ethics during their training, which significantly impacts military skills and civil-military relations.¹⁰⁹ Military academies fall under the higher education system of their countries. Study programmes are assessed and accredited by the ministries of education, i.e. civilian structures, which is the case with the Military Academy in the Republic of North Macedonia and the Higher Education Units of the University of Defence in the Republic of Serbia. The teaching staff consists not only of uniformed personnel but also of civilians, both men and women. In addition to the professional development required for advancement in the office of a men/women officer, second and third-degree academic training is becoming more common in the country and abroad. Such training includes training in command and general staff to which men/women officers are sent for career advancement and the opportunity to reach the highest ranks. Many military academies also open their doors to civilians. On the other hand, people without military academy background required by the

108 In the Republic of North Macedonia, there is a Military Academy "General Mihailo Apostolski", and in the Republic of Serbia, there is the University of Defence.

109 Available at: cordis.europa.eu/article/id/151042-europeanisation-of-military-training-and-education

AFs become professional soldiers with additional military training after having obtained a diploma from civilian universities. Part of the required personnel in the defence system consists of civilians with different levels of education.

Due to the changes in the field of security, military training is also changing. In addition to the curricula, which are broader in content, military training is also changing in terms of the methods of implementation and the results achieved. Moreover, training in the form of courses, seminars, workshops or other forms of educational organisation has become mandatory as part of the concept of lifelong learning. It is a prerequisite for building a promising career in the AFs.

Military exercises represent a particular form of armed forces activity that enables the acquisition of special skills, abilities and knowledge of professional members. Modern exercises on the use of military means, the application of modern technologies and the wide use of forces are becoming increasingly important for improving the skills of professional military personnel. Exercises are essential to the training of forces declared for international missions and operations.

4.2. Military education and training in gender perspective

Bosnia and Herzegovina, Montenegro, the Republic of North Macedonia and the Republic of Serbia have included provisions on equality and non-discrimination in their constitutions, laws and strategic documents. These norms result from adopted international agreements¹¹⁰, as well as from the process of democratic development. Their constitutions guarantee equality between women and men. All four countries have laws on gender equality and prohibit discrimination. They also have strategies that shape policies and actions to achieve gender equality in society and different areas such as the economy, social policy, health or education.

Gender-responsive education can be considered a prerequisite for building a society based on human rights and social justice. It requires introducing the gender perspective at all levels and in all aspects of education, such as increasing the gender sensitivity of educational curricula and teaching materials, harmonising the educational process, and improving the gender competence of teaching staff.

Gender equality is integrated into the defence system-related laws and/or strategies of the countries in the region. The implementation of UNSCR 1325 through national action plans was particularly important for the countries of the region, as it was primarily used for gender mainstreaming in the security sector, including the AFs.¹¹¹

The introduction of the gender perspective into the normative framework had two aspects for the defence system. First, gender as a category should be introduced and regulated in the laws and bylaws of the defence system and the AFs. Secondly, it was necessary to analyse the normative framework and change the norms that did not ensure gender equality.

110 The international framework for integrating gender is indicated in Chapter No 3.

111 For more information on the action plans for the implementation of UNSCR 1325 in the four countries included in the Regional Baseline Study, see Chapter no. 2.

Today, legal acts that regulate the defence system of the Western Balkan countries do not contain discriminatory provisions or unequal opportunities for women and men. Non-discrimination is often expressed by the disclaimer that all gender-specific terms used in the document refer equally to the male and female gender.

The documents on opportunities and criteria for education, training, professional development and career advancement or employment explicitly state that they apply equally to men and women. It is possible to use different criteria for enrolment in educational institutions or admission to professional service that are applied to male and female applicants. E.g. criteria related to physical abilities can differ for men and women in order to ensure equal opportunities.

The defence systems of the Western Balkan countries have in common that they have recognised the need to include gender-specific aspects in the military education and training system. This education and training have become activities in the AFs that contribute to respecting human rights, creating a discrimination-free working environment, and increasing the efficiency of military operations and missions. The introduction of gender-related topics has different contents and forms, depending on the education and training system in the AFs and the defined learning outcomes. Bosnia and Herzegovina and Montenegro send men and women cadets abroad. In most cases, the systems in these countries support gender equality and include the gender perspective in military training, even though such a criterion is not among the conditions for sending to certain military educational institutions abroad.

The introduction of the gender perspective into military education and training in Western Balkans countries is realised primarily through equal access to military training for women and men. This was made possible by the entry of women into the military education and training system (training of women at military academies, inclusion of women in the professional army and as non-commissioned officers), which led to a significant increase in the number of

female professional soldiers. The percentage of women in uniform has increased in all four countries over the last decade. According to a survey conducted in 2019, women made up 6.5% of professional soldiers in Bosnia and Herzegovina, 6.2% in Montenegro, 9.5% in North Macedonia and 8.7% in Serbia.¹¹²

Well-educated and trained members of the AFs have attained competence to occupy leadership or command positions in the armed forces and defence system. Although vertical mobility has been marked in the last eight years, women still occupy mostly non-commissioned leadership positions in the Ministries of Defence, while fewer women hold command positions in the AFs.¹¹³ It is a fact that such positions require higher ranks, which women who entered the AFs forces ten years ago could not achieve during that time. By attaining the first officer rank, women generally find themselves in the duties of platoon commanders. Women have also been attending introductory/first-level training courses in the last two years, enabling them to obtain a higher rank and occupy command positions. For example, there were five women at the Basic Command and Staff Course in the Serbian Army in 2019/2020, due to the increased number of women in the rank of captain and the possibility of them being among the selected officers at the first level of training. Also, the participation of women in peacekeeping missions of the UN, EU or NATO¹¹⁴ in the countries of the region has increased in the last decade because the number of women in the units is higher. Proactive measures were also taken to motivate women to go on missions.

112 *The Position of Women in the Armed Forces of the Western Balkans*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021. Available at: seesac.org/f/docs/Gender-and-Security/Position-of-Women-in-the-Armed-Forces.pdf

113 *Ibid.*

114 Serbia does not participate in NATO missions.

In parallel with increasing women's access to military education, the integration of the gender perspective in education and training manifested through the introduction of educational content at the secondary and higher education levels, as well as in training/courses aimed at all members and personnel in the defence sector. In doing so, it was important to organise gender trainings inclusive of all gender-related aspects, including men and masculinity. This shift initiated change in the organisational culture and promoted an understanding of the importance of gender equality in the AFs.

The National Action Plans for the implementation of UNSCR 1325 devote a large part of their activities to education. They list the goals, activities, responsible organisations, as well as indicators to monitor the integration of the gender perspective and contribution of education to create a gender-responsive environment.

The inclusion of gender perspective in military education and training has also impacted the integration of gender in the AFs in other ways. There was a need to train “trainers” (instructors) - persons who would address gender issues in education and training and influence awareness of the importance of gender issues among members of the AFs. In all four countries of the region, a certain number of male and female gender instructors - persons responsible for training and education - were trained. The training of trainers was realised through regional cooperation, including foreign support in the content and financing of the training. It should be noted that the teaching staff in the military educational institutions were not specifically trained to introduce the gender perspective in their subject matter fields but did so based on their knowledge of the gender concepts relevant to their subject.¹¹⁵

115 Based on the recommendations of the Regional Baseline Study, further steps are being planned to integrate the gender perspective into the educational content.

Increasing the number of certified gender instructors

Trainings for gender trainers are usually organised to institutionalise gender-related aspects based on a need to sensitise or train a larger number of staff, i.e. when there is a need to integrate the gender perspective and new knowledge into the system. Gender Training of Trainers (GTot) ensures that professional staff within the system become a significant resource, ready upon completion of GTot to apply new knowledge and skills in their work environment and pass on new knowledge and perspectives to their female and male colleagues in the defence system.

Gender instructors in the defence system are responsible for developing training programmes, conducting training on gender perspectives in the AFs, and implementing activities related to raising gender awareness in their institutions. They are recognised as an effective mechanism for raising gender awareness in the AFs in the Western Balkans and beyond. In recent years, certified gender instructors have had the opportunity to share their knowledge and experience with the AFs of several African countries (Ghana, Nigeria, Rwanda and Uganda) as well as the UK and Moldova.

Participants from all four Western Balkan countries have already attended GTot twice (in 2014 and 2015). The MoDs of the four countries in the region have repeatedly expressed the need to increase the number of gender instructors. GTot is organised in the form of a two-week course accredited by NATO. It enables representatives of the MoDs and AFs to efficiently and effectively integrate the gender perspective into the education and training of troops, units and officers of the AFs, as well as into pre-deployment training for international peacekeeping missions.

Taking into account the needs of the MoDs and AFs of the four countries, UNDP SEESAC in cooperation with the Nordic Centre for Gender in Military Operations (NCGM) and representatives of the host country's Ministry of Defence organised the GTot in Skopje, North Macedonia from 25 May to 3 June 2022.

The four MoDs nominated participants for the GTot, and also delegated their most qualified gender instructors to give lectures at GTot. Some experienced

gender instructors took on the role of syndicate leaders. The Ministry of Defence of North Macedonia nominated the course director, a lieutenant colonel and a seasoned gender trainer. A total of 17 participants from all four defence systems successfully completed the GToT, including 11 women and six men.

How successful gender instructors will be in implementing training into the system and making a difference depends primarily on the support they will receive. Is there someone who coordinates the work and organises trainings, including preparing materials? Do gender instructors have the opportunity to meet at country and regional levels to support each other and share experiences, how coaching pairs are organised, etc. is all relevant to the success of the training activities.

Considering these needs and the internal support that gender instructors receive in their systems, UNDP SEESAC supported establishing the Regional Gender Trainers Network. The network serves for trainings and peer-support meetings at country and regional levels following the needs defined by the MoDs and AFs for their gender instructors.

While GToT is also organised in other regional training centres with the expert support of NCGM, the distinctive feature of the regional cooperation supported by UNDP SEESAC is the regional networking of gender instructors. The network provides the opportunity to exchange experiences and knowledge, with the regular participation of gender instructors in research and guest appearances at trainings across the region.

Gender issues and gender equality in education and training have also been the subject of scientific research in some countries and featured as a prominent topic at regional conferences.

In this sense, the Regional Baseline Study on integrating the gender perspective into military education and training should analyse the current status and achievements in the integration of gender in the military education system. It should also present different solutions with examples of good practices and generate recommendations for further improvements to this process.

4.3. Normative, strategic and doctrinal level relevant for military education in four countries

The importance of military education for the defence system is confirmed by individual provisions of the relevant laws in Bosnia and Herzegovina, Montenegro, North Macedonia and Serbia, as well as in individual strategic documents of the four countries.¹¹⁶ Education and training in the AFs are regulated by the laws and bylaws of these countries.

Military education, training and professional development represent three ways of acquiring competencies for professional soldiers. The MoDs and the AFs of the Western Balkan countries pay great attention to human resources as the critical aspect of the defence system. In doing so, the MoDs and AFs have modernised their approach to the career development of their female and male staff. Education and training as well as career development, form the basis for the modern understanding of lifelong learning and career guidance. In this way, opportunities are created for each man and woman to obtain a position in the organisation that matches their skills and to progress in their career according to their abilities and merits, regardless of gender.

Military education for the first officer rank is conducted in military educational institutions in the country (North Macedonia and Serbia) or abroad (Bosnia and Herzegovina and Montenegro). North Macedonia and Serbia regulate military education through the Law on Military Academy, i.e. the Law on Military Education¹¹⁷, in addition to the Law on Army/Defence.¹¹⁸ Bosnia and Herzegovina

116 North Macedonia and Serbia have Law on the Military Academy and Law on Military Education, while Bosnia and Herzegovina and Montenegro regulate topics related to education and training with the Law on Armed Forces.

117 Law on the Military Academy (Official Gazette of the Republic of Macedonia no. 83/2009). Source: [Закон за Воена академија \(Службен весник на Република Македонија бр.83/2009\)](#).

118 Law on Military Education, [Official Gazette of the Republic of Serbia, 36/2018](#). Law on Higher Education (Official Gazette of the Republic of Macedonia, no. 35/2008; 103/2008; 26/2009; 83/2009; 99/2009; 115/2010; 17/2011; 51/2011; 123/2012; 15/2013; 24/2013; 41/2014; 116/2014; 130/2014; 10/2015; 20/2015; 98/2015; 145/2015; 154/2015 and 30/2016). Source: [Закон за високото образование, Службен весник на Република Македонија](#), бр. 35/2008; 103/2008; 26/2009; 83/2009; 99/2009; 115/2010; 17/2011; 51/2011; 123/2012; 15/2013; 24/2013; 41/2014; 116/2014; 130/2014; 10/2015; 20/2015; 98/2015; 145/2015; 154/2015 and 30/2016). Law on Higher Education of the Republic of Serbia. Official Gazette of the Republic of Serbia, no. 88/2017, 73/2018-other law, 67/2019,6/2020-other law, 11/2021-authentic interpretation, 67/2021 and 67/2021-other law

and Montenegro¹¹⁹ regulate the issue of education and training in the Laws on Defence and/or Armed Forces¹²⁰. Bosnia and Herzegovina and Montenegro stipulate in the highest legal enactments on the armed forces that professional soldiers are trained abroad and that their professional development takes place in educational institutions/training centres in the country and/or abroad. In addition, the Ministry of Defence of Bosnia and Herzegovina, based on the Law on Service in the Armed Forces of Bosnia and Herzegovina and the Rules and Regulations for Admission to Military Service, organises open calls for formation positions of the first rank of officers, non-commissioned officers and soldiers. It also conducts introductory military training to acquire the knowledge and skills required to perform the initial training tasks of the above categories.

In addition to the law, military education and training are covered by general provisions contained in defence strategies, the Strategic Defence Review, the Strategy for Human Resources in the Defence System or, as in North Macedonia, the Strategy for Education and Training in Defence. All these documents should include the gender perspective. Chapters 5 through 8 will deal with this topic, detailing each country's military education and training system.

Training is the fundamental task of the AFs in peacetime, for which the defence system's highest professional and personnel organisational unit - the General Staff/Common Staff - is responsible, as directly confirmed by doctrines and legal enactments. The training doctrines lay down general provisions on training, organisation, preparation and conduct of various forms of training, while the legal norms, which fall under the responsibility of the Chief of defence staff, i.e. the training commands, which regulate the subjects, the number of hours and the way of conducting military training. The provisions in the training doctrines are translated into subordinate legislation so that training is conducted according to

119 Law on Armed Forces of Montenegro ("Official Gazette of the Montenegro", no. 51/2017 and 34/2019), Available at: paragraf.me/propisi-crnegore/zakon-o-vojski-crne-gore.html

120 Law on Service in Armed Forces of BiH, ("Official Gazette of BiH" no. 88/05) with amendments.

EXAMPLE: Some countries, such as Sweden, have included the principle of gender equality in their military doctrine. This specific approach ensures that, according to the hierarchy of documents governing the defence system, gender equality is integrated as a principle into all other aspects of the defence system.

plans, programmes and guidelines issued by commands or army units. None of the doctrines in four countries mentions gender equality.

Rulebooks, instructions and other enactments relating to the procedure and admission to the various levels of professional service, school-based training, sending for professional development or training abroad constitute an essential part of the military education and training regulation. The following chapters, which present an overview of military education and/or training in the Western Balkan countries, present which of the normative documents contain some aspects of gender perspective - from the basic concepts of gender, protection against discrimination, to gender-responsive budgeting and the use of gender-sensitive language.

Military training in the Western Balkan countries is realised through differently defined types of training. Depending on the number and rank of members of the AFs to be trained, as well as the types and branches of the AFs, various types of training, including introductory training, other training and professional development training centres for non-commissioned officers or officers, specialised training centres are organised according to the needs. Gender equality training should also be conducted in these centres.

Cooperation with organisations that integrate gender perspectives into work and training is presented in Chapter 3. Such contributes significantly to training on gender and gender issues in the AFs of the countries in the region.

Some countries in the region established training centres where members of foreign armies are also trained. In Bosnia and Herzegovina, for instance, training is organised by PSOTC, in Serbia by CPO, and in North Macedonia by the Regional Training Centre for Public Relations in the Defence System (RCPR).

4.4. System of military education in countries with military educational institutions

Military education in the Republic of North Macedonia and the Republic of Serbia is primarily determined by the existence of military educational institutions - the Military Academy in Skopje and the University of Defence in Belgrade. These institutions enable the education of pupils, cadets, students, listeners, and the training of officers and civilians according to their study programmes. The military higher education institutions in Skopje and Belgrade offer MA, specialist and PhD studies for members of the AFs and civilians.

North Macedonia and Serbia may also send their candidates to foreign institutions for schooling. Cadets who have completed their education at foreign academies obtain the first officer ranks after graduation from the foreign academies, but with additional training and professional development in the educational institutions in the country of origin. Military educational institutions also receive international students at various levels of military education.

The Military Academy in Skopje, affiliated with the State University “Goce Delčev” in Štip, educates officers of the Ground Army and the Air Force, as well as officers of the ABHO (Atomic-Biological-Chemical Defence) Centre, Telecommunications, and Crisis Management, Protection and Rescue Services. In North Macedonia, education, training and professional development refer to the categories of officers, non-commissioned officers and professional soldiers. The education and training process is divided into three stages. The introductory level consists of education at the Military Academy, the introductory course for officers, and the introductory admission course for non-commissioned officers and professional soldiers. The intermediate level consists of courses and training for basic leadership duties and the advanced level consists of education and training for leadership and staff duties, i.e. job-specific training for leadership duties.

The University of Defence in Belgrade educates pupils, cadets, students, listeners and trainees according to accredited study programmes, adopted curricula and programmes, i.e. career development programmes. In addition

to men/women cadets who are trained to perform the duties of officers in the Army, Air Force and Air Defence, men/women cadets and students, including international students, are also trained. The Medical Faculty of the Military Medical Academy (MMA) trains doctors to meet the needs of military and civilian health institutions.

The Military Academy in Skopje and the organisational units of the University of Defence in Belgrade are also scientific and research institutions, so they also apply the laws on scientific research activity, as education at higher military educational institutions is part of the country's educational system. Accreditation of study programmes and other academic privileges are implemented based on the laws on high education in these two countries. The Military Academy in Skopje and the organisational units of the University of Defence in Belgrade are also scientific research institutions, so they also apply the laws on scientific research activity.¹²¹

4.4.1. Republic of North Macedonia

The Republic of North Macedonia bases its education and training system on the provisions of the relevant laws and individual strategies. The provisions relating to education and defence are contained in the Law on Defence¹²², the Law on Service in the Armed Forces¹²³, the Law on Military Academy¹²⁴, as well as the Law on Higher Education and the Law on Scientific Research Activity.

121 Law on Science and Research Activities (Official Gazette of the Republic of Macedonia no. 46/2008, 103/2008, 24/2011, 80/2012, 24/2013, 147/2013, 41/2014, 145/2015, 154/2015, 30/2016 and 53/2016) and Law on Scientific and Research Activities in the Republic of North Macedonia (Official Gazette of the Republic of North Macedonia no. 257/20 and no. 163/21). [Law on Scientific and research Activities in the Republic of Serbia](#), Official Gazette of the Republic of Serbia, no. 110/2005, 50/2006 – Corrigendum 18/2010 and 112/2015,

122 Official Gazette of the Republic of North Macedonia no. 42/2001, 5/2003, 58/2006, 110/2008, 51/11, 151/11, 215/15 and Official Gazette of the Republic of North Macedonia no. 42/20, [available at: pravdiko.mk/wp-content/uploads/2013/11/Zakon-za-odbrana-Prechisten-tekst-30-12-2011.pdf](#)

123 Official Gazette of the Republic of North Macedonia no. 36/10, 23/11, 47/11, 148/11, 55/12, 29/14, 33/15, 193/15, 71/16, 101/19, 275/19, 14/20, available at: [mod.gov.mk](#)

124 Official Gazette of the Republic of North Macedonia no. 83/2009, available at: [dejure.mk/zakon/zakon-za-voenata-akademija](#)

The Defence Education and Training Strategy¹²⁵ is a unique document in the countries of the region that regulates all aspects of the education process. The Strategy stipulates that the defence education and training system encompasses all training during the career of personnel in the defence system. It is based on three pillars: classroom training, on-the-job training and self-study. However, the Strategy does not take into account the gender perspective in this process. The Human Resources Strategy¹²⁶, prepared by the Ministry of Labour and Social Policy of the Republic of North Macedonia, adopted by the Government, indicates that gender representation is one of the criteria for career guidance.

The Military Academy in Skopje has integrated the gender perspective into its operations by increasing the number of women cadets. The number of women cadets who enrolled in the 2020/2021 academic year was 48%, while the number of women cadets who graduated in 2020 was 24%. Subjects such as Military Psychology, Sociology, Military History and, from 2021/2021, Human Rights include content related to gender equality.

Training in the Army of North Macedonia occurs in various training centres. The largest and most important is the Individual Training Centre, where introductory training for non-commissioned officers, professional soldiers and soldiers on voluntary service takes place. In addition to this centre, there are also centres for specialised and professional training, such as centres for foreign languages, medical training, and dog breeding and training. In Skopje, the Regional Training Centre for Public Relations (RCPR) was established with the support of the Swiss Ministry of Defence.

In 2019, the Ministry of Defence issued a catalogue of courses for defence personnel¹²⁷. It includes all courses conducted as part of training at different levels and in different organisational structures.

125 Available at: mod.gov.mk/inc/uploads/2021/06/Strategija-za-obrazovanie-i-obuka-1.pdf

126 Available at: <https://mvr.gov.mk>

127 Republic of North Macedonia, Ministry of Defence, Catalogue of courses for defence employees, 2019. Available at: mod.gov.mk/wp-content/uploads/2019/10/MKD-Katalog-na-kursevi-za-potrebite-na-personalot-vo-odbranata-2019.pdf

4.4.2. Republic of Serbia

According to the Law on the Serbian Armed Forces (Art. 18)¹²⁸, the Ministry of Defence is responsible for training. The Minister of Defence adopts education, training and scholarship plans for the needs of the Ministry of Defence and the Serbian Armed Forces, instructs professional members of the Serbian Armed Forces in education and training, and issues legal enactments on the admission of members of AFs to military educational institutions. The General Staff, i.e. the Chief of the General Staff, adopts plans for the training and development of professional military personnel and reserve personnel.

The Law on Military Education¹²⁹ defines that military education includes schooling, training and professional military education for the needs of the defence of the country and the Serbian Army. Schooling refers to secondary and higher education provided by military schools. Training includes all forms of training during the life of professional members of the Serbian Armed Forces and civil servants, provided by military educational institutions and by units and institutions of the Ministry of Defence and the Serbian Armed Forces. Military vocational training is training programme for reserve officers of the AFs.

Special training programmes for professional members of the Serbian Armed Forces and civil servants are organised and conducted at the University of Defence and in the units and institutions of the Ministry of Defence and the Serbian Armed Forces. The programmes are conducted in accordance with the Training and Development Plans for Professional Members of the Serbian Armed Forces and Civil Servants of the Ministry of Defence and the Plan for the Training and Development of Professional Military and Reservists and last no longer than one academic year. The Ministry of Defence sets the forms of training and the more detailed conditions, method and procedure for the implementation of these programmes.¹³⁰

Since the start of the admission of women to the Military Academy in 2007, to

128 Official Gazette of the Republic of Serbia, no. 116 of 11 December 2007, no. 88 of 28 October 2009, no. 101 of 29 December 2010, other law, no. 10 of 29 January 2015, no. 88 of 23 October 2015, no. - CC, no. 36 of 10 May 2018, no. 94 of 27 December 2019, no. 74 of 23 July 2021.

129 [Official Gazette of the Republic of Serbia, 36/2018](#).

130 The Law on Military Education, Official Gazette of the Republic of Serbia 36/2018

the Military High School in 2014, and the reactivation of the Vocational Military High School in 2015, the number of women enrolled has steadily increased. In the academic years 2019/2020 and 2020/2021, 37% and 38% of girls were enrolled in all courses of study at the Military Academy. This figure is higher in the military high school, where 57% of girls were enrolled in the academic year 2020/2021, while this percentage was 46% in the military university, where non-commissioned officers are educated. Another higher education institution within the University of Defence - the Medical School of the MMA - educates more than 60% of women annually. The School of National Defence is part of the University of Defence in Belgrade, which is dedicated to training officers from the country and abroad. The first level is the Introductory Course for Staff Officers; the second is the Command Staff Training; the third is the General Staff Course, while the fourth level of training is the Higher Studies in Security and Defence. It is intended for leaders in the AFs and leaders in defence and security management (parliamentarians, government members and senior representatives of the ministries of defence and internal affairs).

At the Military Academy, the Sociology, Military Ethics, Personnel Management and Defence Law and International Humanitarian Law courses have included gender and gender equality content. At the Military High School and the Vocational Military High School, the same content is covered in general education (Psychology, i.e. Constitution and Citizenship), elective (Civic education) and general military subjects (Military law and regulations, i.e. Army morale).

4.5. System of military training in countries that send their cadets to study abroad

The common denominator for military training in Bosnia and Herzegovina and Montenegro is the training of men and women cadets and the majority of men and women officers for the first officer rank in foreign military academies. The advantage of such training is familiarity with the organisation and activities of foreign AFs. A particular disadvantage is the lack of possibility of influencing the curricula, i.e. the knowledge and skills the cadets acquired in relation to those required of the officers of the national AFs. Therefore, specific education in the country is required after completing the education abroad.

In addition to the BiH Law on Defence, which defines the responsibilities of the Ministry of Defence, the Minister and the AFs in the military education and training field, there are several bylaws in Bosnia and Herzegovina that regulate education and training in detail. In addition to education for the first officer ranks abroad, professional soldiers are sent abroad for certain training levels. However, the training is carried out (for the most part) in Bosnia and Herzegovina due to the developed training centres.

As a member of NATO, the Armed Forces of Montenegro fully align its training with the objectives of NATO and the training of forces sent to international missions, operations and other international activities¹³¹ so that the training of individuals and units for participation in international forces also takes place abroad. In Montenegro, introductory military training, advanced military course, introductory course for non-commissioned officers, introductory course for officers trained at civilian faculties, advanced course for non-commissioned officers, command non-commissioned officers course and operational training are conducted at the Training Centre of the Armed Forces of Montenegro.

Training abroad includes officers for the operational and strategic level, command and staff training, and senior non-commissioned officers. Armed forces personnel are also sent to career courses under the IMET - International

131 Strategic review of the defence of Montenegro.

Military Education and Training programme and to longer English language courses at military institutions and military schools abroad. Training of professional personnel for leadership positions is provided at foreign military educational institutions (training at the level of command personnel and training at the operational-strategic level) and, for the purposes of policy and programme management (depending on the needs and development of the Ministry and the Armed Forces), at faculties in Montenegro and Bosnia and Herzegovina (MA and PhD programmes, in the set specialised field).¹³²

4.5.1. Bosnia and Herzegovina

Bosnia and Herzegovina does not have an established institution of a military high school or military academy. The Law on Service in the Armed Forces of Bosnia and Herzegovina (AF BiH)¹³³ stipulates that for professional military service in the AF BiH and filling of formation positions, men/women officers, cadets and students are sent for training to foreign educational institutions. It also stipulates that in order to fill vacant formation positions in the AF BiH, a public selection procedure is to be announced for filling training positions of the first rank of officers, non-commissioned officers and soldiers. They also are to undergo military induction training for their first duty in the Army of Bosnia and Herzegovina. The same Law regulates that the Ministry of Defence of Bosnia and Herzegovina may award scholarships for students to attend high schools and faculties in the country for the professions are needed to fill AFs.¹³⁴

Based on the Rulebook for Education and Training in the Ministry of Defence and the Armed Forces of Bosnia and Herzegovina and the Rulebook for Professional

132 The Law on the Armed Forces of Montenegro prescribes, among other things, adequate training in military and civilian studies as a prerequisite for promotion to a higher rank.

133 Law on Service in Armed Forces of BiH, (["Official Gazette of BiH" no. 88/05](#)) with amendments.

134 In addition to education in Bosnia and Herzegovina, a certain number of scholarships are also awarded in this area for studies abroad.

Development and Career Management, the Minister adopts the Military Training and Education Policy. It forms the basis for the Military Training and Education Management System under the responsibility of the Chief of the General Staff of the Armed Forces of Bosnia and Herzegovina. The Chief of the General Staff regulates all aspects of training of the AF BiH in the coming year with the Training Guidelines and the Main Training Plan of the AF BiH (three-year planning cycle). Further development and implementation are the responsibility of the Training and Doctrine Command and of lower levels.

The Rulebook for the Education and Training of Professional Military Personnel¹³⁵ regulates their education and training, types of education and professional development. It also regulates the identification and planning of education and training needs, procedures for selection and referral of men/women candidates, reporting and record-keeping, competencies and responsibilities, and professional training of professional military personnel. The education and training of professional military personnel can take place at faculties as well as in other forms of training. This refers to the possibility of sending professional military personnel to graduate or postgraduate studies. The Rulebook states that terms given in a grammatical gender refer to both men and women. Education and training can take place in the country and abroad.

The Rulebook on Professional Development and Career Management defines the professional development and career management of professional soldiers during their military service in the Ministry of Defence and the Armed Forces of BiH.

The Training Doctrine of the AF BiH defines the training and professional development of military personnel. The training cycle begins with entry into professional military service and lasts until the end of service, i.e. retirement. The training prepares individuals, units, staff and their leaders to conduct full-spectrum operations anytime and anywhere in the conflict spectrum. Lifelong learning takes place in all three areas: institutional training, operational training

135 [Official Gazette of the BiH, number 33/19](#)

and self-development, including self-assessment.¹³⁶ There are six training centres in the AF BiH: The Introductory Training Centre, Professional Development Centre, Combat Training Centre, Combat Simulation Centre, Demining and Combat Equipment Centre and the Peace Support Operations Training Centre - PSOTC, which is a regional training centre and a NATO partner-training centre.¹³⁷

The Gender Equality Policy in the Ministry of Defence and Armed Forces of Bosnia and Herzegovina was adopted in 2019. The document defines the obligation to include gender equality topics in training plans and programmes. With the adoption of the Policy, the MoD and the AF BiH formally confirmed the integration of the gender perspective into military education and training, which had been de facto in place for a long time.

Gender training is conducted in training centres, commands and armed forces units. The training covers all professional military personnel and is undertaken at all levels. In accordance with the standard operating procedures for gender equality, commanders at all organisational and formation levels plan and implement training in this area at the suggestion of the gender liaison officer. The content and method of conducting gender equality training are described in the Labour and Gender Handbook. The AF BiH has 15 certified female and male military gender instructors for the training of AFs, of which two are women instructors in the MoD and thirteen are gender instructors in the AF BiH.¹³⁸

The importance that the AF BiH attached to gender training was also demonstrated by the formation of the Team for the Integration of Gender Equality in Training and Military Exercises of the AF BiH (July 2019) with the primary task of analysing training programmes and plans from the perspective

136 Doctrinal Publication: OTP 7-0 "Training Doctrine of the Armed Forces of Bosnia and Herzegovina", Training and Doctrine Command. Available at: mod.gov.ba/dokumenti/270416otp%207-0b.pdf

137 The Peace Support Operations Training Centre was established in 2003 with the support of international partners. It was fully integrated into the structure of the Armed Forces of Bosnia and Herzegovina in 2013. Even after this integration, it retained its international character with the same goal and mission. The fundamental mission of the centre is education and training for peace support operations, which are an essential segment of the overall efforts of the State of Bosnia and Herzegovina in the field of global security and peacekeeping in the world. The PSOTC holds the accreditation NATO, which was renewed in the first half of 2022.

138 After GToT held in Skopje, the number of gender instructors increased for two more persons trained to train others.

of gender equality. The aim of the Team's work was to change training plans and programmes. The formation of the Team was part of the dynamic plan and activities resulting from the conference of the WPS Chiefs of Defence Network - WPS CHODS Network¹³⁹ hosted by the Ministry of Defence of BiH in March 2019. In February 2021, the Team adopted a proposal for the implementation and standardisation of gender equality training at all levels of training in the Ministry of Defence and the Armed Forces of BiH. The Armed Forces of BiH as well as members of the AFs from other countries can attend the course “Utility of Gender in Peace Support Operations”, which is regularly delivered at the PSOTC.

In the courses conducted at the PSOTC, gender equality topics are not part of the training because these courses are conducted with partners, or the content of the training is strictly prescribed.

4.5.2. Montenegro

Montenegro has neither a military academy nor a military high school. The AFs are mainly staffed with professional officers by training cadets at foreign military academies. Non-commissioned men/women officers and part of the officer personnel (who have the knowledge required for the functioning of an army organisation) have an educational background in engineering, medicine, economics, law, and IT - information technology. The knowledge, skills and competences for service in the army are acquired in the training centres. In this sense, there are bilateral agreements with a number of countries: the United States of America, the Republic of Croatia, the Republic of Greece, the Republic of North Macedonia, the United Kingdom, the Republic of Austria and the Republic of Italy. Upon completion of training, a cadet or scholarship holder is accepted into the army and then sent for introductory military service training. The long-term defence development plan¹⁴⁰ envisages securing officers of

139 The [network](#) supports the efforts of some 40 member countries in implementing the WPS Agenda at work and in building capacities for increased opportunities for women at local, national and regional levels. Bosnia and Herzegovina is the only country of the four Western Balkan countries that is a member of the network.

140 Montenegro's Long-Term Development Plan, available at: gov.me/dokumenta/19190b9e-dd26-4c76-b99b-34e41bb38c2e

certain professions through the admission of citizens and scholarship granting for faculties in Montenegro or through the production of other categories of professional military personnel with higher education. Non-commissioned officers are recruited from the category of contract men/women soldiers. Military personnel are recruited by selecting persons to service through open competition and from among the ranks of persons who have served voluntary military service. Gender-sensitive language is used in advertisements for admission to service, i.e. it is emphasised that both men and women soldiers are admitted as contract soldiers.

Montenegro pays special attention to attraction, retention, but also career development and guidance. The Strategic Defence Review, 2018¹⁴¹ provides guidance for staff career development based on continuous improvement and guidance for individual career development. Staff training and development are provided in accordance with the needs of the Service on the principle of “education/professional development - next duty”. In the context of the existing human resources situation, it is noted that the percentage of women in the AFs (2018) was 9.88%. The document also states that women should be constantly supported to improve and develop their careers and be granted openness and availability to all, including leadership positions.

According to the Law on the Ministry of Defence, the Ministry of Defence adopts plans for the management of human resources, which include the area of training. Training of professional personnel - men/women officers and non-commissioned officers with higher ranks - is provided in military educational institutions abroad and higher educational institutions in the country (MA and PhD studies).

The Human Resources Management Strategy of the MoD and the AFs of Montenegro enshrines the Education and Training Policy, the basis of which is the development of human resources through planned training, guidance and harmonisation of knowledge, skills and abilities of employees with the current and future requirements of the MoD and the AFs.

141 [Defence Strategic Review](#)

In 2020/2021, a total of 28% of women were educated at academies abroad. The specificity is that a certain level of positive action is applied when selecting candidates for enrolment. The methodology for implementing public tenders includes the criterion that if two or more candidates who have applied to the same military academy have the same total score, preference will be given to the candidate of the lesser represented gender. Similarly, when selecting candidates for enlistment and professional development in the army, attention is paid to the proportional representation of persons belonging to minorities and gender balance. When selecting the candidates for training, a methodology is used to ensure that if two or more applicants have applied for the same position and have the same total score, preference will be given to the applicant of the less represented gender. The long-term defence development plan cites the need for active promotion of the military profession to bring it closer to the younger female population and increase its recruitment in the AFs of Montenegro.

Gender training is conducted per the Training Manual prepared by the General Staff. It is organised once a year. Gender aspects are also an integral part of the plans and programmes of the courses and trainings conducted at the Training Centre. Throughout a calendar year, around 300 professional military personnel are introduced to the topic of gender equality in various training courses. By the end of December 2021, a total of 11 gender instructors were trained in the MoD and AFMNE.¹⁴²

In the Ministry of Defence and the Armed Forces of Montenegro, within the project “*Strengthening of Regional Cooperation on Gender Mainstreaming in Security Sector Reform in the Western Balkans*”, with the support of UNDP SEESAC, the “Gender Coach Programme” is being implemented for decision-makers, i.e. people from the category of senior management and executive staff.

¹⁴² In June 2022, this number increased by five additional gender instructors who successfully completed GToT in Skopje.

4.6. Financing military education and training

Financing military education and training needs and activities is primarily secured from the state budget within the funds allocated to the Ministries of Defence, which is a direct budget beneficiary. The countries in the region have systemic laws governing the planning, preparation, adoption and execution of budgets¹⁴³. Direct funds are every year determined under laws (Law on the Budget of the Institutions of Bosnia and Herzegovina; the Law on a Budget of Montenegro, the Law on the Execution of the Budget of the Republic of North Macedonia, Budget System Law of the Republic of Serbia). The Ministries of Defence and other state administration authorities prepare their budget proposals and, after adopting the Budget Law, become the beneficiaries of funds earmarked for specific positions.

Military educational institutions can provide a significantly smaller percentage of funds from other sources as well, such as the provision of education services – delivering education to persons from abroad, civilians from their country, research and development, and the like.

The budget positions for education and training within the budgets of the ministries of defence can be expressed differently. For example, Montenegro, which educates or trains professional military personnel abroad based on bilateral agreements and bears part of the costs, did not specify these costs in the 2021 Law on the Budget. Rather, the funds are earmarked specifically for training and exercises. The Law on a Budget of the Republic of Serbia for a particular year does not explicitly state the costs for training. However, there is a particular budget position for the *Improvement of the situation in the field of military education and scientific research activities*.¹⁴⁴

143 Law on Financing Institutions in BiH (Official Gazette 61/04); Law on Budget and Fiscal Responsibility Official Journal of Montenegro 20/2014, 56/2014, 70/2017, 4/2018 –CC Decision (Constitutional Court) and 55/2018, Law on the Budget of the Republic of North Macedonia (effective as of 01 January 2023) and the Law on the Budget of the Republic of Serbia (Official Gazette of the Republic of Serbia No. 54/2009, 73/2010, 101/2010, 101/2011, 93/2012, 62/2013, 63/2013 – Corrigendum 108/2013, 142/2014, 68/2015 – other law, 103/2015, 99/2016, 113/2017, 95/2018, 31/2019, 72/2019 and 149/2020).

144 The Law on Military Education of the Republic of Serbia regulates the financing of military educational institutions, and a Budget Fund was established for the needs of military education and military scientific research activities.

Military educational institutions can receive part of the income for education and training from donations. Bilateral agreements for education abroad enable the education of a certain number of members of the AFs from the countries of the region, for which the sending state bears only a small part of the costs.

When it comes to financing in the field of gender training from donations, as an example, the financing of the training of trainers (gender instructors) in the NCGM for which the Western Balkans countries did not bear the costs, should be mentioned.

4.6.1. The role of gender-responsive budgeting in the armed forces and military education

Gender-responsive budget is a budget that is intended for everyone - women and men, girls and boys - because it ensures a gender-equitable distribution of resources and contributes to equal opportunities for all.¹⁴⁵

Gender Responsive Budgeting (GRB) is an innovative public policy tool that assesses the impact of policies and budgets from the gender perspective and ensures that they do not deepen gender inequality but contribute to an equal society for women and men. Such a budget determines where the needs of men and women are the same and where they differ. Where they differ, the budget allocation will also be different¹⁴⁶.

The prerequisite for budget allocation is a gender analysis that observes the impact of redistribution of resources on the lives of women and men, taking into account gender, but also other socio-economic and other important characteristics (level of education, age, health status, ethnicity and others) that place the person or a group of persons in a potentially unequal position. In this way, inequalities arising from “gender-neutral” planning can be identified and addressed in the GRB process.

145 Available at: oxfamlibrary.openrepository.com

146 See more about GRB in Božanić D, Ileš M, Branković-Đundić M. *Towards a gender-responsive programme budget - a manual for introducing gender budgeting into the programme structure of the budget*, Novi Sad, 2015. Available at: skgo.org/storage/app/media/uploaded-files/ka-rodno-odgovornom-programskom-budzetu.pdf

Gender-responsive budgeting contributes to improving gender equality in military training. Gender analysis of the budget for military training makes it possible to identify activities and needs that can ensure an equal distribution of resources for the needs of women and men, or, if necessary, introduce affirmative measures that enable the less represented sex (women in the case of AFs) to exercise some of their rights or meet their needs.

North Macedonia and Serbia have introduced gender-responsive budgeting as a principle, and in Montenegro and Bosnia and Herzegovina there is a stated intention to introduce GRB into the budget system.

With the aim of implementing Article 5 of the Law on Equal Opportunities¹⁴⁷ in the Republic of North Macedonia, the Strategy for the Introduction of Gender-Responsive Budgeting in the Government of the Republic of Macedonia was prepared in 2012¹⁴⁸. The Ministry of Labour and Social Policy prepared the Strategy as part of the UN Women project “*Improving Gender Responsive Policy in Southeast Europe*”. Two years later, the methodology for gender-responsive budgeting was introduced in state administrative bodies¹⁴⁹. The Ministry of Defence of North Macedonia has been actively implementing the Strategy and the Methodology for one selected programme at the Military Academy. In this context, the Gender Budget Statement for 2018-2020 was issued. The statement included an analysis of gender aspects in the area of the MA programmes, a proposal for activities, expected results and a description of practical steps to achieve results that provide better opportunities for female and male cadets in the implementation of the programme. It also tackled how achieving these results will contribute to improving gender equality, expressed through output indicators and budget allocation.

147 Article 5 of the of the Law on Equal Opportunities for Women and Men in the Republic of North Macedonia emphasises that one of the primary measures is the systematic inclusion of equal opportunities for women and men in the process of creating, implementing and monitoring policies and budgets in specific social areas, including the fulfilment of the functions and responsibilities of public and private sector institutions.

148 mtsp.gov.mk/WBStorage/Files/strategija_budzet_mkd.pdf

149 view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mtsp.gov.mk%2Fcontent%2Fword%2Fmetodologija.doc&wdOrigin=BROWSELINK

The application of gender-responsive budgeting has resulted in a 20% increase in the number of women enrolled. It impacts maintaining the percentage of students enrolled, improving accommodation capacity, sensitising teaching staff both in the academy and cadet training centre through training of teaching staff and instructors in the centre. It also has implications for equal distribution in all military branches (without favouring any particular branch), increased presentation of gender aspects of training in the media, the inclusion of the gender perspective in the selection of teaching staff and more balanced gender representation in the working bodies and commissions of the Military Academy.

The Government of the Republic of Serbia officially introduced GRB in 2015 with the adoption of the Budget System Law¹⁵⁰, when the promotion of gender equality was recognised as one of the budgetary objectives (Article 4). The new provisions of this Law introduced GRB as an obligation in the planning and execution of the budget and announced its gradual introduction from 2016 to 2020. The amendments to the Budget System Law adopted in December 2016 further improved the implementation of GRB by introducing mandatory reporting on the impact of budgetary programmes on improving gender equality as part of the annual budget report (Article 79). In addition, information on gender-specific targets and indicators has become an integral part of programme information (Article 28)¹⁵¹.

Even before the introduction of gender-responsive budgeting in 2016, funds were allocated from the budget for the special educational needs of women or men. Since the first year of women's enrolment at the Military Academy in 2007 and the establishment of the Medical School at the MMA in 2009 (in which 65% were women in 2019/20 and as many as 68% in the following academic year), accommodation for women and various financial allocations for their needs have been secured. Funding was also secured to promote military education, which resulted in increased interest in enrolling persons of both genders in the military high schools, the Military Academy and the Medical School of the

150 Allocative efficiency, i.e. the allocation of budgetary resources with the aim of improving gender equality, is mentioned as the [fourth objective of the budgetary process](#).

151 [Gender Responsive Budgeting](#). Hadžiahmetović A, Đurić-Kuzmanović T, Klatzer E, Risteska M. *Rodno odgovorno budžetiranje – Udžbenik za univerzitete*. IKD "UNIVERSITY PRESS – MAGISTRAT": Sarajevo, 2013 / *Gender Responsive Budgeting – A Handbook for Universities*.

Military Academy.

The introduction of GRB enabled the University of Defence to allocate specific budgetary resources to ensure better accommodation for women and men, and improve knowledge and awareness of gender (training of male and female cadets, joint training of staff). It also made it possible to plan for the satisfaction of specific needs of the university staff in order to improve knowledge (courses), maintain health (preventive medical examinations) and reward women working under challenging conditions and performing heavy physical work through stays in holiday facilities.

Montenegro plans to introduce gender-responsive budgeting in the country. The Action Plan of the Draft Gender Equality Strategy of Montenegro (March 2021) provides for the financial costs of implementing the plan, which indirectly constitutes gender budgeting.

In Bosnia and Herzegovina, the Ministry of Finance of Bosnia and Herzegovina and the Entity Ministries of Finance, at the initiative of the Gender Equality Agency of Bosnia and Herzegovina, the Ministry of Human Rights and Refugees of Bosnia and Herzegovina and the Entity Gender Centres, have included a gender equality component in the instructions for budget beneficiaries. However, the security sector institutions as well as most other institutions in Bosnia and Herzegovina, still do not apply gender-responsive budgeting. The issue is the lack of developed capacity and knowledge in its application and the fact that programme budgeting, as a necessary precondition, has not fully taken hold.¹⁵²

¹⁵² Final Report on the Implementation of the Action Plan for the implementation of UN Resolution 1325 “Women, Peace and Security” in Bosnia and Herzegovina 2014-2017, Council of Ministers, 2018.

5. BOSNIA AND HERZEGOVINA - BASELINE OVERVIEW

5.1. Normative framework

The legal framework of Bosnia and Herzegovina provides a normative basis for realising gender equality. Gender equality and the prohibition of discrimination, including the prohibition of discrimination on the grounds of sex, are guaranteed by the Constitution, being the supreme legal enactments of the state. *The Constitution of BiH* (Annex IV of the General Framework Agreement for Peace in BiH and “Official Gazette of BiH”, no. 25/2009 - Amendment I) stipulates that the enjoyment of the rights and freedoms is to be secured to all persons without discrimination on any ground such as sex, race, colour, language, religion, political or other opinions, national or social origin, association with a national minority, property, birth or another status (Article 4).

In addition to the Constitution, gender equality is guaranteed by several adopted public policies, laws and by-laws that are harmonised with the international legal framework regarding gender equality and the prohibition of discrimination on the grounds of sex. Bosnia and Herzegovina is a signatory to numerous international conventions, protocols and agreements formulating the principles of the ban on gender discrimination.¹⁵³ Bosnia and Herzegovina has ratified the Convention on the Elimination of All Forms of Discrimination (CEDAW) and its 1999 Optional Protocol¹⁵⁴, United Nations Security Council Resolution (UNSCR) 1325 “Women, Peace and Security”, the Council of Europe Convention on Preventing and Combating Violence against Women and Violence in the Family (Istanbul Convention), and presented progress made towards the goals set out in the Beijing Declaration and the Platform for Action in a report on the 25th anniversary

153 The specificity of the legal system regarding the protection of human rights is that certain international instruments from the body of texts of international human rights, including gender equality, represent part of the Constitution of Bosnia and Herzegovina and are contained in Annex I to the Constitution of BiH.

154 Bosnia and Herzegovina adopted CEDAW by succession on 1 September 1993. BiH submits periodic reports to the CEDAW Committee, which includes 23 independent experts and reviews the reports of states that have acceded to the convention and makes recommendations to states based on those reports. In 2019, the CEDAW Committee considered the Sixth Periodic Report submitted by Bosnia and Herzegovina. Bosnia and Herzegovina signed the 1999 Optional Protocol in September 2000 and ratified it in September 2002.

of the adoption of the Beijing Declaration.¹⁵⁵ Bosnia and Herzegovina is committed to achieving the United Nations Agenda for Sustainable Development until 2030 (2030 Agenda) and submits voluntary reports on progress in achieving SDGs, which includes reporting on progress in achieving SDG no. 5 which refers to the achievement of gender equality.¹⁵⁶

The rest of the text lists the main policies and laws related to gender equality in Bosnia and Herzegovina, then the normative framework related to gender equality in the defence system of Bosnia and Herzegovina, and finally, it focuses on the normative framework regulating education and training in the defence system of Bosnia and Herzegovina. International legal norms that Bosnia and Herzegovina has incorporated into its legislation, as well as domestic policies and laws related to gender equality and the prohibition of discrimination, are also relevant in the field of military education and training.

5.1.1. Public policies and general legal framework regulating gender equality¹⁵⁷

In 2018, Bosnia and Herzegovina adopted the ***Third Gender Action Plan of BiH - GAP for the period 2018-2022***. (“Official Gazette of BiH”, no. 89/18). Previous Action Plans were successfully implemented in the period 2013-2017 and in the period 2006-2011. *The Gender Action Plan (GAP) for the period 2018-2022* has set goals, programmes and measures for the achievement of gender equality in all spheres of social life and work, in the public and private sectors. This strategic document provides guidelines for the development of operational plans of institutions at all levels of state organisation in BiH. It identifies priority and cross-

155 The Beijing Declaration and Platform for Action, adopted at the Fourth UN World Conference on Women in September 1995, proposes concrete goals to be attained to achieve gender equality. By signing these documents, Bosnia and Herzegovina has committed to adopting a national plan to improve the status of women (Gender Action Plan - GAP). The report submitted by Bosnia and Herzegovina on the 25th anniversary of the adoption of the Beijing Declaration and Platform for Action is available at: arsbih.gov.ba

156 This Chapter only lists key policies and laws related to gender equality. There is a whole range of international legal documents that Bosnia and Herzegovina has committed to implement as a member of the UN and a country in the process of EU accession and working towards obtaining candidate country status. All legal instruments are listed in the Annex to the Constitution of Bosnia and Herzegovina.

157 This part of the text provides a reduced list of public policies and laws that contain guidelines and commitments in the field of gender equality and, in particular, in the field of equality in education and training.

cutting areas, as well as areas related to strengthening systems, mechanisms and instruments for achieving gender equality and strengthening cooperation and partnership. In this way, the obligations of institutional mechanisms for gender equality and the obligations and responsibilities of line ministries in each priority area are more clearly defined.¹⁵⁸

Strategic objective of GAP no. 1, item 1.4. deals with education, science, culture and sport. The assessment of the state of affairs states that there is no gender discrimination in terms of legal provisions. However, it notes that "advancement opportunities for girls and women and access to positions requiring high qualifications are still limited, mainly due to stereotypes related to male/female professions and issues of work-life balance" and that "school textbooks in Bosnia and Herzegovina still contain gender stereotypes about men, women and their social roles". A number of measures have been identified to achieve gender equality in this area. The first of these measures is to "identify priority laws, policies, action plans, programmes and other legal enactments in the fields of education, science, culture and sport, with the aim of introducing and applying international and national standards for gender equality in these fields." Item 1.7 - "Gender and security" refers to the assessment of the state of affairs in relation to the implementation of UNSCR 1325 and prescribes measures to further improve the situation in the period 2018-2022. This is the first year and the first in a series of relevant measures referring to the "identification of priority laws, policies, action plans, programmes and other actions in the field of defence and security, with the aim of introducing and applying international and national standards for gender equality in these areas".

The Council of Ministers of Bosnia and Herzegovina adopted ***the Third Action Plan for the implementation of UNSCR 1325 "Women, Peace and Security" in Bosnia and Herzegovina for the period 2018-2022. - AP (Action Plan)*** ("Official Gazette of BiH", no. 1/2019; AP UNSCR 1325).¹⁵⁹ Previously, the action plans for the

158 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse in the Ministries of Defence and Armed Forces of the Western Balkan Countries*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

159 In October 2008, the Secretary-General of the UN issued a directive (S/PRST/2008/39) on the implementation of and reporting on UNSCR 1325, which requires states to develop action plans to implement UNSCR 1325.

period 2010-2013 and for the period 2014-2017 were successfully implemented.¹⁶⁰ During the implementation of the second AP, the majority of the competent institutions adopted the principle that all laws, by-laws, strategies, policies and programmes within their sphere of competence will be aligned with national and international standards for gender equality. The third action plan contains three strategic objectives, each of which sets out medium-term goals, expected results and activities. The main institutional mechanism for monitoring the implementation of action plans for the implementation of UNSCR 1325 is the *Coordination Board for Monitoring the Implementation of the Action Plan for the Implementation of UNR 1325 in Bosnia and Herzegovina for the period 2018-2022*. This body was established by the Decision of the Council of Ministers of BiH in August 2019 and is represented by the Ministry of Defence, among other state institutions (“Official Gazette of BiH”, no. 60/2019).¹⁶¹ It is important to note that already in 2011 the Ministry of Defence of BiH issued a decision obliging all organisational units to implement the measures of the AP for the implementation of UNSCR 1325.¹⁶²

The Law on Gender Equality (“Official Gazette of BiH”, no. 16/2003) was adopted at the session of the BiH Parliamentary Assembly in 2003. It is a systemic Law aimed at achieving gender equality in BiH. The Law regulates, promotes, and protects gender equality, guarantees equal opportunities for all citizens, and prohibits gender-based discrimination. The amendment to the Law on Gender

160 Bosnia and Herzegovina produced the final report on the implementation of UNSCR 1325 for the period 2014-2017, which lists a number of achievements, including in the area of integrating gender equality training in regular training programmes in the defence and security sectors, noting that institutions need to make more efforts to improve and increase women's participation in professional development training. The final report also states: “Increasing women's participation in the defence and security sectors, including participation in decision-making, is a long-term process. Due to the specificities of these sectors, where men traditionally have a more dominant role and representation, one cannot expect rapid progress. It is necessary to work continuously to create the conditions to achieve equal representation in accordance with the Law on Gender Equality in BiH.” For more information see: [Završni-izvještaj_AP-UNSCR_2014-2017.pdf](#)

161 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

162 As noted in the final report on the implementation of UNSCR 1325 for the period 2014-2017, BiH is considered to be an example of good practice. For example, Bosnia and Herzegovina was highlighted as an example in creating AP for the implementation of UNSCR 1325 at the Academy of National Action Plans (NAP Academy) in Washington at Georgetown University (2014) and the NAP Academy in Vienna (2016), which was attended by more than 20 countries. In 2016 and 2017, the Gender Equality Agency was directly involved in developing the national action plans of Finland, Moldova and Albania at the invitation of these countries' governments.

Equality in Bosnia and Herzegovina (“Official Gazette of Bosnia and Herzegovina” no. 102/09) redefined the provisions of the Law on Gender Equality in Bosnia and Herzegovina and harmonised them with international standards and guidelines in this area in order to make the application of the Law more efficient in practice. The revised integral text was finalized in March 2010 with a six-month deadline for compliance with the provisions of the Law.

The fourth part of the Law on Gender Equality relates to education. Article 10 establishes the equal right of access to education regardless of gender and prohibits discrimination on the grounds of gender in all situations, from admission requirements to conditions for creating careers, professional development and obtaining degrees. Article 11 obliges competent authorities, educational institutions and other legal entities to ensure that plans, programmes and methods guarantee the establishment of an education system that “guarantees the elimination of curricula that contain the stereotyped social roles of men and women and that lead to gender discrimination and inequality.” Article 11 also stipulates that content that promotes gender equality should be an integral part of the curriculum for all levels of education.

The Law on Gender Equality obliges all state agencies at all levels of state organisation to ensure and promote equal gender representation in administration, decision-making and representation.¹⁶³ This law obliges executive bodies and administrative bodies at all levels to establish institutional mechanisms for gender equality.¹⁶⁴

The Law on Prohibition of Discrimination (Official Gazette of BiH 59/09) and *the Law Amending the Law on Prohibition of Discrimination* (Official Gazette of BiH 66/16) established a legal mechanism for the prevention of discrimination, which contains comprehensive anti-discrimination standards and provides a general framework for the protection of human rights. Article 2. of the Law establishes,

163 For more information, please visit the website: [Zakon o ravnopravnosti spolova u BiH | ARS \(Agencija za ravnopravnost spolova\) BiH](#)

164 For more information on the institutional mechanisms for promoting gender equality and preventing gender based discrimination in Bosnia and Herzegovina see the *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021, Chapter 2.6.

inter alia, the prohibition of discrimination on the grounds of gender and stipulates that “the prohibition of discrimination shall apply to all public bodies and to all natural persons or legal entities in the public and private sectors in all areas, such as in particular: employment, membership of professional associations, education, training”, etc.¹⁶⁵

5.1.2. Legal framework regulating military education and training

The Law on Defence of BiH defines the responsibilities of the Commander of the Support Command of the AF BiH, which affect the functioning of the military training system and include the following tasks:

- Supporting the AFs’ Operational Command based on the orders of the Chief of the Joint Staff;
- Identifying the training needs of the AFs, elaborating the training doctrine and organising individual training.¹⁶⁶

The Training and Military Education Policy of the Armed Forces of BiH supersedes all previously prepared documents containing elements of the training and military education policy, as well as the Training Guidelines of the AF BiH. The policy is the basic document of the Training Management System of the AF BiH.

The Joint Staff of the AF BiH is developing a management system for training and military education in the AF BiH, which should:

- Provide training support in centres for introductory and combat training, combat simulation, professional development, peace support operations, local training areas, as well as in exercises, missions and operations of the AF BiH,
- Ensure the best combination of integrated training resources, including firing

165 Available at: [Zakon o zabrani diskriminacije.doc \(mhr.gov.ba\)](#)

166 In this context, the term individual training is considered as institutional training conducted in one of the TDC institutional training centres, as well as training conducted in other units and commands of the AF BiH under the supervision of the TDC.

- ranges, manoeuvre areas, simulations, aids and equipment,
- Provide doctrinal publications for training and military education that support the command staff in developing training programmes,
 - Ensure the application of new technologies and other available capabilities in the planning and conduct of training,
 - Prescribe restrictions on training to take into account the safety aspect, to protect the environment and to save training costs,
 - Ensure a system that enables the command staff to determine the readiness achieved at all levels after the training has been conducted,
 - Ensure the application of the standards of NATO and the NATO-compatible training programme for the professional development of officers, non-commissioned officers and soldiers at all levels.

The system for managing training and military education consists of:

- planning training and military education,
- building and managing capacity for training and military education,
- conducting training and military education,
- standardising training and military education,
- analysing, evaluating and reporting on the results of training and military education.

The Air Defence Training and Education Rulebook¹⁶⁷ regulates the training and education of professional military personnel, the nature of training and education, determination and planning of training and education needs, selection of candidates and sending procedures, reporting and record keeping, competencies and responsibilities, and professional education of professional military personnel.

The Rulebook on Professional Development and Career Management of Air Defence Personnel in the MoD and Armed Forces of BiH¹⁶⁸ defines education and training by:

167 Ministry of Defence of Bosnia and Herzegovina, Rulebook for Education and Training of Professional Military Personnel, 2019

168 Ministry of Defence of Bosnia and Herzegovina, Rulebook on professional development and career management of active military personnel in the MoD and AF BiH, 2016.

- Officers' education and professional development consists of career, functional, professional and general training, as per the Rulebook on education, professional training and professional development for the needs of the Ministry of Defence and the AF BiH. Rules from Article 32 define the types of education and professional development for officers of certain categories (Rulebook on the system of classification of military personnel in the MoD of BiH and the AF BiH).
- The education and training of non-commissioned officers consist of career, functional, technical, language and general training. (The types of education and training of non-commissioned officers of certain career groups are specified in the Regulation on Determination of Types and Levels of Military and Civilian Education and Training of Active Military Personnel of the MoD and the Armed Forces of BiH):

The Rulebook on the system of classification of military personnel in the MoD of BiH and the Armed Forces of BiH defines:¹⁶⁹

- I. Education as a factor in the classification of military personnel is adequate scholastic preparation, which is regulated by laws and regulations governing the field of education.

There are three forms of education:

- civilian education in educational institutions in accordance with laws and regulations,
 - military education in accordance with agreements, laws and regulations and
 - professional development.
- II. Training as a factor in the classification of military personnel is military or civilian training in a particular field.
Training from this Article shall be taken into account if one or more institutions in accordance with the laws and regulations have provided it and an appropriate document confirming the successful completion of the training has been issued for it.

¹⁶⁹ Ministry of Defence of BiH, Rulebook on the system of classification of military personnel in the Ministry of Defence and Armed Forces of BiH, 2019.

The Training Doctrine of the Armed Forces of BiH is recognised as a fundamental document at the level of the AF BiH that establishes the training management system in the AF BiH and defines training through three areas: institutional area, operational area and self-development area.



Areas of military training in the Armed Forces of BiH

The area of institutional training is the area to which the implementation of the directive refers. The training doctrine for institutional training stipulates the following:

The area of institutional training of the AF BiH, which primarily includes the training centres that provide introductory training and subsequently professional military training for soldiers, leaders and civilians in the AFs.

The area of institutional training comprises the institutional system of education and training, which primarily includes the training and education centres of the Training and Doctrine Command.

The institutional training domain consists of four main components:

- A** Introductory Military Training;
- B** Career training;
- C** Functional training;
- D** Unit Training Support.

The Institutional Training domain provides training facilities, upon request and availability, to assist commanders and other leaders in training their units. These resources include the following: combined generation training strategies, training support packages, mobile training teams, unit site courses and advanced distributed learning courses.

NATO Bi-Strategic Directive 075-007 defines the spectrum of training through education and training as shown below.



NATO spectrum of training

Previous laws and by-laws define the categories and subcategories of military training with certain conceptual differences.

In order to approximate the categories and subcategories of military training in the AF BiH to the division of training in NATO, Figure 3 shows the division of military training in the AFs, taking into account and combining the current solutions in terms of laws and by-laws.

The instruction refers exclusively to the area of individual institutional training, regardless of which subcategory of institutional training it is. Due to the different conceptual definitions in this instruction, the term institutional training is used regardless of whether it is vocational training, advanced training or individual institutional training (E&IT - Education and Individual Training).

The area of collective operational training is further defined in the doctrinal publication Training in the AF BiH and Exercises in the AF BiH. The gender perspective is taken into account in military exercises through the exercise Dynamic Response 22-05.



Breakdown of military training in the AF BiH

5.2. Budgeting process for military education and training

Based on Articles 13 and 15 of the Law on Defence of Bosnia and Herzegovina (“Official Gazette of Bosnia and Herzegovina”, number 88/05), Articles 5 and 6 of the Law on Financing of Institutions in Bosnia and Herzegovina (“Official Gazette of Bosnia and Herzegovina”, no. 61/04, 49/09, 42/12, 87/12 and 32/13), Concepts and Procedures (Planning, Programming, Budgeting and Budget Execution – PPBE System) of the MoD of BiH no.: 12-16-1-5836/08 of 21 October 2008, the Minister of Defence of BiH issues Guidelines for the Preparation and Drafting of Budget Requests.

According to the Guidelines for the Preparation and Drafting of the Budget Request for 2022, MoD BiH no.: 12-16-1-1603-1/21 dated 16 June 2021 indicated that according to the planned projects, projects from the field of gender equality should be identified separately and, where possible, cost projections showing gender equality in projects and activities should be identified. In this respect, the AF BiH have so far neither projects in the field of gender equality nor have programmes under the responsibility of the AF BiH reported cost projections for the same.

Currently, there are four programmes competing for funds in the budget of the MoD and the AF BiH, the aim of which is to make the AF BiH operational. These are the following programmes:

1. **“Military Defence”** (responsibility of the AF BiH)
2. **“Collective Security Operations”** (responsibility of the AF BiH)
3. **“International Cooperation”** (responsibility of the AF BiH)
4. **“Administration”** (responsibility of the AF BiH)

The fact is that GRB is currently not applied in the AF BiH, as there is no gender responsive budget document containing detailed guidelines. With additional efforts and professional assistance, it is possible to develop the same through existing programmes under the jurisdiction of the AFs, although it is first necessary to create conditions and conduct analyses in terms of indicators for gender representation in all activities when planning budgets.

Resources for the implementation of education and individual training activities (E& IT)

- a. Resource planning for the implementation of E&IT activities is the responsibility of the Training and Doctrine Command (TDC), i.e. its centres for the implementation of institutional training.
- b. The overall needs for the implementation of E&IT are expressed through a needs plan based on the information collected from:
 - 1. Institutional training plan,
 - 2. Institutional training schedule,
 - 3. Course control document III (CCD III) for each course.
- c. Prior to the preparation of the annual requirements plan of the AF BiH and their subordinate commands and units, the Command for Personnel Management (CPM)/Support Command of the AF BiH shall ensure that the necessary information on future needs for E&IT activities is provided in order to avoid unplanned access to the implementation of E&IT activities. It shall also ensure that all needs are queried in a timely manner through the training requirements plan.
- d. The organisational units of the AF BiH shall secure the necessary resources through the logistic support system and shall transmit the information on securing them to the TDC, i.e. to its centres responsible for the implementation of E&IT activities, at least six weeks before the start of the activity for the entire activity.
- e. If the centre responsible for the implementation of the approved institutional training does not receive confirmation of the provision of the necessary resources for the activity, it proposes to extend the implementation date, i.e. it proposes not to implement the activity if this is possible.
- f. In the event of an exceptional need for institutional training or in cases where the centres responsible for implementing institutional training did not have the information required for planning needs in good time, the resources shall be made available by the level which ordered the implementation of institutional training, by redistribution, including the reserve, or by other means.

5.3. Procedures for developing, modifying and updating the content of military education and training

The AF BiH have implemented NATO Directive 75-7 “Bi SC Directive for Education and Individual Training” (Strategic NATO Command Directive for Education and Individual Training), which clearly defines the processes for developing new and updating existing training for professional military personnel in the AFs. The Directive is based on the model NATO SAT (System Approach to Training), which provides guidelines for the analysis, design, development, assessment and evaluation of professional development courses. The Command for Training and Doctrine of the AF BiH is the central body for developing or updating the plans and programmes of all institutional training in the AF BiH. Any need for changes and additions to the training plans and programmes, including gender equality training and related topics, must be submitted by the applicants to TDC in due time (at least 6 months before the course) on the prescribed forms. TDC will consider the proposals and, if appropriate and justified, include them in the updated training plan and programme. The Commander of the AFs Support Command of the AF BiH approves all institutional training plans and programmes.

In principle, training plans and guidelines in the AF BiH are prepared as follows:

- The Joint Staff of the AF BiH issues the annual training guidelines for the Chief of the Joint Staff, the three-year main training plan and the annual calendar of main training events.
- The Operational Command (OC) and the SC of the AF BiH issue annual guidelines and an annual training plan with a calendar of main training events for the subordinate commands.
- Brigade-level units issue annual training guidelines and an annual training plan with a calendar of main training events to subordinate commands
- Battalions issue guidelines and a quarterly training plan
- Companies produce weekly training plans.

Taking into account the references defined by the legal and doctrinal framework, the team for the integration of gender equality in the training and military exercises of the AF BiH started using the Handbook on Gender and

Gender Issues¹⁷⁰ as reference material in a sense. It is understood as a training programme for the content of gender equality to develop proposals for the implementation and standardisation of training in the field of gender equality at all levels of leadership in the MoD and in the AF BiH.¹⁷¹

According to the Training Doctrine of the AF BiH, the training of soldiers and civilians serving in the AF BiH begins on the day they join the AFs and continues until their retirement or the end of their military service. The training takes place in all three areas: institutional training, operational training and self-development. The team's proposal has been designed in accordance with the annexes to the report.

The Programme for the Integration of Gender Equality in the Training and Military Exercises of the AF BiH - Institutional Training defines the gender equality content that will be integrated into the institutional training curricula and programmes conducted at the level of the MoD and the AF BiH from 1 January 2022 onwards.

The table provides a general overview of the number of topics and lessons that will be presented to members of the AF BiH during institutional training.-

INSTITUTIONAL TRAINING RECAP							
No.	CATEGORY	CURRENTLY	LH	KNOWLEDGE (Lectures)	PROPOSAL	LH	KNOWLEDGE (Lectures)
1	civilians, soldiers, non-commissioned officers, officers	39 courses	60		39 courses	90	
Σ	TOTAL:		60			90	

The following table shows the number of lessons on gender equality, broken down by type of institutional training, that officials and employees of the MoD and persons serving in the AF BiH will undergo throughout their careers.

170 Handbook on Gender and Gender Issues was updated by the end of 2021.

171 After the 2021 Conference on the Training of the AF BiH, the Proposal was translated into the Training Programme for Integrating Gender Equality in the Training and Exercises of the AF BiH.

Gender and Gender Equality – INSTITUTIONAL TRAINING – number of lecture hours during the career

No.	CATEGORY	INTRODUC. TRAINING FOR SOLDIERS	CAREER TRAINING	FUNCTION. TRAINING	SPECIALISE. TRAINING	OTHER TYPES OF TRAINING	TOTAL:	COURSES PERTAINING TO THE WIDE SAFETY RANGE	PRE-DEPLOYMENT TRAINING IN COOPM	TOTAL:
1	civilians	/	/	/	/	/	0	27	/	27
2	soldiers	3	/	/	/	/	3	/	/	3
3	non-commissioned officers	2	3	3	/	3	11	27	22	60
4	officers	5	6	3	1	9	24	27	22	73
5	non-commissioned officers and officers of specialised services	3	6	3	1	9	22	27	22	71
Σ	TOTAL:	13	15	9	2	21	60			

The Programme for the Integration of Gender Equality in the Training and Military Exercises of the AF BiH - Operational Training defines the content of gender equality that will be integrated into the documents regulating the training management system of the AF BiH from 1 January 2022 onwards. The table provides an overview of the number of topics and lessons that will be presented to members of the AF BiH at strategic, operational and tactical levels.

INSTITUTIONAL TRAINING RECAP

No.	CATEGORY	CURRENTLY	TH	KNOWLEDGE (lecture)	PROPOSAL	NS	KNOWLEDGE (lecture)
1	civilians, soldiers, non-commissioned officers, officers	Training organised upon the order of the Commander, and in line with the recommendation of the gender equality focal point (it is not standardised)			27 topics	45	
Σ	TOTAL:					45	

At the end there is a table summarising the number of lessons that members of the AF BiH will attend in the course of their career and that relate to gender equality content in training and military exercises of the AFs. The proposal applies to all members of the AF BiH.

Gender and gender equality – CAREER TRAINING												
No.	CATEGORY	INTRODUC. TRAINING FOR SOLDIERS	CAREER TRAINING	FUNCT. TRAINING	SPECIALI. TRAINING	OTHER TYPES OF TRAINING	TOTAL: (INSTITUT. TRAINING)	OPER. TRAINI.	TOTAL: (INSTITUT. + OPERAT. TRAINING)	OSTALO		TOTAL: (INSTITUT. + OPERAT. TRAINING + OTHER)
										COURSES PERTAINING TO THE WIDE SAFETY RANGE	PRE-DEPLOY. TRAINING IN COOPM	
1	civilians	/	/	/	/	/	0	45	45	27	/	72
2	soldiers	3	/	/	/	/	3	45	48	/	/	48
3	non-commiss. officers	2	3	3	/	3	11	45	59	27	22	108
4	officers	5	6	3	1	9	24	45	78	27	22	127
5	non-commiss. officers and officers of specialised services	3	6	3	1	9	22	45	76	27	22	125

5.4. Departments and units dealing with gender equality

There are no departments and services whose basic competence is gender equality in the internal organisation of the MoD and the AF BiH. However, in the AF BiH, a formation position was established in early 2020 in the Office of Support to the Chief of the Joint Staff of the AF BiH: advisor to the Chief of the Joint Staff (JCS) on Gender Equality.

From the perspective of the MoD, these tasks are primarily performed by the Department of Personnel Management of the MoD of BiH and its Inspectorate General, as well as by appointed persons in the MoD of BiH and AF BiH.

The main task of the Advisor to JCS on Gender Equality in the AF BiH is to provide guidance and advice to the Chief of JS of BiH on the integration of gender equality in operations and missions, crisis and conflict analysis, concepts, doctrine, procedures, training and education. S/he does so in particular with regard to compliance with and implementation with regard to compliance with UNSCR 1325 and related resolutions on gender equality, peace and security. Other tasks and responsibilities include providing analysis and strategic advice to JCS of the AF BiH on the promotion of gender equality, initiating current gender-related issues and the ways to include female professional military personnel (PMP) in the training activities and operations of the AF BiH. It also has a coordinating role in supporting JCS of the AF BiH, in developing and implementing programmes in support of international and national commitments to gender equality in the AF BiH. With the support of gender equality focal points and gender instructors, s/he works to improve internal capacity to fully mainstream gender equality in the AF BiH.

In essence, the concept of working in the field of gender equality is permeated in the OJ MoD of BiH and in the AF BiH in such a way that there is a position of gender equality advisor, but also a contact person for gender equality issues at all levels.

In the AF BiH, gender liaison officers have been appointed throughout the structure of the AF BiH up to battalion level, i.e. units of equal or higher rank, whose task is to assist superior officers in monitoring, analysing the situation, reporting and proposing measures to improve the situation in the field of gender equality. The total number of these persons is 138.

At the same time, men/women deputy focal points have been appointed (two deputies each), who are informed by the focal point about all important matters in the field of gender equality and with whom s/he cooperates on issues for which they are responsible in order to ensure continuity of work.

Activities related to gender equality are carried out by all persons responsible for gender equality issues as part of their regular work and are not provided for in the MoD system or in personal textbooks. The Decision regulates the implementation of work in the MoD of Bosnia and Herzegovina, and the standard operating procedures for the focal points for gender equality issues appointed in the AF BiH provide for them to carry out work related to gender equality in addition to their regular tasks. The MoD is planning to develop new rules of internal organisation and systematisation, which would include in the job description for the position the obligation to perform gender equality duties.

AN EXAMPLE OF GOOD PRACTICE:

The establishment of the Network of Gender Equality Focal Points in the AF BiH, which intensifies the promotion and implementation of Resolution 1325 in the AF BiH, began in 2013 as part of regular cooperation with the NATO headquarters in Sarajevo. Through a series of workshops, a network of focal points was established, and, among other things, the need for developing SOPs for gender focal points (SOP - Standard Operating Procedures) was identified.

The basis for the development of these SOP was the NATO Bi-Strategic Directive on Integrating Resolution 1325 and Gender in the NATO Command Structure from 2012, which at the time was the best example of defining the duties of gender advisors and focal points.

The elaboration of the SOP and the establishment of the network is really a great success of the AF BiH, considering that it was the first network of this kind established within the military and other security institutions in Bosnia and Herzegovina and in the region. This fact is underpinned by the workshop organised in 2015 to share the experiences of AF BiH contacts with the Ministry of Security of Bosnia and Herzegovina, with the aim of establishing a similar network within the Ministry of Security and relevant security agencies in Bosnia and Herzegovina. Also, the commitments cited as an example of promoting Resolution 1325 in the armed forces within the Chiefs of Staff network include the formation of just such networks, which is an example of good practice by the AF BiH that is clearly noticed in the international context.

Standard operating procedures for gender equality in the AF BiH were adopted in 2018. The SOP sets out the competences and responsibilities of the JS of AFs, Operational Commands of the AF BiH, the Support Commands of the AFs, as well as brigades, brigade-level units and battalion-level units.

In addition to the obligation to provide training and counselling, the SOP also contains the provision that the focal points inform the chief or commander about “a possible violation of the regulations in the field of gender equality” and that “a focal point must also be involved in the relevant disciplinary procedures”¹⁷².

Although AFs in other countries also use such mechanisms, this provision puts focal points at a disadvantage and may assign them tasks for which they have not been adequately trained. The system for reporting breaches of military discipline in the AFs has already been established through the chain of command and the Inspectorate General. In the case of the application of these provisions and in the event that contact persons are involved in disciplinary proceedings, it is necessary to provide focal points with structured training on gender issues.¹⁷³

This concept of action in the field of gender equality through contact persons was introduced in the AF BiH as the first of its kind. It proved to be very effective and was introduced to other security services in Bosnia and Herzegovina to strengthen their capacities in implementing Resolution 1325. To this end, the AF BiH adopted the SOP, which regulates their work and activities. The AF BiH first adopted the same document. After that the document was recognised as a model of good practice in the country and the region.

The appointed gender advisors and focal points must hold positions with direct access to decision-makers, either in the Ministry, the Joint Staff or in the brigades. The tendency is for contact persons to be appointed in the areas of personnel or civil-military cooperation, which is often not compatible with the need for advisers and contact persons to have direct access to decision-makers.

172 SOP on Gender Equality in the AF BiH, Chapter II, Competencies and organisational Structure and Functions of the AF BiH in the gender equality domain.

173 Bastick, M. *Gender and Complaints Mechanisms*, DCAF: Geneva, 2016. Available at: dcaf.ch/sites/default/files/publications/documents/DCAF-Handbook-Gender-and-Complaints-Mechanisms_Bosnian_0.pdf

5.5. Overview of all types of military education and training in Bosnia and Herzegovina

The systematic approach to training includes teaching activities for members of the AF BiH, which enable the acquisition of knowledge, skills and attitudes for the performance of assigned tasks, on the basis of which information can be correctly interpreted and assessed.

The three areas of trainings complement each other, forming a synergetic system of training and education. Their integration is central to the training of soldiers, civilians in the AF BiH and organisations. This type of integration is particularly important for the development of operational forces that are able to successfully conduct full-spectrum operations in any part of the operational spectrum in a short period of time.

These are: Institutional Training, Operational Training and Self-Development.

Institutional training

Institutional training is an important component in establishing operational readiness. The institutional training domain provides initial military training and professional development for military personnel. Institutional training within the AF BiH is conducted in the TDC training centres, which ensure basic skills and knowledge for the performance of operational tasks and advancement in service. In the TDC training centres, soldiers and leaders are trained and educated in specific military skills, war tasks, combat exercises and individual skills. These are improved and enhanced through work on operational tasks and self-development. Institutional training also provides functional training and support for operational training areas. Leaders and individuals master the basics of their profession during institutional training. This allows units to focus on collective training while maintaining and improving individual skills and knowledge. The institutional training domain supports military personnel throughout their careers, which is critical to increasing the unit's combat readiness. The institutional training domain provides a framework for developing critical thinking skills and recognising the challenges of full-spectrum operations. Gender-specific training ensures

a fundamental understanding of how one's gender and other genders interact. The AF BiH systematically train military and civilian personnel and prepare units to carry out their missions. Training and development continue throughout the career of each individual. Institutional training forms the basis for and builds on unit operational training.

The institutional training domain consists of four main components:

- Introductory military education;
- Career training;
- Functional training;
- Unit Training Support.

The determination of which category a particular institutional training falls into is made by the JS of AF BiH and, at the suggestion of the SC of AF BiH, is also one of the elements of the Training Requirements Analysis - TRA.

Introductory military training: Introductory military training is conducted with applicants for admission to professional military service in the category of soldiers, non-commissioned officers and officers. During introductory military training, the candidate acquires the basic knowledge and skills required to perform formation duties in the above categories.

Career development: The career development of non-commissioned officers and officers in the AF BiH directly impacts career advancement. It is conducted at the Centre for Professional Development (CPD) of TDC or abroad and aims at training non-commissioned officers and officers to perform duties with a higher level of responsibility. This professional development is a prerequisite for career development.

The officer career development consists of:

- a. the training for staff officers,
- b. the command and staff course,
- c. the training at the command and staff level schools, and
- d. the training at the schools for the operational and strategic level

The career training forms for non-commissioned officer are:

- a. Introductory level, at which training is provided for duties up to the level of division commanders and non-commissioned officers in staffs up to battalion level, for which the formation rank is up to and including OR -6.
- b. Advanced level, at which training is provided for the duties of platoon non-commissioned officers, company non-commissioned officers and staff non-commissioned officers at battalion/brigade level, for which establishment rank is provided up to and including OR -8.
- c. The high level at which training is conducted for the tasks of command non-commissioned officers and staff non-commissioned officers of the brigade and above, for which the establishment rank OR -9 is provided.

Functional training is training in which the knowledge required to perform a specific functional task can be acquired. It is conducted at all levels, along with the other trainings designed to train personnel in specific functional tasks conducted at the PDC of TDC or abroad.

Functional forms of officers training are:

- a. Course for commanders at brigade level or higher (OF -4/ OF -5)
- b. Course for commanders of units at battalion/squadron level (OF -3/ OF -4)
- c. Course for commanders of units at company/battery level (OF -1 to OF -3)
- d. Course for commanders of units at platoon level (OF -1 sub-lieutenant/ OF -1)
- e. Other functional training

Functional forms of non-commissioned officers training are:

- a. The non-commissioned officer course in a squad/troop where training is for the functional duties of a squad/troop commander,
- b. The non-commissioned officer course in a detachment where training is for the functional duties of the detachment commander,
- c. The non-commissioned officer course in a platoon where training is for the functional duties of a platoon non-commissioned officer,
- d. The non-commissioned officer course in a company/battery, where training is for the functional duties of a company/battery non-commissioned officer,

- e. The non-commissioned officer course in a battalion where training is for the functional duties of a battalion chief non-commissioned officer,
- f. The non-commissioned officer course in a brigade and above where training is for the functional duties of the brigade chief non-commissioned officer and above.

Training support in the unit: Training for full spectrum operations requires close liaison in the area of institutional training with the area of operational training. The institutional training domain provides much more than training and education; it is where military doctrine is taught and developed. Doctrine provides the framework for everything the AFs do. It is the basis for setting standards for the execution of tasks and missions. The institutional training domain is a comprehensive resource used to support the operational training domain.

Institutional training management

According to the Law on the Defence of Bosnia and Herzegovina (Art. 29), the Commander of the Support Command of the AF BiH is responsible for identifying the training needs of the AFs, preparing the draft training doctrine and organising the implementation of individual training activities.

The Support Command of the AF BiH manages institutional training through its organisational units of commands and subordinate commands and units. In finding solutions and implementing them, it relies on the capacities of TCD as the AF BiH organisational unit responsible for institutional training. CS of the AF BiH ensures central coordination and decentralised implementation of institutional training activities with the help of CS of AF BiH.

Institutional training is managed through three interrelated phases: planning, implementation and evaluation.

Needs plan for institutional training of military personnel

The obligation to prepare a proposal for institutional training requirements plan for military personnel stems from the Rulebook on education and training in the MoD and the AF BiH. The requirements plan covers a period of one year (calendar year + 2) and is an extension of the long-term institutional training plan.

The requirements plan contains, as a rule, the following:

- objectives, types and forms of training,
- implementation options,
- participants (target group),
- contractor (institutional training centre with implementation possibilities),
- prioritisation, implementation
- deadlines (calendar of training events for the following year),
- financial resources needed for implementation (key resources needed).

Based on the inspection of the database and the coordination with the commands and units of the AF BiH, the Personnel Management Command (PMC) shall prepare a "Proposal on Institutional Training Requirements of the AF BiH". After coordination with the PMC in the SC line of command, TDC shall submit a proposal on the possibilities of implementing the said institutional training. The proposals must be submitted no later than 1 June. They are submitted to the JS of AF BiH, which forwards them to the MoD of BiH in the form of a "Requirements Plan" no later than 1 July for the following year (calendar year + 2).

Catalogue of Institutional Course (CIC)

Catalogue of Institutional Courses enables all members of the AF BiH to inspect the courses that are or can be conducted in some TDC centres CIC of the AF BiH is updated as needed, i.e. by introducing a new course or terminating the implementation of an existing course. TDC and its centres are responsible for updating CIC of the AD of BiH. CIC of the AF BiH is available through the internal military network on TDC web site. Through the CIC, members of the AFs must obtain information on the prerequisites for the course, the level of competence that the course implies upon completion, the specifics and requirements of the course (course objective, learning goals, target group for the course, venue, required resources, duration, etc.). They must also obtain the assessment within the system of professional development of members of the AF BiH. As each course is ordered by the SC of the AF BiH and approved by the SC of the AF BiH, the TDC is the level that makes changes to the CIC and puts the necessary information in it.

The presentation of the changes in the CIC is an integral part of the conference.

Guidelines for Advanced Distributed Learning

The *learning management system* - LMS is located on the internal network of the AF BiH and enables the implementation of *advanced distributed learning* - ADL. The same procedures and processes are used for the development of ADL content as those used for the development of resident courses.

TDC is responsible for maintaining the LMS as well as for developing the ADL content. ADL contents are an integral part of the Education and Training Opportunities Catalogue of AF BiH. At the Annual Conference on Institutional Training, the possibilities of applying and improving ADL are discussed.

Operational training:

Operational training is built on the foundations of individual skills learned in TDC training centres. Unit leaders introduce new skills required for military specialities. In addition, men and women soldiers perfect collective tasks that support the basic tasks of the unit's mission. In units, men and women individuals are trained to reach the standards of individual and collective tasks - first with their unit and then as an integrated part of a mixed-branches team that can participate in joint actions.

Self-development:

Self-development is as important as other institutional training. It enables individuals to broaden their knowledge and experience and to complement their training in the areas of institutional and operational training. Self-development can enhance the skills required for a current position or help prepare the individual for future positions. It can make the difference between success and failure.

Personnel of the MoD and AF BiH who have participated in gender training

Key personnel of the MoD of BiH have undergone gender training, i.e. chiefs of AF of the MoD of BiH and almost all civil servants and part of employees.

By 2020, there are currently 15 gender instructors (6M and 9W) in the MoD and AF BiH:

- 6 instructors have completed their training at RACVIAC
- 5 instructors have completed their training at PSOTC/NCGM
- 4 instructors have completed their training at POC¹⁷⁴

MoD of AFs - 1 (W), JS of AFs - 2 (M), OC of AFs - 5 (2M, 3W), SC of AFs - 7 (2M, 5W)

Training was conducted in JS of AF BiH and at lower levels, uniformly at all levels and units. These are trainings that were conducted beyond the annual training plan and trainings for which plans are in place.

AN EXAMPLE OF GOOD PRACTICE:

In March 2022, work was completed on the manual "Gender and Gender Issues", which is primarily intended for gender instructors in the defence system to standardise content and structure lectures on gender perspectives. A group of experienced gender instructors produced the Manual. The content is rich and detailed and includes information on the international normative framework, the relevant legal framework in Bosnia and Herzegovina, as well as examples of lectures and slides that gender instructors can use.

PSOTC¹⁷⁵ conducts a Utility of Gender in PSO course accredited by NATO every year. The aim of the course is to provide participants with an understanding of gender perspectives in the security sector and peace support operations, as

¹⁷⁴ Two more persons finished GToT in Skopje in June 2022 and joined the network of gender instructors.

¹⁷⁵ All information on the courses held at the Peace Support Operations Training Centre - PSOTC - and how to apply can be found at: <http://psotc.org/>

well as in the prevention of sexual violence in conflict. Duration of the course: 1 week, 32 teaching hours.

Trainings in PSOTC	Centre		Mobile Training Team		Pre-Deployment Training		Total:	
	M	W	M	W	M	W	M	W
2019	333	96	167	18	88	10	588	124
2020	13	6	/	/	71	4	84	10
2021	192	38	32	12	21	0	245	50
Total:	538	140	199	30	180	14	917	184

The courses held at PSOTC are accredited by NATO, the UN and the University of Sarajevo. The existing contents related to the implementation of gender equality in PSOTC courses meet the required norms and standards based on accreditation.

For all courses conducted in PSOTC, an invitation letter is sent to the countries of the region in which they are kindly invited to nominate representatives of their AFs or MoDs to take advantage and apply for the course. The cost of the course for one student from the countries of the region is subsidized through PSOTC. That includes: travel expenses to/from Sarajevo, course fee, local transportation, accommodation and meal expenses. The per diems to be covered by the sending body.

In the period 2019-2021, the total of 15 participants (10 men and 5 women) from the countries of the region, 12 from North Macedonia, 2 from Montenegro and 1 from Serbia, participated in the PSOTC courses.

In accordance with the Phase II Dynamic Plan, in 2021, an Orientation course was held for members of the battalion group of light infantry and instructors from TDC: Human security in cooperation with the Embassy of the United Kingdom of Great Britain and Northern Ireland in BiH.

5.6. Outcomes of the gender analysis of the Armed Forces of Bosnia and Herzegovina focusing on military education and training

AN EXAMPLE OF GOOD PRACTICE:

The Gender Analysis of the AF BiH (Gender Audit), conducted in 2019, analysed all education and training programmes implemented in the AF BiH and proposed concrete measures to integrate the gender perspective into the curricula. The recommendations of the Gender Analysis of the AF BiH were implemented in the Dynamic Plan, the third phase of which was completed in October 2021. The Team responsible for implementing the recommendations was also in charge of the integration of gender equality in training and military exercises. The team was led by Major General Jerkić, Deputy Chief of JS of AF BiH for Operations.

The recommendations relate to the integration of the gender perspective into formal military education and training, specialist training and the need to establish an internal mentoring network of the AF BiH

Planned activities and implementation deadlines are listed in the Dynamic Plan III:

No.	ACTIVITY	DEADLINE
05.	Integrate topics from the PSOTC course on gender equality in peace support operations into pre-deployment training	31 March 2022
06.	Ensure continuous training and certification of gender equality instructors up to unit and brigade command level on gender equality issues	An ongoing task
14.	Provide structured continuous training for all gender focal points	31 March 2022
17.	Ensure the education and training of psychologists of the AF BiH and other persons working with possible victims of sexual harassment or abuse in the AF BiH	Conduct the first training by 31 December 2021 An ongoing task
18.	Continue structured training of all inspectors on GI and the system of inspectors in the AF BiH on gender equality, prevention of discrimination and sexual harassment or abuse in the AF BiH	At least once a year An ongoing task
20.	Establish mentoring mechanisms between junior and senior members of the AF BiH so that they have the opportunity to share experiences, communicate with each other and possibly communicate with the senior staff	Organise training events at least once a year at the command and unit level, starting from the rank of brigade
21.	Issues of proper understanding of masculinity and gender equality should be included in training programmes to reinforce their positive values and prevent any form of discrimination.	An ongoing task
25.	The AF BiH will continue to organise, develop and conduct trainings for members of the AF BiH on gender equality issues, as well as trainings and certifications of instructors in the field of gender equality, independently and/or in cooperation with state institutions, partner countries and organisations	An ongoing task
26.	Implement the proposed addition of content from a gender equality perspective for the necessary addition to training programmes and curricula, as well as other documentation related to training and exercises in the AF BiH;	31 March 2022

5.7. Processes and plans for the education of educators concerning gender perspective

The training of soldiers, non-commissioned officers and officer candidates takes place from the basic training centre to the CPR and is also carried out in the units where the special training takes place. Details of the training curricula and the topics contained therein Jurisdiction J-3

When it comes to GToT or similar courses outside BiH based on invitation letters, conditions and proposals from the units, JS selects and sends proposals to the MoD and it depends on the representation of the instructors by unit, gender, rank and the like.¹⁷⁶

5.7.1. The role of certified gender instructors

Gender instructors play a key role in raising awareness of gender equality within the MoD of BiH and the AF BiH, as through the application of various methodologies, they contribute to the creation of curricular content and training for the needs of the BiH defence system and beyond.

Within the defence system, local instructors are engaged in conducting training in the training centres of the AF BiH as well as in other locations, depending on the training concept, but also on the type of training and the structure of the participants. At the national level, they conduct training on topics included in the training plans (Main Training Plan of the AF BiH and Main Training Plan of the Commands and Units of the AF BiH), as well as plans and programmes for courses that include topics from the field of gender equality. They make the most important contribution through their participation in PSOTC.

Gender equality issues are included in the introductory military training of applicants for admission to military service as well as members deployed on peacekeeping missions.

176 On the basis of the invitation letters from the organisers of this type of training and the required conditions regarding the profile of the candidates that can be sent for training by the units of the AF BiH, the proposals of the candidates are received. The selection is then made by the same JS and the MoD of BiH for nomination/selection propose and send them and referral for training.

Their work is assessed by analysing the evaluation forms completed by participants in the training, which are standardised and form an integral part of the gender and equality manual. The evaluation of their work can be measured by the participants' attitude towards their understanding of the gender equality content covered. The frequency of training through institutional training at the annual level is up to 39 courses, i.e. up to 90 teaching hours, according to the training plans.

Gender instructors play a key role in raising gender equality awareness in the MoD of BiH and in the AF BiH on an ongoing basis. In addition to planning and delivering thematic content in trainings, gender instructors are involved in various projects of a local, regional and international nature, thus making a significant professional and educational contribution.

AN EXAMPLE OF GOOD PRACTICE:

The MoD and the AF BiH have requested logistical support from the UNDP SEESAC team to conduct training in the gender perspective for leadership personnel. The training is planned for the second half of 2022 and aims to sensitise the holders of high ranks in the armed forces by presenting them the concept of gender integration and the legal basis of gender equality and the prohibition of discrimination. The training programme was designed and is delivered by gender instructors from the BiH defence system.

The team for developing comprehensive gender analysis in the AF BiH has launched an initiative to create a database of gender instructors in the MoD of BiH and the AF BiH. The aim is to regularly update the list of gender instructors in the MoD of BiH and the AF BiH, which will be available to the AF BiH to plan future trainings, i.e. to intervene in educational processes in a timely manner and to appoint certified gender instructors in the AFs.

5.8. Key stakeholders for integrating the gender perspective in military education and training

Although no analysis has been carried out at the state level that explicitly identifies the key actors relevant for integrating the gender perspective in military education and training, the experience nevertheless allows us to identify a number of governmental and non-governmental organisations that can make an important contribution in the technical and material fields. Among the international institutions and organisations, the Embassy of the Kingdom of Norway, the Embassy of the United Kingdom of Great Britain and Northern Ireland in Bosnia and Herzegovina, the headquarters NATO in Sarajevo, the OSCE (Organisation for Security and Cooperation in Europe) and the UNDP can be mentioned. They do provide considerable support in the implementation of the training and the equipment/modernisation of the places where the training is conducted, as well as in ensuring living and working conditions, and the willingness to provide technical support in the planning and implementation of the training and the preparation of various studies and other materials.

Key stakeholders include parts of the academic community, i.e. Universities, which can be useful in educational, research and scientific projects, as well as non-governmental organisations active in Bosnia and Herzegovina, such as scientific and research centres, which can contribute to the production of studies and other materials.

6. MONTENEGRO

- BASELINE OVERVIEW

6.1. Normative framework

The legal and institutional framework for gender equality and equal opportunities policy in Montenegro is the basis for achieving gender equality. Gender equality is promoted and protected by the Constitution of Montenegro, public policies and strategies that define the directions of action, priorities and obligations of public authorities. It is also promoted by institutions established with the aim of monitoring, promoting and improving the equal participation of women and men in all spheres of public and political life, as well as by a whole range of legal and other regulations. After restoring independence and assuming responsibility for international relations, Montenegro has committed itself to respect the principles of international law and succession obligations. All mechanisms necessary for the effective implementation of the policy on gender equality and equal opportunities must be brought in line with the international legal framework relating to gender equality and the prohibition of discrimination on the basis of sex.

The overview of Montenegro's international commitments in the area of gender equality and protection against discrimination based on sex, gender identity, gender reassignment, sexual orientation and/or intersex characteristics includes a number of national and international legal acts. The international legal framework includes the following:¹⁷⁷ Convention on the Elimination of All Forms of Discrimination against Women - CEDAW (1979), Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence - Istanbul Convention (2011), Beijing Declaration and Platform for Action (1995), United Nations Security Council Resolution 1325 - "Women, Peace and Security" (2000), Charter of Fundamental Freedoms in the European Union (2007), European Commission Roadmap for Equality between Women and Men, EU Strategy for Gender Equality 2021-2025, European Pact for Gender Equality

¹⁷⁷ The text only mentions international legal documents directly related to gender equality and women's rights, as well as the rights of gender-variant persons. In accepting the obligations arising from the succession, Montenegro has also accepted a number of other important documents, such as the Universal Declaration of Human Rights (1948) and the International Covenant on Civil and Political Rights (1996). These documents also contain provisions on gender equality, as well as a whole range of other documents that are relevant but need not be detailed for the purposes of this study.

2011-2020, the European Charter for Gender Equality at Local Level (2006), the European Parliament Resolution on the Rights of Intersex People (2018), the Council of Europe Parliamentary Assembly Resolution 2191 on the Promotion of Human Rights and the Elimination of Discrimination against Intersex People (2017). The international legal framework also includes the Council of Europe Parliamentary Assembly Resolution 2048 (2015): Discrimination against Trans People in Europe, as well as the European Union LGBTI Strategy 2020-2024¹⁷⁸. Finally, numerous other international regulations directly or indirectly govern the field of gender equality, such as documents and recommendations of the International Labour Organisation, the OSCE, etc.

Montenegro is committed to the achievement of the 2030 Agenda (UN Sustainable Development Goals by 2030), which contributes to the achievement of Goal no. 5, which refers to gender equality, i.e. empowerment of all women and girls. It also contributed to the achievement of Goal no. 16, which relates to access to justice, promoting peaceful and sustainable societies, and building effective, accountable and inclusive institutions at all levels.

By ratifying numerous international treaties and conventions, the State committed itself to implementing international standards in this area and to working to improve conditions for the equal participation of men, women and persons with different sexual and gender identities in all spheres of life. The process of accession to the European Union as well as the steps towards achieving the Sustainable Development Goals have further strengthened this policy.

The rest of the text lists the main policies and laws related to gender equality in general, and then the normative framework related to gender equality in the defence system of Montenegro, as well as the normative framework regulating education and training in the defence system.

178 LGBTI - Lesbian, Gay, Bisexual, Trans and Intersex persons

6.1.1. Public policies and general legal framework regulating gender equality

Montenegro has established a comprehensive legal framework for the implementation of gender equality and a basis for promoting and protecting women's human rights and the human rights of persons with different sexual and gender identities.

Within the framework of public policy, i.e. strategic planning documents, the issue of gender equality is addressed through the adoption of the Constitution, the adoption of the National Gender Equality Strategy for the period 2021-2025 and a number of strategic documents and action plans. The issue is also addressed through several laws, the most important of which are the Law on Gender Equality, the Law on Prohibition of Discrimination, the Law on Discrimination against Persons with Disabilities¹⁷⁹ and the Labour Law.

The Constitution of Montenegro¹⁸⁰ prohibits any direct or indirect discrimination on any grounds. It prescribes the introduction of special regulations and measures to create conditions for the realisation of national, gender and general equality and the protection of persons in an unequal position on any grounds (Article 8). It is prescribed that the state guarantees equality between women and men and develops a policy of equal opportunities (Article 18). In addition, the Constitution stipulates the prohibition of infliction or encouragement of hatred on any grounds (Article 7). In addition, the Constitution states that Montenegro guarantees and protects rights and freedoms (Article 6), that all people are equal before the law, regardless of any peculiarity or personal characteristic (Article 17), that everyone has the right to equal protection of their rights and freedoms (Article 19)

179 This law is important because it mentions gender discrimination in Articles 2 and 19, i.e. it prohibits so-called intersectional discrimination, where a person is discriminated against on the basis of several personal characteristics. On intersectional discrimination, see the *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

180 "Official Gazette of Montenegro", no. 1/2007 and 38/2013 - Amendments I-VI

The National Strategy for Gender Equality for the period 2021-2025 is a strategic document that sets a framework for achieving gender equality in Montenegro. National Strategy for Gender Equality for the period 2021-2025 is in line with the overarching strategic documents of Montenegro, the commitments that the state should fulfil in the context of negotiations for EU membership, as well as the Sustainable Development Goals.¹⁸¹

In 2017, Montenegro adopted the **Third Action Plan for Achieving Gender Equality in Montenegro (APAGE)** for the period 2017-2021. The APAGE is a development document for the implementation of gender equality policy, which defines seven strategic goals. One of the goals, which deserves special mention, relates to the implementation of gender-sensitive education at all levels of education.¹⁸²

The Ministry of Defence and the AFs of Montenegro were recognised in the area of gender equality measures in the decision-making process in political and public life. The same applies to the framework of the strategic goal: equal participation of women and men at all levels of decision-making, in the context of achieving the goal: implementation of UNSCR 1325 on women, peace and security.

In Montenegro, **the Second Action Plan for the Implementation of UNSCR 1325 for the period 2019-2022** is being implemented alongside with the Implementation Programme for the period 2019-2020 adopted by the Government of Montenegro in September 2019. It was preceded by the Action Plan for the period 2017-2018. The adoption of the AP 2017-2018 in February

181 Similarly, the Strategy for Social Inclusion of Roma and Egyptians and the Action Plan for Protection against Discrimination of Persons with Disabilities recognise women and persons with different gender identities as a special category within the target groups through the aforementioned operational objectives. Both strategies aim at equal participation of people in all areas of public, political and economic life and thus apply to the defence sector.

182 The seven strategic goals include:

1. Create a society of equal opportunities and eliminate all forms of discrimination based on gender and sexual orientation.
2. Introduce gender-sensitive education at all levels of education.
3. Increase women's employment and eliminate all forms of discrimination against women in the labour market.
4. Improve available gender-sensitive health care.
5. Prevent all forms of gender-based violence, violence against women and domestic violence and improve the status and protection of the rights of victims of all forms of gender-based violence.
6. Prevent gender stereotypes and introduce gender equality policies in media, culture and sports
7. Equal participation of women and men at all levels of decision-making.

2017 was significant not only for Montenegro as a member state of the UN but also from the perspective of Montenegro's membership in NATO and the context of EU accession negotiations. For the European Union, especially in the context of Chapter 31 - Foreign, Security and Defence Policy.

Monitoring of the implementation of the Action Plan for the Implementation of UNSCR 1325 for the period 2019-2022 is carried out by the MoD of Montenegro and the Interdepartmental Working Group. The Group is composed of representatives of the Parliament of Montenegro, through the Committee for Gender Equality and representatives of the General Secretariat of the Government of Montenegro, the Ministry of Foreign Affairs, the Ministry of Education, the Ministry of Culture, the Ministry of Finance, the Ministry of Human and Minority Rights, the Ministry of Justice, the Ministry of Health, the Ministry of Labour and Social Affairs, the Ministry of Interior, the Personnel Administration, the Union of Municipalities of Montenegro, the Customs Administration, the Police Administration, the National Offices for Combating Trafficking in Human Beings, the Police Academy and the Ministry of Defence. The inter-agency working group is responsible for proposing, monitoring and reporting on the implementation of activities.

The Law on Gender Equality¹⁸³ was adopted one year after Montenegro's declaration of independence, a few months after the initialling of the EU Stabilisation and Association Agreement and immediately before the adoption of the Constitution of independent Montenegro. The constitutional grounds for adopting the Law on Gender Equality are contained in Article 12, items 3 and 4 and Article 15 of the then-valid Constitution of the Republic of Montenegro, which stipulated that the law regulated the manner of exercising rights and freedoms in accordance with the Constitution. It stated that citizens were free and equal, regardless of any peculiarity or personal characteristic, and that everyone was equal before the law. With the adoption of the new Constitution of Montenegro¹⁸⁴, an even stronger basis for introducing and regulating gender equality and mechanisms to achieve equality

183 "Official Gazette of the Republic of Montenegro", no. 46/07 and "Official Gazette of Montenegro" no. 73/2010, 40/2011 and 35/2015

184 The new Constitution was adopted by the Constituent Assembly of the Republic of Montenegro, at the third session of the second regular session in 2007, on 19 October 2007, and was promulgated on 22 October 2007.

has been created. Linked to this is the constitutional principle of prohibition of any direct or indirect discrimination on any grounds.

The goal of passing the Law on Gender Equality is not only the elimination of discrimination against women, but the creation of equal opportunities for women and men in all areas of life, as insisted on by contemporary international legal documents, as well as an internationally accepted practice.

The law is divided into five parts, covering the objective, definitions, and obligations of state authorities, including national mechanisms responsible for promoting gender equality. A separate chapter defines the role and working methods of the men/women employee in the national mechanism that will deal with individual complaints. Finally, there is a chapter on penal provisions and transitional and final provisions. For the first time in the legislation of Montenegro, the Law on Gender Equality promoted gender equality as one of the fundamental values of the legal system. It established an explicit ban on discrimination based on gender. The Ministry of Human and Minority Rights is responsible for the implementation of this law.

The Law on Prohibition of Discrimination¹⁸⁵ prescribes special measures aimed at creating conditions for the realisation of national, gender and general equality and the protection of persons who, for any reason, find themselves in an unequal position. The measures may be adopted, i.e. introduced and implemented, by state bodies, state administrative bodies, local self-government unit authorities, public enterprises and other legal entities exercising public powers. Other legal entities and natural persons may also take these measures within the scope of their responsibilities.

The Law on Prohibition of Discrimination Against Persons with Disabilities¹⁸⁶ defines direct and indirect discrimination, segregation, harassment, bullying, protection against victimisation and special forms of discrimination. In addition, the Protector of Human Rights and Freedoms has been appointed as an institutional mechanism for preventing and protecting discrimination.

185 "Official Gazette of Montenegro," no. 046/10, 040/11, 018/14 and o42/17

186 "Official Gazette of Montenegro", no. 35/2015 and 44/2015 -Corrigendum

The Labour Law¹⁸⁷ prohibits direct or indirect discrimination against job seekers and workers on the basis of sex, birth, language, race, religion, colour, age, pregnancy, health condition, disability, nationality, marital status, family responsibilities, sexual orientation, political or other beliefs, social origin, property status, membership in political and trade union organisations or other personal characteristics (Article 5).

6.1.2. Legal framework regulating gender equality in the defence sector

The normative framework governing military education and training is based on the following strategic and legal documents:

1. Defence Strategy of Montenegro,¹⁸⁸
2. Strategic review of the defence of Montenegro¹⁸⁹,
3. Long-term defence development plan (LDDP) for the period 2019-2028¹⁹⁰,
4. Human Resource Management Strategy in the MoD and AFs and regulations governing the area of training of persons serving in the AFs.
5. The Law on the Armed Forces of Montenegro ¹⁹¹ and by-laws governing the area of training of military personnel of Montenegro.

The Defence Strategy of Montenegro defines the vision of the development of the Armed Forces of Montenegro as a professional, efficient, financially sustainable, and interoperable and modernly equipped army, which will be able to fulfil missions and tasks both internally and in the field. The army's training in the human resources dimension will be realised through continuous professional development and training of its members to monitor and achieve modern standards of professionalism and interoperability. The training of human resources is greatly enhanced through mechanisms of international cooperation, especially by creating conditions for joint activities and actions.

187 "Official gazette of Montenegro", no. 49/08 and 26/09

188 Available at: gov.me/dokumenta/08cb12b5-395e-4047-a1cd-ff884683b9e3

189 Available at: gov.me/dokumenta/70540913-cb57-47a3-a4fa-efce3456ecc2

190 Available at: gov.me/dokumenta/19190b9e-dd26-4c76-b99b-34e41bb38c2e

191 Available at: paragraf.me/propisi-crnegore/zakon-o-vojski-crne-gore.html

The Strategic Defence Review (SDR) provides guidelines for the professional development of personnel based on continuous improvement and the management of individual career development according to the principles of merit and equal opportunity. Staff education, training and professional development is provided in a planned manner to maintain the ability to successfully perform existing and subsequent duties in accordance with service requirements, individual work performance and professional competencies.

Staff training and development is provided in accordance with the needs of the Service on the principle of “education/professional development - next duty”. In training and professional development, preference is given to officers who are earmarked for leadership positions and referred to training at the command staff and operational-strategic levels. The document also states that women should be constantly supported to improve and develop their careers and be granted openness and availability to all, including leadership positions.

In addition to the Law on Armed Forces of Montenegro and the Long-Term Defence Development Plan, the recruitment of officer personnel is defined to be done:

- by admitting a person to the service of the AFs, after graduation from the Military Academy;
- by admitting civilians with high school diplomas to serve in the army;
- scholarships to faculties in Montenegro and abroad;
- by recruiting staff from the category of contract soldiers, non-commissioned officers and civilians who have completed higher education;
- by employing civil servants in the AFs.

Article 5 of the Law on the Armed Forces of Montenegro stipulates that persons serving in the army are professional soldiers and civilians serving in the army.¹⁹² Recruitment to the AFs can be done by recruiting persons to serve in the AFs of Montenegro from among the citizens and by recruiting civil servants employed in the MoD. Different criteria apply to the admission of civilians to serve in the army than to the admission of professional soldiers, which is reflected in the fact that

¹⁹² In the Armed Forces of Montenegro there are the following categories of personnel: officers, non-commissioned officers, contract soldiers and civilians. The employees of the Ministry of Defence are civil servants and state employees.

those who are admitted to work in the army are not required to undergo a physical examination. From the gender perspective, all public and internal tenders are formulated in a gender-sensitive manner and the conditions for the admission of men and women are the same (with the exception of the admission of professional soldiers - where the physical requirements for women are lower than for men). An integral part of the methodology for conducting internal and public competitions is also affirmative action, which is reflected in the fact that if two candidates have the same result, the candidate of the less represented gender is preferred.

Recruitment of non-commissioned officers is mainly done through recruitment from the category of contract soldiers and, in exceptional cases, through recruitment of civilians through public competition. Recruitment of military personnel is done by selecting persons for admission to contract service in the AFs through public competition and from among persons who have served voluntary military service.

The LDDP notes that active promotion of the military profession is necessary to bring it closer to the younger female population. Promotion is carried out with the aim of systematically and comprehensively developing and sensitising this target group in order to inform them of the opportunities and benefits that the Ministry and the AFs constantly offer to ensure the attractiveness of the lacking personnel structure.

The Long-Term Defence Development Plan for 2019-2028 states, in the part relating to recruitment, that the availability or a shortage of personnel could be a challenge in the future. It further states that it is necessary to analyse and monitor the dynamics of demographic, economic and social trends. It also says that it will continue to attract and recruit missing personnel by using high-quality and modern mechanisms to promote all the benefits of the military profession, especially among the youth. The selection of personnel to fill formation/working posts will also be based on equal availability, merit, transparency and integrity principles. Mechanisms for the selection of candidates will be continuously improved.

The Strategic Review of the Defence of Montenegro defines that the effects of demographic trends intensify the already existing competition for qualified labour. Hence early identification of personnel shortages in critical areas such as information technology, technical-technological and medical fields is necessary,

especially in order to develop timely measures for their provision. It further stipulates that in line with the analysis of demographic trends affecting the availability of the required personnel, promotion mechanisms are continuously developed to attract them and strengthen the position of the Ministry and the AFs as competitive employers. The promotion of conscription should adapt to new trends and adopt new approaches in this area.

The Human Resource Management Strategy of the MoD and AFs, as part of the *Policy to attract and recruit the most competent candidates*, recommends attracting the best candidates by providing quality information and promoting the Ministry, i.e. the AFs, as an attractive employer. That will influence the promotion of a positive perception and understanding of military service and all its benefits. One of the key elements in attracting and retaining quality personnel is affirming the AFs as an organisation where employees can build a successful career through continuous investment in their professional training, development and promotion to maximise their professional potential.

This document states that staff professional development planning will be carried out in accordance with the needs of the service and individual career projections. The prerequisite for placement in training at the managerial or operational-strategic level is the criteria for the service for which the person is intended, i.e. for which s/he is to be appointed. The career guidance system is primarily based on the needs of the service and includes clear and transparent career development paths for staff members aimed at the desired professional structure. The criteria of this system relate to the identification of staff potential and skills, work outcomes, assessment of their career development, familiarisation with all career development opportunities and their monitoring. Training of professional personnel for command positions is provided at foreign military educational institutions and for the needs of policy and programme management at faculties in Montenegro. Special attention continues to be paid to the improvement of English language skills, all with the aim of expanding the base of professional military personnel proficient in English according to the standard NATO “STANAG 6001”.

The aforementioned Strategy further states that in order to create conditions for the equal advancement of women in the AFs and to increase the proportion of

women in leadership positions, a greater offer of all types of training and additional education will be provided, which is a prerequisite for a successful professional and career development.

The Human Resources Management Strategy of the MoD and AFs of Montenegro enshrines the Education and Training Policy, the basis of which is the development of human resources through planned training, guidance and harmonisation of knowledge, skills and abilities of employees with the current and future requirements of the Ministry of Defence and the AFs.

The training plan for staff of the AFs of Montenegro is adopted at the beginning of each year for the current year in accordance with the actual and projected needs of the service. The structure of the plan shall be determined on the basis of the processes provided for in the Methodology for the Development of Human Resources Management Plans, which aims to ensure the application of equal standards and procedures for the preparation, development and monitoring of the implementation of the plans.

Active promotion of the military profession, including the aim of bringing it closer to the younger female population, is carried out through the following activities:

Media and other promotional activities of the MoD and the AFs of Montenegro, with a special focus on the activities, missions and training where women members of the AFs are sent. This is supported by regular updating of the link “Women in the defence system”.¹⁹³

193 Available on the official website of the MoD of Montenegro: gov.me/cyr/mod/saradnja-sa-nvo

SOME EXAMPLES OF GOOD PRACTICE ARE

- participation of women officers of the AFs of Montenegro in training for the promotion of gender equality; training of communication skills of women officers of the AFs of Montenegro;
- creation of a special banner “Women in the Armed Forces of Montenegro” and creation and distribution of brochures on women in the AFs;
- implementation of projects: “Citizen’s Hour”, fairs in municipalities, “Be a part of us” - whose main goal is to promote conscription and the army. Several points are presented in the above activities, one of which is always dedicated to women in the system. In the implementation of the “Citizens' Hour” project, which involved a form of conversation with citizens, one of the topics that received a lot of attention always related to women in the army;
- the implementation of the “Summer Military Camp” project - takes place in several stages. The first phase, which is also promotional in nature, involves visits to high schools on the territory of Montenegro, where we simultaneously try to make young people aware of the importance of the military profession and the Summer Military Camp project. One man officer and a women officer always participate together in this promotion. Care is also taken in the selection of the participants of the “Summer Military Camp” to ensure that both genders are represented. Moreover, the project and its two-week duration always involve women officers, non-commissioned officers and soldiers of the AFs. The participants of the camp have the opportunity to learn about the work of women in the defence system;
- training of women cadets at military academies - in promotions, attention is always paid to highlighting the possibility of training women at military academies, and in the selection process, in case of equality of points on the ranking list, preference is given to the candidate of the less represented gender (women).

In 2019, 13 women members of the MoD and the AFs of Montenegro participated in the following activities abroad: Regional PR Conference, organised by the Ministry of Defence of the Republic of Serbia and the Embassy of the UK in Belgrade; an online course on Human Resource Potential Management organised by the US; a course on “Defence Management in a Broader Context” in Shrivenham, UK; a workshop on “Gender and Security” in Sarajevo, BiH; a seminar on youth entrepreneurship for Montenegro; an English course in Quebec, Canada; NATO course for legal advisers in Oberammergau (Federal Republic of Germany); training on ammunition storage and work in the laboratory for the control of gunpowder stability in Austria; seminar “Armed Forces in Democracy” in Berlin; “Orientation Course” in the Netherlands, while 39 women members of the MoD and the AFs of Montenegro attended various types of training in the country: specialised training, workshop “Standards of public consultation”; training “Market research for public procurement planning”; a training “Planning and conducting an individual audit”; a training on awareness-raising of staff on cyber threats; a training “Integrity in public administration and implementation of integrity plans”, English, French and Italian language courses.

In 2020, four women members of the MoD and the AFs of Montenegro participated in the following activities abroad: a training “NATO activities of increased presence” in Slovenia; specialisation in the field of cardiology in the Republic of Serbia; specialisation in the field of occupational medicine in Bosnia and Herzegovina; a course “Benefits of implementing the gender perspective in peacekeeping missions, Sarajevo, Bosnia and Herzegovina, while 55 women members of the MoD of AFs of Montenegro participated in in-country activities: a specialised training, online training for planning and reporting; a basic course for testing the chemical stability of gunpowder; a training for operating the battlefield situation management system; a course for women officers in the service of the MoD and the AFs trained at civilian faculties; a training for participation in missions.

In 2021, a women member of the AFs completed the gender advisor training accredited by NATO - the gender advisor course organised by NCGM. Afterwards, she attended the course “Benefits of implementing the gender perspective in peacekeeping operations” organised by PSOTC. As part of the project with UNDP SEESAC, a series of trainings were conducted for women officers of the AFs and MoD. Moreover, one woman officer and one woman civil servant completed the

NATO-accredited training for gender instructors organised by RACVIAC and NCGM.

The Law on the Armed Forces of Montenegro provisions stipulate that the Ministry shall adopt plans for managing human resources, specifying the area to be improved.¹⁹⁴ This plan consolidates activities in the area of professional development of personnel of the AFs in terms of a systematic approach to the implementation of activities in accordance with the needs of the Ministry and the AFs. It determines the dynamics, type, structure and number of persons sent for training and education. Within the framework of this plan, professional development (training) is defined as follows: operational-strategic level training, command and staff training, non-commissioned officer training, career courses under the International Military Education and Training (IMET)¹⁹⁵ programme and longer English courses at military institutions and military schools abroad.

Funding for the military education and training programmes comes from the budgets of the states where the cadets are trained, while part of the funding for the aforementioned purpose is provided from the state budget. As there is no military training within the education system in Montenegro, the MoD sends men and women cadets to military academies in the partner and allied countries, which organise and finance the training of Montenegrin cadets, while the MoD of Montenegro covers a portion of costs.

The Law on Budget is currently the only binding legal enactment for all spending agencies, including this Ministry, which stipulates the authorities' obligation to implement gender budgeting. In terms of strategic documents, the National Strategy for Gender Equality defines Gender Responsive Budgeting, an innovative public policy tool that assesses the impact of policies and budgets from the gender perspective and ensures that they do not deepen gender inequality but contribute to a more equal society for women and men. GRB aims to close the "implementation gap" that exists in countries where laws and policies promoting gender equality are adopted but not fully implemented in practice.

194 There is a plan for all categories of persons in service and the mandated institution is the MoD of Montenegro.

195 IMET aims to: train future leaders; build cooperation with the US Army; improve interoperability and the ability to work together; improve professional military education; and support English language training.

As gender-responsive budgeting is an innovative public policy tool that contributes to a more equal society for women and men, its implementation is planned in the coming period, through the planned activities of the National Strategy for Gender Equality and Measure 1.6. the mentioned measure states that it is planned to “introduce gender-responsive budgeting into the system of public financial management” and that the first steps are expected in 2022. However, this has not yet been implemented in our system.

Montenegro supports the development of bilateral and multilateral defence cooperation, especially with the countries of the region and other democratic states. In this sense, Montenegro actively participates in and contributes to cooperation within the framework of regional and other initiatives aimed at improving security, stability and prosperity. Bilateral cooperation plans have been signed with the countries where we train cadets: The Republic of Austria, the Republic of Greece, the Republic of Italy, the Republic of Croatia and the Republic of North Macedonia. In addition, a bilateral cooperation plan with the UK is signed every year, which includes career development training for staff of the Ministry of Foreign Affairs and AFs of Montenegro, as well as English courses.

The military academies in which Montenegro currently educates cadets are as follows:

- Republic of Austria: Teresian Military Academy in Vienna - Wiener Neustadt,
- Republic of Greece: The Air Force Academy, the Naval Academy and the Army Academy in Athens,
- Republic of Italy: Air Force Academy (Pozzoli), Naval Academy (Livorno) and Army Academy (Modena/Turin),
- Republic of Croatia: Military Academy “Dr Franjo Tuđman” in Zagreb and Split,
- Republic of North Macedonia: Military Academy “General Mihailo Apostolski” in Skopje,
- United States: Military Academy at West Point and Naval Academy at Annapolis.

Montenegrin men/women cadets are trained at the West Point and Annapolis military academies in the United States of America. The MoD does not educate cadets in the UK. However, junior officers who work in the AFs but are recruited from among the citizens are sent to the UK for training.

The bilateral cooperation plan with the United States of America has not been signed. Rather, activities in this regard are carried out on the basis of cooperation with the Office of Defence Cooperation of the United States of America in Podgorica.

Plans for bilateral cooperation with other allied countries and partners are coordinated annually, and training plans for persons serving in the Montenegrin AFs are adopted at the beginning of each year for the current year. They include an analysis of the state of implementation of the plan from the previous year, which implies an overview of the training carried out as well as ongoing improvements. At the same time, the plan contains an overview of planned training (training provided by allied and partner countries within the framework of bilateral cooperation, i.e. training in areas for which the General Staff of the AFs of Montenegro has identified a need). The number of persons referred for training depends on the needs of the service and the number of places offered by allies, i.e. partners.

The number of cadets sent for training in the period from 2019 to 2021:

	GREECE		ITALY		CROATIA		N. MACEDONIA		AUSTRIA		USA		TOTAL:	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
2019	4	/	/	/	1	1	/	2	/	1	/	/	5	4
2020	6	/	1	1	3	2	5	3	1	/	2	/	18	6
2021	2	1	1	/	1	/	1	/	/	1	1	/	6	2
TOTAL:	13		3		8		11		3		3		41	

Within the framework of military education cooperation with the Alliance NATO, the Ministry of Defence of Montenegro successfully cooperated with the NATO Defence University, the NATO School in Oberammergau and the NATO Communication and Information Agency, where members of the Croatian civil

service participated in the courses in 2019, 2020 and 2021.

The selection of cadets for training at military academies abroad is prescribed by Article 49, paragraph 1 of the Law on the Armed Forces of Montenegro. Per Article 49 the Minister of Defence decides on the formation of the commission for conducting a public announcement¹⁹⁶ for the selection of cadets. In doing so, it also applies provisions of the Rulebook on the method of admission of persons into the service in the AFs of Montenegro and the reservists of the AFs and the method of selection of cadets. There is no rulebook on how commissions are formed, but care is always taken to ensure that representatives of both sexes are represented in the commission. The percentage of women's representation in the newly formed commissions in 2021 is between 20 and 60 per cent, and one of the measures envisaged in the AP to implement UNSCR 1325 is to appoint at least one woman to the selection commissions of the Ministry of Defence.

In the selection itself, the methodology for the implementation of the public notice provides, as one of the additional criteria, that in the event that two or more candidates applying for the same military academy have the same total score, the candidate of the less represented gender has priority.¹⁹⁷

196 In 2019 and 2020, the Cadet and Scholar Selection Commission had 3 members; from 2021, all selection commissions will have 5 members each.

197 In practice, this rule has not yet been applied. As for the checks itself, the only difference is that the criteria for the physical ability checks are easier for women than for men.

6.2. Overview of institutional mechanisms for implementing gender equality policy

No department or service in the Ministry of Defence deals exclusively with gender equality issues. The gender equality coordinator carries out gender equality tasks that fall within the Ministry's remit. The task of this person is to propose measures to improve gender equality, to prepare and submit periodic and annual reports on gender equality. Tasks from this domain are included in the job description for two other positions of independent advisors in the Ministry of Defence. All previously mentioned persons, in addition to work in the field of gender equality, also perform other tasks prescribed by the Law on Systematisation of the Ministry of Defence. In October 2020, the formation position of gender advisor to the Chief of Staff was introduced for the first time in the AFs of Montenegro. The description of the tasks of this formation position includes the performance of tasks related exclusively to gender equality. This includes, inter alia, advising on the integration of gender perspectives and the implementation of the security dimensions of UNSCR 1325 and gender policies through planning processes, reporting and assessing progress in the implementation of UNSCR 1325, informing the Chief of Staff (CS) and decision-makers on gender activities, plans and assessments, and proposing measures for improvement.

There are also gender instructors in the system who have undergone training approved by NATO and

6.3. Types of military training in the defence system of Montenegro

The recruitment of professional personnel in the AFs is based on a realistic assessment and planning of the needs for attracting suitable professional profiles in order to ensure the optimal number, age and qualification structure of personnel.

Men/Women Officers

Recruitment of professional officers in the AFs is primarily carried out through the training of cadets at foreign military academies.

The educational programmes by which Montenegrin cadets are trained at military academies abroad are the responsibility of educational institutions and the AFs, which organise the training. As for the topics of gender equality and gender perspective, they are not part of the standard curriculum at the US military academies, i.e. there is no subject that deals exclusively with this topic. However, during the academic year, numerous workshops and extracurricular activities are organised, which are compulsory and in which the gender perspective is discussed. At the Teresian Military Academy, there are no special courses for the cadets, i.e. no lectures on gender equality or the gender perspective. However, as the topic has been identified as important, lecturers at the Teresian Academy have been instructed to integrate it wherever possible. In the study programmes at the Military Academy in Skopje, on the other hand, topics from this domain are represented in the subjects of sociology, military psychology, human rights and military history.

Recruitment of specific professional profiles required for the functioning of a military organisation (engineers, doctors, economists, lawyers, IT experts), which cannot be obtained in any other way, is done by hiring staff from among citizens through a public announcement.¹⁹⁸ Certain occupational profiles may

198 The advertisement itself does not say explicitly that the job will be offered to a person of the underrepresented sex if the qualifications are the same. The affirmative action rule, i.e. the possibility of hiring a person of the underrepresented sex with appropriate qualifications, is dictated by the methodology for selecting candidates. The same applies to all advertisements.

also be recruited by transfer from internal sources so that persons from the category of contract soldiers, non-commissioned officers and civilians, as well as civil servants who have completed relevant higher education, are given the rank of officer.

The Ministry may, on the basis of a public notice, award scholarships to citizens of Montenegro who have completed or are completing undergraduate studies and are not working in the AFs, because admission to service in the AFs is required. A scholarship may be awarded to a person on the basis of his/her age and success, i.e. his/her grade point average during his/her studies.

Persons admitted to the professional service in the category of officers who have not completed the military academy are sent immediately after their admission to the service to the introductory officer course, in which they acquire the knowledge and skills required for the performance of officer duties in the Afs. Gender equality topics are also covered in this course to inform the participants. However, in the near future, it is planned that gender equality training will be given the status of a compulsory subject with an assessment of the knowledge acquired by each student, which is currently not the case. (Remark: The above also applies to non-commissioned officer and military courses)

The introductory course for officers (for persons who studied at civilian faculties) is conducted at the training centre in accordance with the training programme, which is the responsibility of the General Staff of the Afs of Montenegro.

Men/women non-commissioned officers

Staffing of professional non-commissioned officers is predominantly made possible from the category of (best) contract soldiers. In exceptional cases, recruitment of non-commissioned officers may also be done by direct recruitment of citizens through a public announcement (mainly for certain posts).

The requirement for promotion to the first non-commissioned officer rank is the successful completion of the basic non-commissioned officer course. It is conducted at the Training Centre in accordance with the training programme under the jurisdiction of the General Staff of the Afs of Montenegro.

Men/women contract soldiers

Recruitment of professional military is exclusively by public announcement and direct recruitment from among citizens. After admission to professional military service, soldiers are sent for introductory soldier training, which is conducted at the training centre in accordance with the training programme under the jurisdiction of the General Staff of the AFs. As in the training of officers, gender equality issues are addressed to inform the participants.

Professional development

Professional development of professional military personnel (officers, non-commissioned officers and contract soldiers) is based on continuous improvement and management of individual career development in accordance with the principles of merit and equal opportunities.

Staff education, training and professional development are provided in a planned manner to maintain the ability to successfully perform existing and subsequent duties in accordance with service requirements, individual work performance and professional competencies. In this sense, the principle of “training/improvement - next task” is applied when selecting staff for training and professional development.

The acquisition of new knowledge, skills and abilities for the performance of managerial tasks requires a sequence, i.e. a sequence from lower to higher levels of training, which are interrelated and exclusively related to the function of that task.

Men/women officers

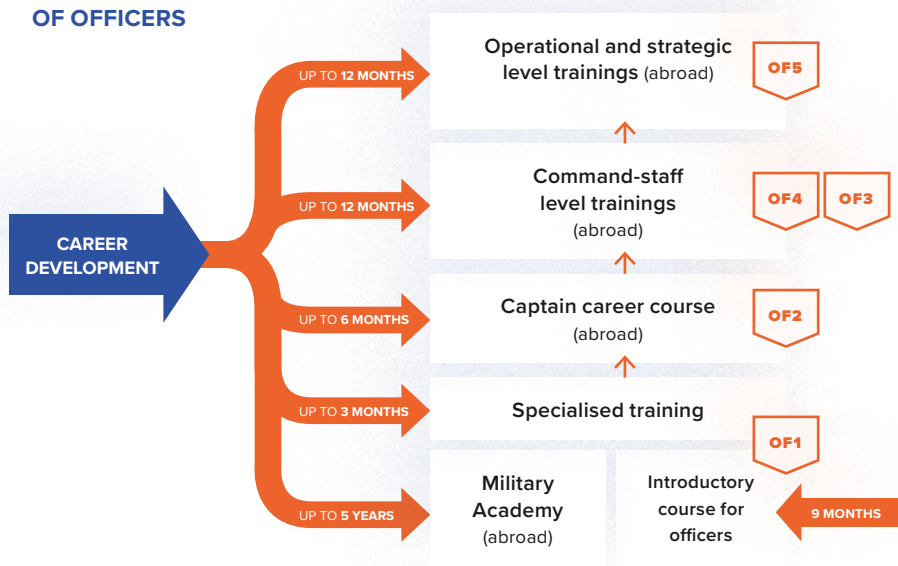
After graduating from the military academy, the officer cadre is trained abroad at military schools at the command staff level (middle career) and the operational-strategic level (high career). Preference is given to such training and professional development for officers who are earmarked to take on command duties.

Officers who have the specific knowledge required for the functioning of a military organisation (engineers, doctors, economists, lawyers, IT experts) professionally develop their careers through MA and PhD studies at home and abroad. The curricula by which officers are trained are the responsibility of the educational institutions that organise the training.

The Strategic Review of Defence states the following: Staff training and development is provided in accordance with the needs of the Service on the principle of “education/professional development - next duty”. In training and professional development, preference is given to officers who are earmarked for leadership positions and are referred to training at the command staff level and the operational-strategic level. Personnel for policy and programme management needs continue their development at MA and PhD studies. Women will be continuously supported to improve and develop their careers and ensure openness and availability to all, including for command positions.

The MoD of Montenegro does not currently collect information on whether and to what extent gender aspects play a role in professional development.

CAREER DEVELOPMENT OF OFFICERS



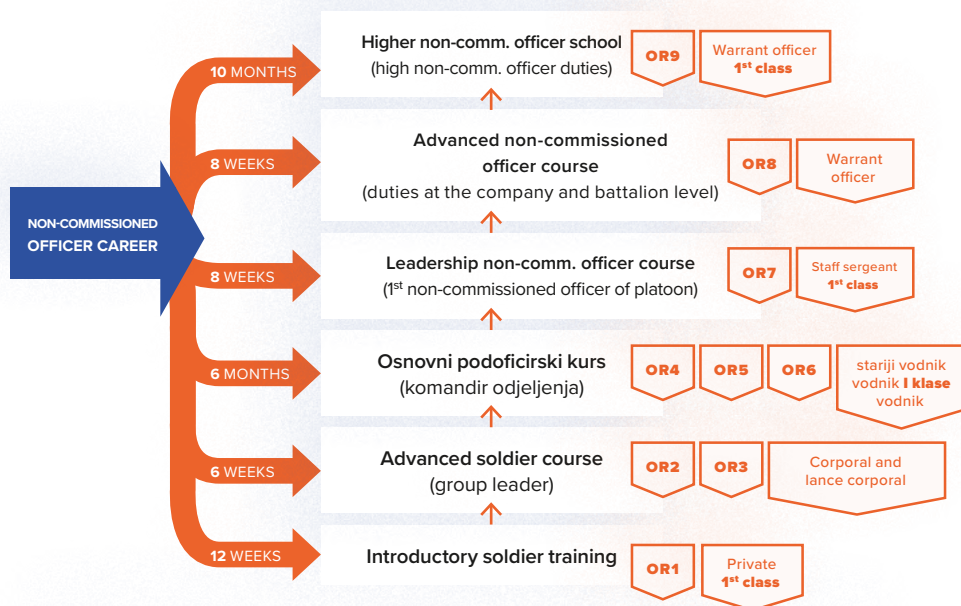
Men/women non-commissioned officers

Non-commissioned officer cadre gradually improve during their career in the appropriate types of training for assuming duties at platoon level (Leader non-commissioned officer course), at company and battalion level (Advanced non-commissioned officer course) and for the highest non-commissioned officer duties (High non-commissioned officer school).

All types of non-commissioned officer training, from the Introductory Course non-commissioned officer to the Leadership Course non-commissioned officer and the Advanced Course non-commissioned officer, are conducted at the Training Centre in accordance with the training programmes under the jurisdiction of the General Staff of the Army of Montenegro.

Advanced training at the High non-commissioned officer school is organised abroad in partner countries according to their training programmes.

CAREER DEVELOPMENT OF NON-COMMISSIONED OFFICERS



all types of career trainings are conducted in the TC of Montenegro (except for high non-commissioned officer school)

Men/women contract soldiers

Contractor soldiers are trained during their service in the Army at the workplace or at the formation place. The best of them are given the opportunity through the selection process to qualify for training at the Advanced Military Course, which is a necessary step for further training at the Introductory Non-Commissioned Officer Course and transition into the non-commissioned officer corps.

The Advanced Military Course and the Introductory Non-Commissioned Officer Course are conducted at the Training Centre in accordance with the training programmes that fall under the responsibility of the General Staff of the AFs.

CONCEPT OF PROFESSIONAL DEVELOPMENT OF SOLDIER CADRE



It is important to note that the MoD and the AFs offer equal opportunities to women and men when recruiting and advancing a career in the AFs. When selecting candidates for enrolment and training in the AFs, attention is paid to gender balance.

When selecting the candidates for training, the Methodically provides that if there are two or more applicants of different sexes who have applied for the same position and have the same total score, preference will be given to the applicant of the less represented sex.

6.3.1. Training for the professional education and development of persons in the positions of officers, non-commissioned officers and contract soldiers

The Training Centre is a special unit of the AFs of Montenegro, where professional training of part of the officers, as well as training and improvement of non-commissioned officers and soldiers, is carried out. All types of professional education and training (courses) are conducted in accordance with the relevant approved training programmes. The General Staff of the AFs of Montenegro adopts the training programme. Based on the expressed needs, the initiative to change and supplement the training programme may come from the unit conducting the training. The need for changes and additions to the training programme is determined in a meeting attended by representatives of the unit that conducted the training (Training Centre), representatives of the units, which include persons who participated in the training, and those responsible for planning (representatives of the General Staff of the AFs of Montenegro).

In fact, the procedure provides for a final meeting/analysis to be held immediately after the end of the course, in which the results of the work of the course participants are evaluated and the experience gained in the field of organisation and implementation of the course is taken into account. The report on the analysis may identify the need to change the specific training programme and present it together with accompanying proposals to improve its content. Having identified the need for changes and additions to the training programme, the unit conducting the training sends a proposal for changes and additions to the training programme to the GS of the AFs. The J-7 Training Department of the GS then initiates a procedure that may lead to the adoption of an innovative training programme. In the past period, there were no significant changes to plans and programmes related to the integration of the gender perspective, but they are planned for the future period, with the aim of standardising this topic and giving it more importance.

6.3.2. Overview of the practice of gender integration in military education and training

The topics in the field of gender equality are specified in the training instruction prepared by the GS and are conducted once a year in all units of the Montenegrin AFs for the duration of 2 school hours. Three themes are specified in the AFs of Montenegro training instruction for 2021. Namely: Theme 1- National and International Framework for Implementation of Gender Equality and Gender Perspective in the AFs, with special focus on NATO Bi-SCD 40-1 and RSBUN 1325, Theme 2 - Improving Operational Efficiency of Military Operations by Implementing a Gender Perspective and Theme 3 - Gender Equality with special reference to sexual violence and violence against women. These themes are also an integral part of the plans and programmes of trainings and courses conducted at the Training Centre. They are typically implemented through the method of presentation of the theoretical part, a joint study of cases (case studies) and discussions during or at the end of the presentation.¹⁹⁹

In **2019**, trainings were conducted for a total of **352** persons serving in the army, namely:²⁰⁰

OFFICERS	NON-COMMISSIONED OFFICERS	SOLDIERS	SOLDIERS (voluntary service)	CIVILIANS
25	72	193	58	4
TOTAL:		352		

In **2020**, a total of **335** people serving in the AFs were trained, namely:

OFFICERS	NON-COMMISSIONED OFFICERS	SOLDIERS	SOLDIERS (voluntary service)	CIVILIANS
39	35	183	86	4
TOTAL:		347		

¹⁹⁹ The three themes mentioned in the previous sentence are the same for all trainings at AFs of Montenegro and are always scheduled for two hours according to AFs training instructions.

²⁰⁰ Records of persons who attended trainings are kept only by categories of persons (officers, non-commissioned officers, soldiers, civilians) and from 2021 onwards, data are disaggregated by gender.

In **2021**, training was provided for a total of **432** persons serving in the AFs:

- ▶ Training for persons with command responsibilities on the topic: Implementation of GE (gender equality) in AFs of Montenegro - harassment as a form of discrimination

OFFICERS		NON-COMMISSIONED OFFICERS		CIVILIANS	
Men	Women	Men	Women	Men	Women
47	13	62	1	/	1
TOTAL:		124			

- ▶ Regular training according to the AFs of Montenegro training instructions:

OFFICERS		NON-COMM. OFFICERS		SOLDIERS		CIVILIANS	
M	F	M	F	M	F	M	F
34	15	76	28	124	18	4	9
TOTAL:		308					

The above trainings were mostly conducted by certified gender instructors, while some trainings were conducted by the Chairperson of the Committee for Gender Equality of the Parliament of Montenegro.²⁰¹

Currently, there are 16 certified gender instructors (8 men and 8 women) in the AFs and the MoD of Montenegro units and organisational units who provide training in accordance with the relevant documents.²⁰² By obtaining a Gender Trainer Certificate, members of the Montenegrin AFs and the MoD are automatically

201 Currently there is no verification of the learned content, but we plan to include this important segment in the coming period.

202 Of the total number, 7 instructors have completed the training organised by RACVIAC and NCGM, two instructors in TCPO BiH/NCGM and UNDP SEESAC, and two in POC, Republic of Serbia/NCGM and UNDP SEESAC. This number was increased by five new instructors who successfully finalised GToT in Skopje, in June 2022.

involved in activities carried out with the aim of implementing the gender perspective in the AFs and the MoD. They are especially involved when it comes to gender awareness training and the national and international legal framework related to the legal obligations to apply the principle of gender equality, as well as the importance of integrating the gender perspective in the AFs, both to protect human rights and to increase operational efficiency.

In addition, some gender instructors are involved in activities carried out with the aim of improving and more successfully implementing gender equality in the defence system. For example, they were actively involved in the organisation and implementation of two surveys conducted in the AFs of Montenegro (Job Satisfaction Survey and Values Survey), with special attention to the gender aspect.

Of particular importance is the experience of the AFs of Montenegro gender instructors who have participated in conducting trainings for gender perspective educators outside the country. The greatest success and pride in the human resources field is the recruitment of a women major, a gender trainer of the AFs, to the post of Gender Advisor - GENAD at the Supreme Headquarters of Allied Powers Europe (SHAPE), in Mons, Belgium. It should be emphasised that the appointed person was hired as a gender advisor. She was hired as someone who excelled in the processes of integrating the gender perspective into the defence system of Montenegro and training instructors on the gender perspective outside the borders of Montenegro due to her exceptional personal and professional skills, which were recognised and appreciated by the command NATO as crucial for the implementation of the gender perspective.

Currently, there is a lack of evaluation of the work of gender instructors, which is not required by any document. All the trainings, actions and efforts carried out in relation to the implementation of gender equality education, after obtaining the gender trainer certificate, are considered as an additional task, on top of the regular tasks.

In addition to the initial training for gender instructors - Gender Training of Trainers (GToT) and gaining experience through participation in projects and seminars, gender instructors feel that there is a lack of additional training and improvements to improve the quality of services and update the training content.

Plans for change and improvement relate to formalising and recognising gender instructors in the system by describing their roles and responsibilities, evaluating their work and monitoring their engagement. Also, the involvement of instructors to standardise and regularly update training content, i.e. presentations that, taking into account their previous experience after conducting numerous trainings, could produce material, available to all gender instructors, on various topics, which would facilitate and standardise the delivery of training.

AN EXAMPLE OF GOOD PRACTICE:

Production of a Manual for training in the field of gender perspective

The work on the Manual is an excellent example of good practice within the MoD. It is a document prepared by gender instructors from the MoD and AFs of Montenegro, which aims to standardise the material that will be the subject of future gender equality training. At the same time, this Manual will serve to integrate the gender perspective into all other trainings, as it will provide all gender instructors with the necessary knowledge in the field of gender equality, which, among other things, can form an integral part of their lectures.

With the aim of maintaining the continuity of the process of realising democratic principles and respect for fundamental human rights within the defence system in a clear and efficient manner, promoting a working environment free of discrimination and developing gender-aware members of the MoD of Montenegro in this sense, the need to standardise training for staff in the defence system in the field of gender equality was identified. To address this need, the MoD and AFs gender instructors initiated the production of the manual to serve as a universal and functional tool for training members in this important area.

- In the period from October 2021 to October 2022, nine certified gender instructors from the MoD and AFs of Montenegro, in small groups and in consultation meetings, with the professional and administrative technical support of the UNDP SEESAC office, developed a Manual for the standardisation of gender equality training in the MoD and AFs.
- At the first consultation meeting in November 2021, all gender instructors involved in the production of the Manual agreed on the basic purpose of the manual. The target group for which the Manual is written was defined, as well as

the target group for which the trainings in The manual are intended; the rough content of the manual and its form were agreed. The next steps, the method and the dynamics of writing the manual were also agreed.

- The second meeting in June 2022 was used to discuss the individual chapters of the first draft of the Manual. So gender instructors had the opportunity to make comments and suggestions on what additional information should be included in the chapters and what suggestions should be made for changes and additions to the original text of the manual.
- Drafting of the Manual took place between two meetings and was finalised after consultations and agreements at the second meeting.
- All gender instructors responsible for drafting the Manual have completed the NATO certified Gender Equality Trainer training and are part of a regional network composed of gender instructors from the MoD and the AFs of the Western Balkans, a participant in the regional project UNDP SEESAC. The gender instructors have incorporated their knowledge and experience from the trainings conducted within the system and from the activities to raise staff awareness on the importance of gender equality into the content of the manual.

One of the important plans for improvement relates to regular meetings of gender instructors to analyse what has been achieved, suggest further improvements, share experiences, best practices and the like. It is also necessary to train more gender instructors so that in the end, every unit has at least one gender trainer.²⁰³ In order to increase people's motivation for active participation and understanding of the importance of integrating a gender perspective in the AFs, it is very important to organise special trainings and seminars for the command and management personnel of the AFs and MoD of Montenegro in order to provide the necessary support to gender instructors in conducting trainings and other activities. Apart from the fact that a sufficient number of gender instructors is necessary for the need of continuous training, the interest of officers of higher ranks in attending and conducting gender equality training is of great importance. This would also provide personnel to conduct trainings for commanders, heads of departments and sections in the General Staff of the AFs and for the senior staff of the MoD of Montenegro.

²⁰³ One of the challenges to be addressed in the future is the recognition of the work and efforts of gender instructors, which is crucial for the integration of the gender perspective in the defence system.

The process of training decision-makers and staff with the highest ranks

The Mentorship for Gender Equality programme is an innovative approach to improving the gender accountability of institutions within the defence system by increasing the competence and commitment of male and female leaders in management positions within these institutions. This programme empowers participants to become agents of change and pioneers in integrating gender equality in the areas they are involved with.

The gender equality mentoring is based on the results of a similar programme that has been running in the Swedish Armed Forces since 2007 and has enabled the development of high-ranking officers' skills in integrating gender equality into the defence system. The programme is implemented through regular meetings and consultations of senior officers and gender equality mentors. The meetings discuss pre-agreed gender equality topics with the aim of improving knowledge on gender equality and finding practical ways to incorporate gender perspectives into policy making.

Guided by such a mentoring model, the Ministry of Defence of Montenegro, in partnership with UNDP SEESAC, successfully implemented the Gender Coach Programme with four individuals from the ranks of senior management and command personnel in the MoD and AFs until the end of 2021.

The results showed that the individuals who participated in the programme played and continue to play an extremely important role in promoting gender equality within their institutions by developing institutional capacity, increasing knowledge, responsibility and awareness of the importance of gender equality. For this reason, the MoD has continued the programme in 2021. The participants were the Acting Director of the Directorate for Human Resources and the Deputy Chief of the GS of the AFs of Montenegro. One of the outcomes of the programme is the creation of an activity plan for raising awareness of gender equality in the AFs of Montenegro, which the programme participant developed while working with the mentor

This type of training is reflected in holding regular meetings and consultations between gender experts and representatives of such staff, all aiming to raise awareness of gender equality and provide practical advice on incorporating the gender perspective into policy-making and daily work.

6.4. Key stakeholders for integrating the gender perspective in military education and training

The Directorate for Human Resources contributes to the integration of the gender perspective in areas related to the training and development of members of the AFs and civil servants by organising various types of training courses in which all members of the MoD and the AFs of Montenegro can participate:

- Gender equality
- UNSCR 1325 – Women, Peace and Security
- Use of gender-sensitive language in business and administrative communication
- Prohibition of discrimination
- System and protection of human rights in Montenegro.

Donors supporting gender-sensitive programmes in the MoD and AFs of Montenegro:

The MoD and the AFs are working most intensively with UNDP SEESAC in the framework of the project “Strengthening of Regional Cooperation on Gender Mainstreaming in Security Sector Reform in the Western Balkans”. The Ministries of Defence of Bosnia and Herzegovina, Montenegro, the Republic of North Macedonia and Serbia are actively participating in this project, and the second phase is currently being implemented.²⁰⁴

The first phase of the project was implemented from 2012 to 2016, while the second phase of the project started in 2019 and is expected to last until the end of 2022. In the first phase of the project, the main activities concerned: the participation of representatives of these MoDs in the regional study that led to the adoption of the first regional study on the status of women in the AFs of the Western Balkan countries. Through the implementation of this project, the Ministry and the AFs have strengthened the internal mechanisms for the implementation

²⁰⁴ The Ministry of Defence and the Armed Forces of Montenegro did not have any donors supporting gender perspective programmes, especially the introduction of gender perspective in training, in the period 2019 - 2020, except through cooperation with UNDP SEESAC.

of the gender equality policy. Six members of the AFs were trained and appointed as gender instructors, two of whom became members of the Regional Platform for Security Sector Reform. It is a unique base of more than 50 experts from the governments of South-Eastern European countries, established in 2015. Through the implementation of this project, high-ranking officers and officials from the Ministry and the AFs also participated in special trainings where they acquired specific knowledge and skills, which contributed significantly to improving their professional development. This project also enabled the rehabilitation and adaptation of several sanitary facilities in the “Milovan Šaranović” barracks to improve the living and working conditions of women in the AFs.

In the framework of the second phase, it is necessary to point out some important activities that have been carried out or are in the implementation phase. Those are: at the national level - research, at the regional level - participation in the development of the “Handbook on Preventing and Responding to Gender Discrimination, Sexual Harassment and Abuse” and in another study “The Status of Women in the Armed Forces of the Western Balkans”, as well as the formation of a Regional Working Group dealing with education and training.

Currently, the implementation of the so-called small projects is underway. They include a number of trainings for members of the AFs and ministry staff, depending on the expressed needs. One type of these trainings was intended for women officers of the Montenegrin AFs and they had the opportunity to participate in a number of activities in the country and abroad. Trainings for selection committees were also conducted in order to familiarise the members of the newly formed selection committees with the issues of equal opportunities and gender equality in all selection procedures, and it is also planned to conduct trainings for persons involved in the development of training plans and programmes in the AFs of Montenegro.

7. NORTH MACEDONIA - BASELINE OVERVIEW

7.1. Normative framework

The legal framework of the Republic of North Macedonia creates a normative basis for realising gender equality in all areas and at all levels. The Constitution guarantees gender equality and the prohibition of gender discrimination as the supreme legal enactment of the state.²⁰⁵ Article 9 of the Constitution states, among other things, that all citizens are equal regardless of their gender. Gender equality is guaranteed by a number of adopted public policies, laws and by-laws that are harmonised with the international legal framework regarding gender equality and the prohibition of discrimination on the grounds of sex. The Republic of North Macedonia is a party to all major international conventions, including the Convention on the Elimination of All Forms of Discrimination and its Optional Protocol (CEDAW)²⁰⁶, the Beijing Declaration and Platform for Action²⁰⁷, United Nations Security Council Resolution 1325 “Women, Peace and Security”²⁰⁸, and the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention).²⁰⁹ The Republic of North Macedonia is committed to implementing the United Nations 2030 Agenda for Sustainable Development (2030 Agenda) and submits voluntary progress reports on implementing the SDGs.

The following text lists the main policies and laws related to gender equality at the national level, then the normative framework related to gender equality in the defence system of the Republic of North Macedonia, and the normative framework regulating education and training in the defence system. Although gender equality is not explicitly mentioned in many documents that form the normative framework, the international legal norms that the Republic of North Macedonia has included in its normative framework, as well as the domestic policies and laws that refer to gender equality and the prohibition of discrimination, are relevant to the field of military education and training.

205 The text of the Constitution The text in English is available on the [website of the Assembly of the Republic of North Macedonia](#)

206 North Macedonia ratified CEDAW and its Optional Protocol in 1994 (obligation assumed by succession).

207 Signed in 1995, obligation assumed by succession.

208 The first NAP was adopted in 2013 for the period 2013-2015.

209 The Republic of North Macedonia became a signatory to the Istanbul Convention in 2011 and after ratification the Convention entered into force in 2018. The National Plan for the Implementation of the Istanbul Convention for the period 2018-2023 was also adopted.

7.1.1. Public policies and general legal framework regulating gender equality

The National Strategy for Gender Equality 2013-2020 (Official Gazette of the Republic of North Macedonia no. 27/2013) is the basic strategic document of the Republic of North Macedonia, which creates a comprehensive framework for further activities to improve gender equality and women's empowerment, including the field of education.

The Law on Equal Opportunities for Women and Men²¹⁰ (Law on Equal Opportunities for Women and Men “Official Gazette of the Republic of Macedonia” no 6/2012. and the Law on Amendments to the Law on Equal Opportunities for Women and Men “Official Gazette of the Republic of Macedonia” No. 166/2014).

This Law regulates the establishment of equal opportunities and equal treatment of women and men, the basic and special measures for establishing equal opportunities for women and men, the rights and duties of the entities responsible for ensuring equal opportunities for women and men. It also sets the procedure for establishing unequal treatment of women and men, and the rights and duties of a legal representative.

This Law regulates issues concerning equal opportunities for women and men in various fields, including education and vocational training, as well as defence and security.

The Law on Higher Education²¹¹ (Official Gazette of the R. Macedonia no. 82/2018 and Official Gazette of the Republic of North Macedonia no. 178/21). In accordance with Article 149, item 3 of the Law on Higher Education, the university, i.e. an independent institution of higher education, shall determine the procedure for selecting applicants for enrolment in such a way as to ensure equal treatment of all applicants, irrespective of race, colour, sex, language, religion, political or social origin, property, birth, social status, disability, sexual orientation and age.

210 Available at: mtsp.gov.mk/content/pdf/zakoni/2017/p

211 Available at: ukim.edu.mk/dokum

The Law on Scientific and Research Activity (Official Gazette of the Republic of Macedonia no. 46/2008, 103/2008, 24/2011, 80/2012, 24/2013, 147/2013, 41/2014, 145/2015, 154/2015, 30/2016, 53/2016 and Official Gazette of the Republic of North Macedonia no. 257/20 and 163/21).

The Law on Administrative Officials²¹² (Official Gazette of the Republic of Macedonia 27/14, 199/14, 48/15, 134/15, 5/16, 142/16, 11/18 and Official Gazette of the Republic of North Macedonia no. 275/19 and 14/20).

The subject matter of this Law is the status, classification, employment, promotion, professional development and training, performance measurement and other issues relating to the employment of administrative staff. The Law contains provisions for the professional development of administrative staff. Namely, the administrative employee has the right and duty to undergo professional development during the year based on the individual professional development plan, as well as the duty to pass on the acquired knowledge to other administrative employees.

The training plan is part of the system for managing the impact of the administrative official and provides for trainings that can be general for the professional development of administrative officials in accordance with general competences or specialised - for professional development in relation to specific competences. The trainings are organised in the classroom or via internet access to the electronic training management system from the workplace of the administrative official.

The Labour Law²¹³

This law is gender-sensitive and contains provisions for protection against discrimination. In accordance with Art. 6, an employer may not discriminate against a job seeker or employee on the grounds of race or ethnic origin,

212 Available at: aa.mk/content/pdf/Drugi%20dokumenti/ZAS/zakoni/zakon_za_administrativni_sluzhbenici_2020.pdf

213 "Official Gazette of the R. Macedonia no. 62/05, 106/08, 161/08, 114/09, 130/09, 50/10, 52/10, 124/10, 47/11, 11/12, 39 /12, 13/13, 25/13, 170/13, 187/13, 113/14, 20/15, 33/15, 72/15, 129/15, 27/16, 120/18 and [Official Gazette of the Republic of North Macedonia no. 110/19 and 267/20](#).

colour, sex, age, health or disability, religious, political or other opinions, trade union membership, national or social origin, marital status, property, gender orientation or other personal circumstances.

Women and men must be given equal opportunities and treatment with regard to:

1. access to employment, including career advancement and on-the-job training;
2. working conditions;
3. equal pay for equal work;
4. occupational social security schemes;
5. absenteeism from work;
6. working hours; and
7. termination of the employment contract.

At the same time, this Law contains provisions on the training of workers, which are set out in Art. 15, which reads: The employee has the right and the duty to continuous education, training and retraining in accordance with the requirements of the work process, in order to maintain or improve the ability to work at the workplace and to maintain the workplace.

The Second National Action Plan (NAP) of the Republic of North Macedonia for the implementation of UNSCR 1325 - Women, Peace and Security 2020-2025, Strategic Framework (2020)²¹⁴ and Operational Plan 2020-2025 of the Ministry of Defence for the implementation of the Second National Action Plan(2021).²¹⁵

The preparation of the second NAP for the implementation of UNSCR 1325 WPS and related resolutions is another great result of the commitment to unify the national vision for the implementation of gender perspectives and the realisation of gender equality, but also a response to the challenges posed by the global commitments confirmed years ago.

214 Available at: mod.gov.mk/inc/uploads/2021/06/Second-NAP-North-Macedonia_MKD

215 Available at: mod.gov.mk/inc/uploads/2021/06/OP-na-MO-za-implementacija-n

The second NAP is characterised by its comprehensiveness, setting specific strategic goals: 1. Leadership, 2. Inclusion, 3. Facilitation, 4. Protection and 5. Communication, Education and Training, in which specific activities related to education and training are planned. In order to achieve effective, responsible and sustainable communication, education and training on gender-related issues in all areas of social life, these will be integrated and aligned with strategic objectives 1-4.

In 2020, the Ministry of Defence took over the coordination for the process of drafting and implementing the Second National Action Plan (NAP) as well as the processes of monitoring, evaluating and reporting on the implementation of the Second NAP.

Given that the Republic of North Macedonia is a member of NATO, the second NAP is in line with the NATO policy and the Action Plan for WPS, which is guided by the principles of inclusion, inclusiveness and integrity.

In 2020, all stakeholders or institutions involved also have developed individual operational plans for the period 2020. - 2025 and also the operational plan of the Ministry of Defence for the period 2020-2025.

The Coordination, Monitoring and Evaluation Body (CMEB) was established in the Ministry of Defence as the primary national operational mechanism to ensure the efficient and transparent implementation of the second NAP. The body was established in January 2021 by the decision of the MoD and renamed in November 2021 as the Working Group for Coordination, Monitoring and Evaluation of the Implementation of the Second NAP for the Implementation of UNSCR 1325 WPS (2020 - 2025).

7.1.2. Legal framework regulating gender equality in the defence sector

Education and training in the Ministry and the AFs are organised and implemented in accordance with the provisions of several laws and by-laws and other documents at the national and institutional levels.

Legal and statutory provisions at institutional level:

The Law on Defence²¹⁶

In accordance with the Law on Defence, the MoD:

- adopts the annual plan for training and professional development of members of the AFs and employees of the Ministry, as well as an extract from the training development plan;
- organises and conducts defence training;
- develops curricula and programmes for defence education;
- organises the work of the Centre for Defence Education;
- adopts regulations on training, professional development and improvement of persons serving in the AFs and other regulations on the performance of service in the AFs;
- issues regulations on the professional training and improvement of the employees of the MoD.

In accordance with Article 25, the General Staff of the AFs proposes to the MoD:

- plan for the AFs' exercises;
- the plan for the education, professional development and instruction of persons serving in the AFs;
- the plan for education and professional training of persons serving in the Army.

²¹⁶ Official Gazette of the Republic of North Macedonia no. 42/2001, 5/2003, 58/2006, 110/2008, 51/11, 151/11 and 215/15 and [Official Gazette of the Republic of North Macedonia no. 42/20](#).

In accordance with the Amendments to the Law on Defence from 2020, new articles were introduced to regulate the application of the gender perspective. Namely, Article 21-a which reads: “All state authorities are obliged to take into account the adequate and equal representation of members of the community and to pay attention to the gender perspective in the exercise of their powers in the field of defence”. Also, Article 26, item 8a which reads: “It shall ensure adequate and equal representation of members of the community and take into account the gender perspective.”

The Law on the Military Service²¹⁷

The Law on Military Service contains new articles regulating the implementation of the gender perspective. Specifically, Article 1-a, paragraph 1 which reads: “The Law adopts a gender-sensitive approach and is equally applicable to women and men serving in the Armed Forces”, paragraph 2: “All terms used in the law in the masculine gender imply the same terms in the feminine gender”, as in Article 13-a, paragraph 1. “Persons responsible for issuing orders referred to under Article 13 hereunder have a duty to ensure adequate and fair representation of members of the community” and paragraph 2: “Persons responsible for issuing orders referred to under Article 13 hereunder shall implement the gender perspective.”

The provisions of this Law in Articles 212 to 214 regulate school placement, vocational education and training and specialisation to meet the service needs.

Namely, the Ministry may, based on the expressed needs of the AF, send military and civilian personnel in the AF for training, to professional development and improvement and specialisation in higher military schools and faculties in the country or abroad.

217 Official Gazette of the Republic of North Macedonia no. 36/10, no. 23/11, no. 47/11, no. 148/11, no. 55/12, no. 29/14, no. 33/15, no. 193/15, no. 71 / 16, no. 101/19, no. 275/19 and no. 14/20, available at: mod.gov.mk/storage/2019/07/Zakon-za-sluzba-ARM-precisten-tekst-2019.pdf

The Law on the Military Academy²¹⁸

This Law establishes the Military Academy as a higher education and scientific research institution for the training of personnel for the needs of the MoD and AF, crisis management and protection and rescue.

In accordance with Article 8, the Academy is responsible for higher education and scientific research work in the field of defence as a broader scientific field of social sciences, especially in the field of military and military technical sciences, crisis management and protection and rescue. The Academy also carries out applied professional activities. First, second and third cycle studies as well as professional studies are conducted at the Academy. The Academy also conducts professional training and professional development of persons who have completed the first cycle of studies for the needs of the AF. Various professional development programmes can be organised at the Academy.

The Law contains general provisions and Article 5 emphasises that the provisions of the Law on Higher Education and the Law on Scientific Research Activities shall be applied to the Academy in an appropriate manner, unless the Law on the Military Academy provides otherwise.

The Statute of the Military Academy²¹⁹

In accordance with Article 23 of the the Statute of the Military Academy, the autonomy of the Academy cannot be violated by carrying out educational or other tasks that threaten the rights of members of the academic community with the aim of discriminating against people and citizens on the grounds of gender, race, colour, national and ethnic affiliation, social origin, political and religious beliefs and affiliation, property and social status.

218 [Official Gazette of the Republic of Macedonia no. 83/2009](#)

219 Official Gazette of the Republic of Macedonia no. 137/2011 of 4 October 2011.

Collective Agreement of the Ministry of Defence²²⁰

In accordance with Art. 112 the employee has the right and the duty to engage in continuous education, training, professional development and continuing education for the needs of the Ministry, in accordance with the work process, in order to maintain or improve the employee's ability to work in the workplace and to maintain employment.

Defence Strategic Review (2018)²²¹

The promotion of gender equality is an important issue in defence, and the proportion of women in the AF is in line with the average figures for NATO countries. To improve the integration of training and education in defence, closer links are being established between all units of the Ministry and the AF.

The section on human resources provides an overview of the promotion of gender equality as an important issue in defence, with gender-disaggregated figures for women in the AF in line with the average figures of the member countries of NATO.

This document also includes a special section on education and training, as well as planned activities and measures to improve the quality of educational institutions in the defence sector, especially the Military Academy.

Long-term Defence Capability Development Plan (LDCDP) 2019-2028²²²

LDCDP represents a fundamental document projecting the development of defence and military capabilities of the AF and the MoD for a period of 10 years."

One of the long-term goals of defence capacity development for the period 2019-2028 is to build a modern system of education and training of defence personnel based on competences, integrity and needs, aimed at organising,

220 [Official Gazette of the Republic of North Macedonia no. 238/2019](#)

221 Available at: mod.gov.mk

222 Available at: mod.gov.mk

preparing and training AF and capabilities to contribute to collective defence, crisis management and cooperative security NATO and EU-led and UN operations;

According to chapter VIII of LDCDP: Education, Training and Exercises:

The defence education and training system covers all education and training during the career of defence personnel. Under this system, various forms of education and training, institutional and continuous professional learning, ensure the acquisition of new knowledge, skills and abilities to fulfil missions and tasks and to perform the functions of the MoD and the AF.

Consequently, Goal 38 reflects the principle of gender representation in defence: “Including a gender principle and perspective in defence is in line with the Government's strategic commitment and the strategic objectives of the National Action Plan for Gender Equality and the National Action Plan for the Implementation of UNSCR 1325.”

This implies mainstreaming the gender principle in all parts of the work process, in human resource planning and management. The following activities are planned to successfully achieve this goal:

- expected gender representation objectives for the next 10 years will be set;
- gender sensitisation of all staff will be carried out, with a special focus on commanding and high-ranked personnel in the AFs;
- gender perspective will be integrated into education, training and human resource development in the MoD and the AF, as well as in the training programmes at the Military Academy;
- gender training will be improved as part of the training prior to participation in foreign missions;
- a programme will be developed to increase the number of women who meet the established criteria for leadership and command positions, and measures will be taken to include a greater number of women in overseas military operations;
- long-term projections on the integration of women into the structure of the AF are made without restrictions.

The gender principle will be incorporated into all strategy and planning documents of the MoD and the AF. In this respect, the corresponding budgets for the integration of the gender perspective will be secured.

Human Resource Management Strategy (2019)²²³

According to the Strategy, the education and training system is responsible for developing the skills and competences of each individual. The development of individual skills and competences follows a defined hierarchy and interdependence between defence competences. The targeted and gradual acquisition of skills and competences ensures the usefulness and durability of the practical knowledge acquired.

One of the fundamental values that characterise human resources professionalism in defence is the transparency of the work process. Transparency of the process ensures equal opportunities in the selection, deployment and promotion of personnel.

Performance and potential of personnel are two fundamental criteria for career guidance. Equal representation of ethnicities and genders in accordance with socially accepted norms and standards is a secondary criterion that ensures a multicultural social reflection of defence. Existing procedures and criteria for assessment, promotion and employment need to be improved and harmonised to ensure equal opportunities and career guidance;

Transparency of processes - knowledge of the process and its availability to all staff and their participation in the implementation of the strategy to build trust in the system.

Equality - all human resource management processes are designed to provide equal opportunities for upgrading, training, selection, appointment and career advancement within the defence hierarchy, and equal representation of ethnicity and gender in accordance with socially accepted norms and standards. Ethnicity and gender in themselves are not a guarantee of career advancement in the absence of the required work outcomes and competencies.

223 Available at: mod.gov.mk

Education and Training Strategy (2006)²²⁴

According to the Education and Training Strategy, the defence education and training system covers all training during the career of personnel in the defence system.

Continuous professional training is provided under this system. It starts from the entry level of all categories of personnel, acquisition of the first ranks (officer/non-commissioned officer), qualifications for promotion to a higher rank and transition from one level to another (tactical, operational and strategic), as well as professional training during the career development of all categories of personnel in the defence system. The existing Education and Training Strategy does not directly emphasise the gender dimension but provides equal opportunities for education and training for all employed men and women. New Education and Training Strategy is currently being drafted.

Annual Plan for education, training, vocational training and professional development of the MoD and the Army of the Republic of North Macedonia

The MoD is preparing a Plan for education, training, professional development and specialisation of the administrative officials in the MoD and the military officials entrusted with tasks in the MoD, as well as the military and civilian personnel of the Army of the Republic of North Macedonia. This document, signed by the Minister of Defence, plans the annual activities and sets guidelines for the development of human resources in accordance with the strategic priorities and objectives.

Based on the stated needs of the subordinate commands and units in the General Staff of the AF, a draft annual plan for education, training, vocational training and professional development is prepared and signed by the Chief of the General Staff of the AF.

224 Available at: mod.gov.mk

Annual catalogue of courses for the needs of military personnel of the MoD.

The training catalogue represents a tool that covers the full range of training and courses offered by the MoD and the AF training centres that are available to our personnel, as well as the training and courses available to personnel from partner countries. The catalogue contains general information about the training centres, their mission, the training and courses offered and administrative details.

Internal regulations and instructions

The Rulebook on the implementation of the procedure for the admission of officer candidates, i.e. non-commissioned officers, professional soldiers and civilians into the AF, which prescribes the implementation of the procedure for the admission of men/women officer candidates, i.e. non-commissioned officers, professional soldiers and civilians into the;

The Rulebook on the selection and referral procedure for education, training, vocational training and specialisation of employees for the needs of the MoD and the AF (2014), which regulates the selection and referral procedure for education, training, vocational training and specialisation of employees for the needs of the MoD and the AF;

The Rulebook on the conditions, criteria, method and procedure for conducting an open competition and the procedure for selecting candidates for enrolment in the first cycle of studies at the General Mihailo Apostolski Military Academy - Skopje (2020);

The Rulebook for conducting the selection procedure and enrolment of candidates who have completed the first cycle of studies for professional training and continuing education of officers (2021)²²⁵. This rulebook stipulates that the selection of candidates should take into account the adequate and fair representation of members of ethnic communities and the development of the gender perspective, while respecting the principles of expertise and competence.

225 Available at: mod.gov.mk

The Rulebook on the application of the European Credit Transfer System - General Military Academy Mihailo Apostolski.

The Rulebook on the method of selection and preparation of military and civilian personnel of the Army of the Republic of North Macedonia and employees of the MoD, for assignment to duties in command structures, diplomatic missions of the republic, commands, headquarters and military units of international organisations outside the territory of the republic and on the territory Republic (2021).

The Rulebook on the organisation of international courses of the Regional Centre for Public Relations at Home and Abroad (2020) and **Rulebook on the Amendment to the Rulebook on the organisation of international courses** of the Regional Centre for Public Relations at Home and Abroad (2021).

The Instruction for organising and delivering trainings in gender equality for the employees of the MoF and the AF (2020) is an internal document that supports the ongoing process of building capacity for integrating the gender perspective and ensuring gender equality. It prescribes the manner of organising and delivering gender training by certified gender instructors in the MoD and the AF.

The Instruction for administering trainings in the AF IAT – 31001/1 (2010) – This Instruction for administering trainings constitutes the basic doctrine of training in the AF and applies to all commands and units of the AF. Based on it, men and women commanders, in accordance with the intentions and objectives of training, ensure the smooth and continuous development of the training process, planning, implementation, evaluation and assessment of training through the functioning of the planning cycle. In addition to the management of training, the conditions should be created for the complete fulfilment of the AF mission and for the implementation of missions of a temporary nature to participate in peacekeeping and humanitarian operations. This also applies to the men and women involved in training management in the AF.

7.2. Education and training system in the Ministry of Defence and the Army of the Republic of North Macedonia

The defence education and training system covers all education and training during the career of defence personnel. Under this system, through various forms of education and professional development, institutional and continuous professional learning, ensure the acquisition of new knowledge, skills and abilities of all categories of employees, to fulfil missions and tasks of the MoD and the AF and to attain strategic goals of the Republic of North Macedonia.

An appropriate level of education is a prerequisite for the entire career and must be achieved effectively to support the new career structure and reflect the key moments of career development. Increasing demands on **the skills of defence personnel** can be most effectively met by allowing training to start at the beginning of each career development phase and ensuring that it is sufficient to meet individual needs during the relevant career phase. Training during a career enables the acquisition of skills and applied knowledge required for any specific task or any kind of specialisation. Essentially, it involves the acquisition of information and procedures through the gradual repetition of the designated tasks. The outcome of the training should be an improvement in the skills and abilities required to perform the specific tasks in a quality fashion. Training should be gradual and continuous. It should also aim at improving skills and knowledge.

The system of education and training in the defence sector of the Republic of North Macedonia is based on three pillars, namely:

- institutional training,
- on-the-job training, and
- independent study.

The opportunities and criteria for education, training, professional development and improvement are the same for men and women.

COMPREHENSIVE EDUCATION FOR MILITARY AND CIVILIAN STAFF

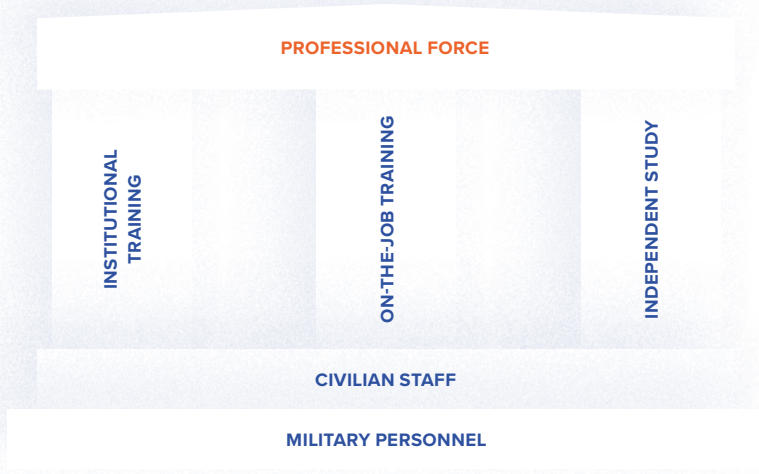


Figure: The three pillars of the Defence Education and Training Strategy

Institutional training represents the first pillar of military training. It also includes all forms of instruction in various educational institutions (military and civilian) at home and abroad. Within the framework of this training, defence system personnel are trained to perform their tasks by adopting the appropriate level of education, basic values, skills development and other content required for the performance of missions.

On-the-job training represents the second pillar of the defence education and training system and is conducted continuously throughout the career. It enhances the knowledge and skills of defence personnel in the performance of their tasks and duties, with the aim of training their personnel. The commander, shift commander or head of the respective organisational unit is responsible for organising on-the-job training for personnel in a specific organisational MoD or AF unit.

Self-study represents the third pillar that enables the balance of the system of defence education and training, thus rounding off the complete training of defence personnel. Self-study is an essential component of independent development, which consists of: individual learning, research, professional study of technical literature and gaining practical experience.

The system of defence education and training includes various forms of institutional and continuous professional modelling of knowledge, skills and abilities of the defence system personnel. This system consists of education and training as subsystems. The system of education, specialisation and training within the AF is divided into categories, i.e. for officers, non-commissioned officers and professional soldiers.

The education system is divided into basic, intermediate and advanced levels of education and training.

The basic level consists of education at the Military Academy and the introductory course for officers, the introductory admission course for non-commissioned officers and professional soldiers. **The intermediate level** consists of courses and training for lower leadership duties and the **advanced level** consists of education and training for leadership and staff duties, i.e. job-specific training for leadership duties.

The development of officer cadres takes place at the Military Academy “General Mihailo Apostolski”, which is subordinate to the MoD.

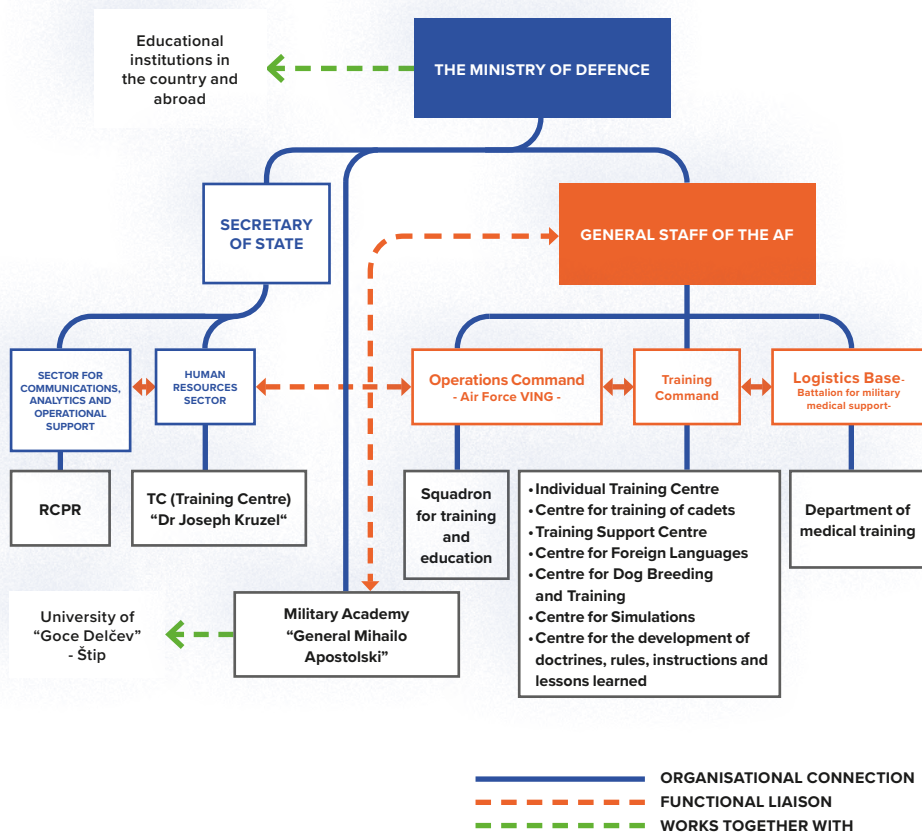
The Military Academy “General Mihailo Apostolski” is a legally established higher educational institution affiliated to the state university “Goce Delčev” in Štip. It provides education and training of cadets, officer candidates and officers according to the system of credit transfer and education of the first, second (specialist and master’s studies) and third (doctoral studies) cycle of studies as well as advanced courses for professional and technical development (lifelong learning).

Upon completion of the first cycle of studies, cadets acquire 240 credits per ECTS - European Credit Transfer System and a recognised university diploma, which means that upon completion of their studies, cadets receive a diploma signed by the Dean of the Military Academy and the Rector of the University "Goce Delčev" of Štip. They also receive an addendum to the diploma, which further specifies the qualification and the professional opportunities made possible by the qualification in terms of further education and professional status

In addition to basic training (for officer training), the Military Academy also conducts courses and training that prepare officers for higher duties. For training middle-ranking officers, courses are organised for platoon commanders and officers for staff duties at the battalion level. The second cycle of studies is organised to train officers at the operational level - specialisation for command and staff tasks. Education and training for command and staff tasks are conducted in the country and abroad.

7.3. The institutions of the Ministry of Defence and the Army responsible for education and training

INSTITUTIONS IN THE EDUCATION AND TRAINING SYSTEM OF THE MOD AND THE AF



7.3.1. Military Academy “General Mihailo Apostolski”

The Military Academy is a higher educational and scientific research institution for the training of personnel for the needs of the MoD and the AF, for crisis management and protection and rescue. The Military Academy is affiliated to the Goce Delčev University.

The MA is the responsible institution for all educational and training levels of the officer corps, starting with the primary level, through continuous professional training to a higher level of training. At the end of the first cycle of studies, students acquire 240 ECTS credits and a recognised university diploma.

In addition to the training in the first, second and third study cycle, the Military Academy runs courses for the professional and technical development of the officer corps: “Course for platoon commanders”, “Course for platoon commanders of combat-arm-specific specialisations” and “Course for “Staff duties in the battalion”.

Within the scope of its responsibilities, the Military Academy:

- develops plans and programmes for all levels of officer corps training in cooperation with the Army;
- develops and implements a model for the four-year training of cadet-students;
- develops and implements a model for the training of candidates with higher education up to the first officer rank with a course for professional development and training of officers for service;
- in cooperation with the MoD and AF, the University of the Republic of North Macedonia will develop and implement a model for training candidates with scholarships from the MoD;
- conducts scientific research and develop projects for the needs of the MoD and the AF in support of selected activities in the defence sector and performs other tasks of higher education as provided by law;
- establishes the National Institute for Cyber Security and Digital Forensics in accordance with the National Cyber Security Strategy and the Cyber Defence Strategy;
- establishes a distance learning system.

In addition, the MoD also offers specialisations, scholarships for the first cycle of studies for scarce personnel for defence needs, and scholarships for the second and third cycles of studies conducted in civilian educational institutions in the country and awarded by the MoD.

7.3.2. Ministry of Defence

Training Centre “Dr. Joseph Kruzel”

The training centre “Dr. Joseph Kruzel” is a centre that provides specialised training (courses, seminars, workshops) in various fields and topics with the aim of improving management skills and the implementation of work processes. These trainings aims also at improving the skills and abilities of various categories of personnel in the MoD and the AF, as well as employees of other state administrative bodies in the security sector. The Centre plans and conducts specialised training in various areas: defence and security, crisis management, integrity building, psychological preparation for participation in operations, finance, international humanitarian law, gender perspective, strategic planning, cyber, IT training, etc. The Centre will also be responsible for conducting pre-deployment training for military and civilian personnel, as well as national-level experts to be deployed in stabilisation and reconstruction operations.

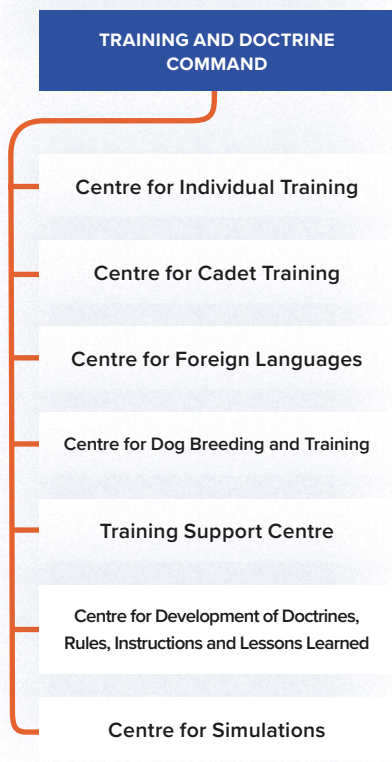
Regional Centre for Public Relations (RCPR)

RCPR has been a NATO partner centre for education and training since 2013. RCPR trains (civilian and military) public relations personnel from the MoD, the AF and other government institutions of the member states of NATO, the PfP, the Mediterranean Dialogue, the Istanbul Cooperation Initiative and the global partners of NATO. The intention of the training is to develop their communication skills and techniques and provide them with the necessary expertise in the field of public relations to enable them to work successfully with the media in times of peace, crisis and peace operations. In the coming period, the PCPR will further expand its scope of activities by developing training capacities in the field of strategic communication and disinformation management.

7.3.3 Army of the Republic of North Macedonia

Training and Doctrine Command (TDC)

STRUCTURE FOR TRAINING AND DOCTRINE COMMAND



The Training and Doctrine Command is responsible for organising, coordinating and conducting the individual training of soldiers, cadets, non-commissioned officers and officers of the active and reserve forces. It is also responsible for supporting the collective training of commands and units of the Army of the Republic of North Macedonia and for developing doctrine and teachings in the Army of the Republic of North Macedonia.

Strategic tasks of the mission:

- Elaboration and development of plans and programmes for individual training of soldiers, cadets, non-commissioned officers and officers of the active and reserve forces of the Army of the Republic of North Macedonia;
- Conducting introductory military training of soldiers for voluntary military service in the AF, cadets and officer candidates for service in the AFs;
- Conducting training of professional soldiers and non-commissioned officers and their continuous professional development;
- Conducting language courses for the needs of the MoD and the AFs;
- Breeding and training of service dogs and training of service dog handlers;
- Support for collective forms of training and exercises of units of the AFs;
- Support for water training and winter training;
- Development of doctrines, rules, guidelines, manuals and experiences in the AFs.

The following training centres operate within the TDC:

▶ **Centre for Individual Training**

Organisation, preparation and conducting individual training of soldiers and non-commissioned officers of the active and reserve forces of the Army of the Republic of North Macedonia.

Strategic tasks of the mission:

- Conducting advanced courses for non-commissioned officers of the active and reserve forces;
- Conducting the introductory course for non-commissioned officers of the active and reserve forces;
- Training of professional soldiers;
- Conducting training with soldiers for voluntary military service.

▶ **Centre for Cadet Training (CCT)**

Organisation, preparation and implementation of special forms of training with cadets and officer candidates in the Army of the Republic of North Macedonia.

Strategic tasks of the mission:

- Organisation and implementation of individual and general military training with cadets and officer candidates in the AFs up to platoon level;
- Organisation and conducting winter and ski training with cadets;
- Organisation and conducting water training and swimming with cadets;
- Organisation of training in driving motor vehicles and taking a driving test with cadets
- Organisation of internship of cadets and officer candidates in the services of the AFs;
- Organisation of professional specialist training for troops (course for platoon leaders) with cadets;
- Organisation and implementation of extracurricular educational activities with cadets and officer candidates.

▶ **Centre for Foreign Languages**

Preparation and conducting language courses for the needs of the members of the MoD and the Army of the Republic of North Macedonia.

Strategic tasks of the mission:

- Conducting language courses for the needs of the members of the MoD and the AFs;
- Conducting testing for the needs of the MoD and the AFs;
- Development and implementation of special purpose courses;
- Planning and organising guidelines for improving the knowledge of professors and gender instructors.

▶ **Centre for Dog Breeding and Training (CBT)**

This centre is for the breeding and training of dogs for various purposes, and for the training of trainers and soldiers as service dogs for the needs of the AFs.

Strategic tasks of the mission:

- Breeding, reproduction, care and feeding of service dogs;
- Training of service dogs for various purposes (guard dogs, protection dogs and dogs for special purposes);
- Professional development and training of trainers - handlers of service dogs for various purposes;
- Retraining of service dogs from units of the Army of the Republic of North Macedonia;
- Training of soldiers - service dog handlers.

▶ **Training Support Centre (TSC)**

The main mission of this Centre is to support the collective training of the commands and units of the Army of the Republic of North Macedonia in the conduct of planned tactical exercises, shooting exercises, training on water and training in winter conditions.

Strategic tasks of the mission:

- Ensuring conditions for conducting planned exercises and shooting drills at AP “Krivolak” and the “Petrovec” shooting range;
- Supporting individual and collective training of units of the AFs in the water training camp;
- Supporting individual and collective training of units of the AFs at the training camp in winter conditions.

▶ **Centre for Development of Doctrines, Rules, Instructions and Lessons Learned (CfDDRILL)**

CfDDRILL manages the doctrine development system and the development of doctrine, rules, guidelines, manuals and other publications in the Army of the Republic of North Macedonia.

Strategic tasks of the mission:

- Development of doctrine systems;
- Development of lessons learned systems;
- Coordination of the development of doctrines, rules, guidelines, manuals and lessons learned;
- Printing and distribution of doctrines, rules, guidelines, manuals and lessons learned;
- Developing concepts for the development and deployment of the AFs;
- Developing concepts for the development of troop types and services in the AFs;
- Maintaining a unique list (register) of published publications;
- Electronic file management and websites for doctrines and lessons learned;
- Cooperation with related institutions in the Republic of North Macedonia and abroad.

▶ **Centre for Simulations**

Organisation, coordination, conduct and management of simulation exercises in the Army of the Republic of North Macedonia up to brigade level:

- Use and maintenance of the infrastructure for simulation exercises;
- Participation in the planning of simulation exercises;
- Training of the users of the simulation centre;
- Preparation of the database for the needs of simulation exercises;
- Development of computer-based simulation exercises;
- Storage of files to support simulation exercises;
- Technical analysis of the conduct of simulation exercises;
- Maintenance of unique records for the development of simulation exercises;
- Electronic management of files and websites of the Centre for Simulations;
- Cooperation with related institutions in the Republic of North Macedonia and abroad.

LOGISTICS BASE

▶ Department for Medical Education

The Medical Training Unit is part of the Medical Support Battalion, which is part of the Logistics Base. It aims to provide medical training for members of the AF, members of other state institutions in the Republic, as well as for the needs of NATO and partner countries.

This unit conducts the following trainings:

- Emergency medical assistance and self-help training;
- Training of rescuers;
- Training of medical teams;
- Training of trainers;
- Education and training of the AF medical personnel.

OPERATIONS COMMAND

▶ Education and Training Squadron (ETS)

The ETS conducts training, retraining and pilot training for the needs of the AFs and the MoD, and provides aeronautical support to army units and national agencies in the event of natural disasters and disasters of limited magnitude.

7.4. Departments in charge of gender equality

In accordance with and the Law on Amendments to the Law on Equal Opportunities for Women and Men (Official Gazette of the Republic of Macedonia No. 6/12, 30/13, 166/14, 150/15), the Minister of Defence issued a Decision (2017) on the appointment of the Coordinator and Deputy Coordinator for Equal Opportunities for Women and Men in the MoD. They have a legal obligation to coordinate activities within the jurisdiction of government agencies to set equal opportunities and to make proposals to improve and promote equal opportunities within the MoD and the AF, to monitor the activities and to prepare annual reports on the progress made.

A member of the MoD was appointed to the Interdepartmental Consultation and Advisory Group on Equal Opportunities for Women and Men, established by the Decision of the Government of the Republic of Macedonia (2017).

By the decision of the Minister of Defence (2021), the Working Group for Coordination, Monitoring and Evaluation of the Implementation of the Second National Action Plan for the Implementation of UN Resolution 1325 - Women, Peace and Security, Strategic Framework 2020-2025 was established.

Gender Equality Officer - female (year 2019) - was appointed in the Cabinet of the Chief of General Staff of the Army of the Republic of North Macedonia to provide guidance on gender equality and protection against harassment in the workplace. She coordinates and cooperates with gender instructors, gender representatives and gender mediators in the Army of the Republic of North Macedonia.

In addition, by the Decision of the Minister of Defence, an authorised person and his/her deputy were appointed for protection against harassment in the workplace. Thereby a network of a total of 36 gender officers was formed in the MoD and the AF. The authorised person has the power to receive applications for protection against harassment and to carry out internal procedures, as well as to provide professional support and advice to the employees of the MoD and the AF.

The gender officers are focal points for advice and assistance in the event of harassment in the workplace. They provide opinions and advice to management and command personnel in this area and advocate for gender equality.

In the MoD and the Army of the Republic of North Macedonia, there is a group of NATO-certified gender instructors , 21 persons in total, who are responsible for raising awareness on gender issues by conducting gender trainings in the MoD and the AFs.

7.5. Study programmes and integration of the gender perspective

The Professors at the Military Academy create study programmes according to a standardised methodology and a unique accreditation process. Namely, the accreditation of the study programmes for the first, second and third cycle of studies takes place after the completion of several stages, i.e. the preparation of the study programmes, the approval by the MoD, the adoption of the study programmes by the Scientific and Teaching Council of the MA and the Senate of the University “Goca Delčev”. Finally, they are accredited by the approval by the Government and the accreditation by the Accreditation Council of the Agency for the Quality of Higher Education in the Republic of North Macedonia.

At the Military Academy, the gender perspective is included in the subjects of sociology, military psychology and military history, which use information in this area through the *thematic content* of the curriculum to sensitise cadets, as future officers, to the gender aspects of the military profession and their role in promoting these values and applying them in practice.

Sociology - is conducted 2 hours per week in the second academic year, with special attention placed on social inequality, gender equality in the family and on different segments of society, discrimination against members of the LGBTI community, stratification, mobility and deviant social behaviour with reference to the sociological aspects of these phenomena on security. The gender perspective is an integral part of these topics. It is addressed through lectures in the form of discussions, questions and answers, as well as through the preparation of seminar papers on the subject. Within the topics and content of the study programme, the gender perspective takes up to 10%, with a tendency to increase this percentage during the accreditation period of the current study programme for the first study cycle in the MA.

Military Psychology - 2+1 hours per week in the 2nd academic year. Activities are carried out in accordance with the topic to be studied within the framework of education and exercises. In accordance with the opportunities offered by the programme, a special theme has been introduced - Theme 11: Morality, Ethics, Organisational Culture,

Equality, Non-Discrimination. The contents of these themes include topics such as promoting equality and respect for human rights, gender equality and non-violence. Exercises deal with topics in the field of gender equality and men/women cadets produce seminar papers, projects, surveys and conduct research.

Military History - is conducted 2+1 lessons per week. The content includes lectures and exercises on prominent women and men in international and national history, with a particular focus on women who are symbols of feminism and women's economic and political power. Likewise, examples of prominent women are elaborated. Those women, with their courage and sacrifice, symbolise the struggle for respect of civil rights, but also the equal participation of women and men in war events (especially in the Second World War). The themes of the fight for women's equality throughout history are addressed through video presentations and document analysis.

At the same time, gender training has been integrated into the MoD's annual calendar of specialised training. Indeed, trainings are planned for different categories of personnel of the MoD. They are organised through the recruitment of gender instructors, as well as external lecturers and experts, and through the support of international organisations. The MoD has been planning and conducting trainings on gender issues continuously ever since 2013.

AN EXAMPLE OF GOOD PRACTICE:

Gender training for the teaching staff of the MA

A seminar "*Integrating a gender perspective*" is planned for teaching staff of the MA "General Mihajlo Apostolski" in Skopje. It is planned within the framework of the project "*Strengthening of Regional Cooperation on Gender Mainstreaming in Security Sector Reform in the Western Balkans*" and in accordance with the Dynamic Plan for Small Projects of the Ministry of Defence to be implemented with the support of UNDP SEESAC.

The purpose of the seminar is to raise the awareness of the teaching staff of the MA in the field of gender equality with the aim of unifying the understanding of all participants of the need to integrate the gender perspective in education and training in the defence sector.

In the period from February 2021 - September 2021, extensive preparatory activities were carried out. The preparatory activities started with an online meeting between representatives of the MoD of the Republic of North Macedonia and the MA with the UNDP SEESAC Team. The purpose of the meeting was to plan the organisation of the seminar as well as the content and structure of the seminar: the number of participants was determined and the preliminary dynamics of the implementation were agreed. It was concluded that the seminar must be held for several groups so that all professors, associated professors and visiting professors of the MA could participate.

It was agreed that a detailed assessment of the level of knowledge and training needs of all participants would be undertaken to enable the planning of topics and content on an informed basis. For this purpose, the training needs assessment questionnaire was designed. The questionnaire was sent to all potential participants and more than 50% of the professors responded within the given deadline. A redacted analysis of the responses was carried out, which gave an insight into the different needs of the future participants of the seminar.

Based on the analysis of the training needs questionnaire, a one-day seminar programme was agreed upon, starting with the definitions of gender and sex, basic facts about the state of gender equality and gender discrimination, to security sector reform and the importance of the gender perspective in this context. The content of the seminar will include an exercise using real-life examples to better understand the need to incorporate the gender perspective in all areas of military training.

Expected outcomes of the seminar:

- Raise awareness among military academy teaching staff of the values and benefits of promoting and establishing gender equality and the importance of gender equality for future generations of officers.
- Raise awareness and reinforce the introduction of gender equality issues in the curriculum, especially, but not exclusively, in the field of social sciences.

The current degree programmes at the MA were accredited in 2017, so the academic year 2021/2022 will mark the fourth year of their implementation. The gender perspective will be integrated into part of the degree programme, with the next accreditation planned for the year 2022/2023.

During 2021, the Training and Doctrine Command has undertaken actions and activities and updated all plans and programmes for the delivery of courses by including content and topics from the gender perspective.

The gender perspective is integrated into the training of soldier candidates, introductory training for voluntary military service, training of professional soldiers, non-commissioned officer training and special gender and service training in the Army.

7.5.1. Processes and plans for education on gender perspective

The planning of education and training takes place in the MoD, the GS of the AF and the MA. In these processes, the goals and tasks are defined, and education and training are carried out and controlled.

According to the annual work plan, the MoD prepares the education, training, professional education and specialisation plan for the officials of the MoD and the AF (administrative officials of the MoD and military commanding officers entrusted with tasks in the MoD, as well as military and civilian personnel serving in the Army of the Republic of North Macedonia).

The plan regulates the education, training, professional development and specialisation of the personnel of the MoD and the AF in a systematic, professional and planned manner.

The plan is appropriately sized and proportionately designed to address all subjects of the education and training system in the MoD and the AF RNM. It is done through the elaboration of the proposal of subjects for education, professional training and development plans, which are harmonised and form an integral part of the plan.

In accordance with functional and professional needs and priorities, the Human Resources Service manages the education and training system by defining priorities and coordinating the needs of all organisational units.

A detailed and fundamental analysis of the training conducted so far in the country and abroad and the needs expressed by the organisational units of the MoD and the AFs are used for the annual planning of education, training and PTD. The plan also covers the improvement and specialisation of the administrative officers of the MoD and the military commanding officers entrusted with tasks in the MoD, as well as the military and civilian personnel in the service of the AFs. When developed, it is approved by the MoD. The MoD and the AFs use this document to plan their annual activities and establish guidelines for the development of human resources. All organisational units of the MoD and the AF are involved in the process of identifying needs for specific types of education, training, vocational education, specialisation and training in the country and abroad while still in the planning process.

In accordance with the Planning, Programming, Budgeting and Execution (PPBE) Guidelines, the Programme for Personnel and Education - Sector for Human Resources - schedules a meeting for the programme planning. Its purpose is to define the annual plans and programmes in the field of education and training for the following year with all the organisational units involved, to discuss identified problems and the need to improve them. Its purpose is also to make and harmonise specific recommendations and guidelines for the preparation of the Annual plan for education, professional development and training of the MoD and AF personnel.

Annual Plan includes:

Plans for education, training, professional development and development in the country:

Military Academy "General Mihailo Apostolski" - Skopje; Regional Centre for Public Relations; Training Centre "Dr Joseph Kruzel"; education, training and specialisation in external institutions in the country; Training Command; Pilot Training Squadron; Army Medical Training Department; Centre for Foreign Languages.

Plans for education, training, professional development and improvement and specialisation abroad: the process of planning PTD abroad is a professional and comprehensive process involving all agencies of the MoD, the AF, foreign and domestic defence institutions, as well as relevant international NATO training centres and representatives of friendly countries NATO. Most of the training is related to the activities and responsibilities of NATO and is aimed at personnel who are to participate in or conduct the international activities of NATO. In addition, training related to the EU's Common Security and Defence Policy (CSDP) is also planned.

When implementing PTD plan, the principles of transparency, ethnic and gender equality, as well as the applicable laws and by-laws governing the field of education and training in the MoD and the AFs are complied with.

Trainings in gender perspective were integrated in part of the annual plans. The operational plan for the implementation of the second NAP of the Republic of North Macedonia for Resolution 1325 was taken into account as a starting point, especially the activities foreseen in the strategic goal 5 - Coordination, education and training. Gender trainings are organised through trainings in this area in accordance with the annual calendar of specialised trainings held at the Training Centre "Dr Joseph Kruzel". Some of the trainings are planned at bilateral and regional levels and in cooperation with specific training centres.

At the same time, the MoD has been continuously organising and conducting trainings on gender since 2013. In addition, the staff of the MoD actively participates in trainings in the field of gender perspective and prevention and protection against discrimination organised by the Ministry of Labour and Social Policy or other international organisations and civil society organisations. Training in gender perspective is part of the pre-deployment training intended for MoD and AF personnel to go on international missions.

J-7 / AF GS organises two training conferences annually: a planning conference (in March) and final conference (in November) at which the subordinate commands and units of the AF express their training needs.

An annual training calendar-plan is drawn up based on the expressed needs and the agreement from the final conference. It forms the basis for further planning and implementation of activities.

7.6. Gender training of personnel conducting military education and training

The activities in the field of gender perspective include the personnel of the MA. Namely, considering that in the period 2018-2020 the Programme - Military Academy was observed from the perspective of gender responsibility, one member of the MA was in the working group for the implementation of the GRB.

At the same time, among the certified gender instructors - three are from the MA. The MA's professor of military psychology, a subject that includes issues from the gender perspective, is also a certified gender instructor, while the professor of history, which also includes the gender perspective, is the Deputy Coordinator for Equal Opportunities for Women and Men in the MoD.

Among the designated gender equality officers, there are two gender equality officers from the MA. They have completed the NATO-certified electronic courses ADL169 (Improving Operational Effectiveness in Integrating the gender perspective) and ADL 171 (Course on Gender Officers).

As part of the collaboration with UNDP SEESAC, the training "Implementing a Gender Perspective" was planned for the MA teaching staff. However, it was postponed in 2021 due to the pandemic and planned for 2022.

During 2019-2021, some of the gender instructors of the MoD and the AF participated in the following activities:

- "Gender Training of the Trainers Course" (GTot), September 2021, RACVIAC, Republic of Croatia - three trainees obtained the NATO gender trainer certificate and one women gender trainer from the MoD was engaged as a union leader.
- Senior Leader Seminar + Gender Focal Point Training, participation of a women gender trainer and trade union leader, March 2020, Chisinau, Moldova.

- (Online) Conference on the occasion of the 20th Anniversary of UNSCR 1325 - Women, Peace and Security - from Expectations to Reality - participation of a gender trainer as a panellist, November 2020 in the organisation of RACVIAC
- (Online) Inclusion and equal opportunities for women with disabilities in the defence sector, December 2020, organised by UN Women - participation of a women gender trainer as a panellist;
- (Online) Course on women's inclusion and gender perspectives in the AFs, 2021 - participation of a women gender trainer, organised by the Canadian Armed Forces;

7.6.1. The role of gender instructors in the defence system

The MoD plans, organizes and implements training on gender equality as a capacity-building activity. The aim of the training is to enable participants to understand the different roles and needs of women and men in society, to challenge the structures of discriminatory behaviour and socially constructed inequalities. Its purpose is also to contribute, using the acquired knowledge, to the integration of gender perspectives in the MoD and the AF, but above all, to raise and strengthen gender awareness.

According to NATO Bi-SCD 40-1, gender training is a national task of the AF, and it should serve as a vehicle to ensure that this topic applies to both military and civilian personnel.

For employees of the MoD and the AF, gender training is conducted in accordance with the annual plans of the MoD and the AF, such as: general (basic gender training) and specialised (gender training for persons deployed to peacekeeping and humanitarian missions abroad, briefing after return from mission and others).

Training on gender equality is conducted by instructors for gender issues from the Ministry and the Army, who have a certificate of successfully passing the final exam of training for gender instructors in the army according to NATO standards.

The Ministry and the Army have a group of 21 NATO-certified instructors for gender issues, of which 14 are women and 7 are men, and the process of their certification began in 2013. The gender instructors/keys were trained within the UNDP SEESAC regional project and within the framework of bilateral cooperation with RACVIAC, as well as with NCGM. The training for gender instructors was organised with the support of NCGM and UNDP SEESAC.²²⁶

The gender instructors, apart from being involved in conducting gender training for personnel in the Ministry and the AF, also make a major contribution in organizing and conducting gender training for AF from other countries.

In accordance with the instructions for organising and conducting gender training for employees of the MoD and the AFs, the Human Resources Department evaluates the success of the gender training after each gender training conducted, using an evaluation questionnaire.

The evaluation is carried out in the following sections:

- evaluation of the gender training,
- evaluation of the instructors, and
- evaluation of the knowledge transfer.

Gender instructors are actively involved in other gender equality activities in the ministry and the army, in addition to conducting gender training. Some of them are members of the Working Group for Coordination, Monitoring and Evaluation of the Implementation of the Second National Plan of Action for the Implementation of UNSCR 1325 - WPS for the period 2020-2025. They are also involved in the implementation of activities from the operational plan of the Ministry of Defence for the implementation of the second NAP.

²²⁶ This number increased by four new instructors who finalised GToT in June, 2022, held in Skopje. As of June 2022 there are 25 gender instructors in total.

At the same time, some of the gender instructors are involved in the drafting strategic documents in the field of gender equality and documents directly regulating specific segments of gender equality and protection against discrimination and all forms of harassment in the workplace.

UNDP SEESAC supported the establishment of the regional network for gender instructors from the Western Balkans. Annual regional meetings are organised within the regional network. These meetings serve to share experiences, lessons learned, best practices and ideas for future gender trainings in the MoDs and the AF of the Western Balkans.

From the practice of the past years, there is a need to specify the way of their engagement, investments for additional engagement, the possibility of additional training in a certain area and the period by which they are obliged to conduct gender training. Those would be motivational elements of already certified and future gender instructors.

In accordance with the newly created conditions for holding trainings (due to the anti COVID-19 measures) and approaching the realisation of e-trainings, it is necessary to create e-training modules as soon as possible and improve the skills of gender instructors in order to implement online trainings.

7.6.2. Personnel of the Ministry of Defence and the Armed Forces who have completed gender training in 2019-2021

The table below shows data disaggregated by gender for the last three years (2019-2021):

- staff who have attended trainings, seminars and workshops in the country and abroad in the last three years;
- preparatory training for personnel intended for and deployed to missions;
- members of the MoD and the AF who, in turn, have participated in meetings, conferences or discussions in the field of gender.

In this context, we would like to highlight the impact that the situation and the protection measures to combat the pandemic COVID -19 had on the organisation of and participation in training in the field of gender equality and gender perspective, among others, which was particularly pronounced in 2020.

Gender classified data on gender training participants, workshops and seminars in the country and abroad

INSTITUTION		GENERAL STAFF OF THE AF					MINISTRY OF DEFENCE				TOTAL:
Implementing year	Category of participants (officers, non-commissioned officers, professional soldiers, civilians, men and women)	Officers	Non-commissioned officers	Professional soldiers	Civilians	Total GS (General Staff)	Administrative support workers	Officers	Non-commissioned officers	Total MoD	Total MO and GS
2021	Men	123	328	1552	94	2097	13	11	0	24	2121
	Women	62	104	154	44	364	38	10	1	49	413
	TOTAL:	185	432	1706	138	2461	51	21	1	73	2534
2020	Men	5	15	22	5	47	2	1	0	3	50
	Women	3	9	11	1	24	10	1	0	11	35
	TOTAL:	8	24	33	6	71	12	2	0	14	85
2019	Men	25	3	0	0	28	60	8	4	72	100
	Women	30	7	0	10	47	107	34	4	145	192
	TOTAL:	55	10	0	10	75	167	42	8	217	292

The following topics are covered in the trainings on gender equality and the implementation of the gender perspective:

- Law on Equal Opportunities - implementation of the concept;
- Law on Prevention and Protection against Discrimination - implementation of the concept;
- Gender Equality and Peace Missions;
- Sexual violence under conditions of war and peace;
- Achievements in the field of gender integration in the MoD and the AF.

1. Basic gender training covers areas such as:

- Gender terms and definitions,
- Law on Equal Opportunities for Men and Women,
- Law on Prevention Protection against Discrimination,
- International legal framework and action mechanisms (with a focus on UNSCR 1325),
- Gender perspective in military operations and crises,
- Sexual violence in war and peace.

2. Training for senior leadership includes areas such as:

- Gender terms and definitions,
- National legal framework,
- International legal framework and mechanisms for action (with a focus on UNSCR 1325),
- Gender perspective in military operations and crises,
- Sexual violence in war and peace,
- Achieved results in the MoD and the AF
- Gender approach in missions / practice, experiences and lessons learned.

3. Pre-deployment gender training covers the following areas:

- Gender terms and definitions,
- UNSCR 1325
- Gender perspective in military operations and crises,
- Sexual violence in war and peace,
- Lessons learned.

In 2019, 2020 and 2021, pre-deployment training was organised for staff going on missions. At the training, 5.45% of the total participants were women, i.e. a percentage by age:

The percentage of women who were trained before being sent on mission	2019	2020	2021
TOTAL:	8,25 %	1,8 %	6,56 %

Gender-disaggregated data on participants in meetings, discussions and conferences in the field of gender perspectives at home and abroad

INSTITUTION		GENERAL STAFF OF THE AF					MINISTRY OF DEFENCE				TOTAL:
Implementing year	Category of participants (officers, non-commissioned officers, professional soldiers, civilians, men and women)	Officers	Non-commissioned officers	Professional soldiers	Civilians	Total GS (General Staff)	Administrative support workers	Officers	Non-commissioned officers	Total MoD	Total MO and GS
2021	Men	5	0	0	0	5	0	2	1	3	8
	Women	13	3	2	2	20	13	9	1	23	43
	TOTAL:	18	3	2	2	25	13	11	2	26	51
2020	Men	2	0	0	0	2	0	5	0	5	7
	Women	5	1	0	2	8	11	6	0	17	25
	TOTAL:	7	1	0	2	10	11	11	0	22	32
2019	Men	11	0	0	0	11	0	2	7	9	20
	Women	14	9	0	9	32	3	34	4	41	73
	TOTAL:	25	9	0	9	43	3	36	11	50	93

7.6.3. The process of education of decision-makers and staff with the highest ranks

In order to achieve the integration of the gender perspective and gender equality, collective, organizational and programmatic efforts involving all employees at all levels should be invested. Strong, committed and accountable leadership is needed to initiate, lead and monitor gender integration, set consistently high standards and recognise the impact of both internal and external dimensions of gender equality, including in the area of defence.

Management should initiate and support comprehensive transformation measures of the institution, including through the development of strategies and policies, the eradication of discriminatory practices and the implementation of comprehensive staff training on gender equality. Leadership should inspire and contribute through its public statements and activities for a better understanding of the gender perspective in the institution.

In light of the above, the MoD is intensively working on incorporating the gender perspective into work processes, which is one of the assumed commitments of the MoD and the AF. This implies the integration of the gender perspective in each of the stages of development, adoption, implementation, monitoring and evaluation of policies - with special emphasis on promoting and improving equal opportunities for women and men.

To underline the importance of this issue, in December 2018, the Minister of Defence instructed those responsible for programmes and sub-programmes to observe the gender perspective at all levels of the planning and budgeting process in the MoD and the AF.

The Ministry's specialised training calendar includes gender equality and gender perspective training aimed at strengthening the specific competencies of management and command staff.

Trainings on the following topics are planned for management and command staff:

- Supporting women leaders in defence,
- Implementation of the gender perspective in defence policy and practice,
- Gender perspective and the second NAP of the Republic of North Macedonia on the implementation of Res. 1325 (2020-2025),
- Strategic leadership and policymaking.

In 2021, the Training and Doctrine Command undertook concrete activities and measures to integrate gender issues into military education and training. It also updated all plans and programmes for the implementation of courses in its area of responsibility by including content (topics) from the gender perspective.

At the same time, the MoD has not yet found itself in the role of an organiser of mentoring as a means of raising awareness among personnel for management and command positions. However, we emphasise that MoD staff actively participate in the project activity to promote women's professional development and leadership skills in the public sector by participating in the mentoring programme “Women for Women in the Public Sector”. This activity was organised by the Ministry of Labour and Social Policy and the OSCE Office in Skopje in the period 2019-2021. Three women from the Ministry of Defence participated in this mentoring programme in the programme for mentors and three women in the programme for mentees.

7.7. Budgeting process for military education and training

Draft budget request for the following year is currently being prepared based on the provisions of the Law on Budget²²⁷ (“Official Gazette of the Republic of Macedonia” no. 64/2005, 4/2008, 103/2008, 156/2009, 95/2010, 180/2011, 171/2012, 192/2015 and 167/2016). The Strategic Defence Review, the Long-Term Defence Capability Development Plan, the Medium-Term Defence Capability Development Plan 2019-2028, the Annual Guidelines for the Preparation of Budget Calculations by the Ministry of Finance, PPBE Guidelines in the MoD and the actual needs of the MoD and the AF are also used for its preparation.

The proposal of the budget request of the Ministry of Defence is to be prepared in the specified amount of financial resources and for the financing of current, capital and other expenses of the MoD and the AF, in accordance with the following programmes:

- **Programme 1** “Administration”,
- **Programme 2** “Functioning in the Army”,
- **Programme 3** “International missions and operations”,
- **Programme 5** “Real estate and services”,
- **Programme 6** “Military Academy”,
- **Programme A** “Decentralisation” and
- **Programme B** “Improving defence and security”.

Through budgeting as a phase of the PPBE system, the funding of the adopted programmes is coordinated with the level of funding approved by the MoD budget. The Ministry's budget includes the annual revenue plan approved by the budget of the Republic of North Macedonia, revenues from its own sources and inflows from other sources, which are used to finance the established programmes. The budget of the Ministry is to be prepared in the current year and executed in the following year and is to cover the period of a fiscal year beginning on 1 January and ending on 31 December of the current year.

227 Available at: sivesnik.com.mk/Issues/6AB93026F74BA3488113E5A39FE334CC.pdf

The Programme 1 - Administration includes Sub-programme 11 - Vocational Education and Training at Home and Abroad.

The sector for Human Resources of the MoD is in charge of planning this sub-programme. Every year, it plans for the cost of education, professional development (courses, specialisations, postgraduate studies, PhD studies) and other types of professional development and training for MoD and the AF personnel.

The Military Academy is responsible for Programme 6 - MILITARY ACADEMY. Funds of this programme are earmarked for the training of cadets as well as for educational resources, contractual services and others.

Logistical costs required for cadet education and other types of training in cooperation with the General Staff of the AFs are budgeted for under other programmes.

In 2018, the MoD started gender-responsive budgeting through the Gender Equality Budget Statement submitted to the Ministry of Labour and Social Policy, stating that Budget Programme 6 - Military Academy would observe the implementation process of Gender Responsive Budgeting (2018-2020).

Under the Programme 6 - Military Academy, a Gender Budget Initiatives Form is to be completed in accordance with the Gender Budgeting Strategy of the Republic of North Macedonia (2012-2017) and a Gender Budget Declaration, as the gender dimension needs to be included in the budgeting process.

Gender budgeting initiatives are part of the activities of budget beneficiaries who plan activities from the gender perspective when budgeting and submit the name of the gender initiative and the draft budget for execution. In all the above-mentioned phases, Budget Programme 6 - Military Academy - is funded from the budget of the MoD.

The MoD conducts short-term (annual), medium-term (for a period of four years) and long-term (for a period of ten years) budgeting.

Short-term annual planning is an integral part of planning that realises the management of human and material resources and links planning directly to programming and budgeting.

The medium-term development plan involves the elaboration of the objectives of the long-term plan into concrete needs for skills and capacities in the following functional areas: staff, organisation, training and training, materials, facilities and maintenance. The medium-term plan is valid for a period of four years and is updated every two years. It should be adopted no later than the end of June of the year in which it is adopted/updated.

The basis for long-term planning in the Ministry are strategic planning documents covering a period of ten years. The long-term development plan is updated every four years and adopted no later than the end of June of the year in which it is adopted/updated. The long-term development plan provides a ten-year projection of defence capabilities and capacities, in particular in the following areas: defence policy, defence capabilities and capacities, force structure, personnel, equipment, training, infrastructure and financial resources.

7.7.1. Gender-responsive budgeting

In order to implement Article 5 of the Law on Equal Opportunities and the Strategy for the Implementation of Gender Responsive Budgeting (2012-2017) and the commitments contained in the Gender Responsive Budgeting Methodology, the MoD actively participated in the implementation of the process of Gender Responsive Budgeting. It did so through the selection of the Military Academy Programme, for which the Gender Budget Statement (2018-2020) was prepared.

In line with the Gender Equality Strategy, which aims to promote equal opportunities for women and men, the MoD has begun to incorporate the gender perspective into the process of cadet training, starting from the stage of generating interest in enrolling in the Military Academy and continuing through the employment stage.

The mentioned programme is implemented in several phases for the first cycle of undergraduate studies. That includes the promotion of the military profession,

competition for enrolment of cadets, applications according to the competition, selection, admission of cadets to studies (with accommodation in a boarding school) and promotion to the officer rank, i.e. work in the MoD and the AFs.

The gender budget statement prepared in 2018 includes: an analysis of the situation regarding gender issues in the field of the programme, proposed actions, expected results, a description of the practical steps to achieve results that provide better opportunities for both women and men (cadets) in the implementation of the programme. It also included a description of how the achievement of these results will contribute to the promotion of gender equality, monitoring through results indicators, and budget allocation.

The MoD National Budget Statement for 2018-2020 envisaged the following output indicators:

- 20% increase in the percentage of registered candidates;
- maintaining the percentage of enrolled cadets;
- improved accommodation facilities;
- gender-sensitive teaching staff at the Military Academy and the Centre for the Training of Cadets, who are sensitised through gender trainings and seminars intended for them
- an equal distribution of cadets in all military branches of service according to the needs of the AFs;
- greater exposure and promotion of TV and radio broadcasts, newsletters and campaigns;
- including the gender perspective in the selection of the teaching staff of the Military Academy and the Centre for the Training of Cadets, as well as increased gender representation in the working bodies and commissions of the Military Academy.

Achieved results, changes and impacts, monitoring of baseline conditions and indicators show changes or achieved results in the period from 2018 to 2020.

Comparative overview of the candidates who filed application and who became candidates in the period 2018-2020

YEAR	CANDIDATES FROM THE REPUBLIC OF NORTH MACEDONIA					ADMITTED CADETS FROM THE REPUBLIC OF NORTH MACEDONIA				
	Male	%	Female	%	TOTAL:	Male	%	Female	%	TOTAL:
2018	69	70%	30	30%	99	22	67%	11	33%	33
2019	46	77%	14	23%	60	19	68%	09	32%	28
2020	52	67%	25	33%	77	13	52%	12	48%	25

In the academic year 2020/2021, following the announcement of the selection process for the admission of cadets in the Republic of North Macedonia, a greater number of applications was observed than in the previous academic year. A total of 77 candidates applied. The percentage of registered candidates was 67% and that of female candidates was 33%. Compared to the previous two years, the percentage of registered candidates compared to the total number of all registered candidates steadily increased by 3% compared to 2018 and by 10% compared to 2019.

In the academic year 2020/2021, the percentage of women cadets accepted was 48%, and of men cadets was 52%. There was a significant increase in the percentage of cadets accepted compared to the previous two years: an increase of 15% compared to 2018 and an increase of 16% compared to 2019.

In line with the set output indicator - maintaining the percentage of enrolled cadets (30 - 40%) - it is evident that this was achieved and exceeded by 10%. In the academic year 2020/2021, a high percentage of enrolled cadets was achieved, which was 48%.

Of the total of 29 cadets and students graduating from the Military Academy in 2020, 24% were women cadets. At the same time, women cadets are represented in all branches of service, in accordance with the established output indicator for the distribution of men/women cadets among all branches of service, in line with the needs of the Army.

Of the highest-ranking graduates in 2020, one of the three with the best results was a women cadet.

The gender perspective is taken into account in the representation of the teaching staff (women-men) in the working bodies and commissions of the Military Academy, as well as in the participation in national and international activities, conferences, seminars, projects, etc. Three women tenured professors, four women professors and two professional associates as (temporary) associate professors were involved in the implementation of the study programme from the first study cycle at the Military Academy.

To supplement the teaching content from the gender perspective, thematic content was included in the curriculum in the subjects of military psychology, sociology, military history and from the academic year 2020/2021 in the subject of human rights. The intention was to sensitise the cadets - the future officers - to the gender-specific aspects of the military profession and their role in promoting these values and putting them into practice.

In order to arouse even greater interest in studying at the Military Academy and to inform high school students about the military profession, the MoD website has a special sub-section "Military Academy", with content from the activities of the Military Academy as well as the sub-section "Apply! Become part of our Armed Forces! Be an officer!"²²⁸, which contains a section for the Military Academy, presenting the opportunities it offers: high-quality education, the exclusive opportunity of university scholarships and boarding school. After graduation and attainment of officer rank, employment with the AF is assured.

In order to popularise this profession, a brochure with information on the conditions and possibilities of studying at the Military Academy, photo galleries and videos is attached.

In addition, in the period 2018 - 2020, the Ministry of Defence carried out activities - Popularisation of Military Service - to attract personnel to join the AF. The Military Academy is also participating in the popularisation of the military

228 Available at: mod.gov.mk

profession, i.e. in the promotion of training at the Military Academy. The project is implemented through meetings, familiarising with and promotion of the military profession to students in secondary schools throughout the country.

There is space in the monthly editions of the magazine “Štit” /Shield/ for information on all important activities of the Military Academy. The content is also published on social networks (Facebook, Twitter). In the process, important information, events, ceremonies and activities for the Academy are constantly published in the form of photo and video recordings.

Budget Allocations - Gender Responsive Budgeting

In addition to the funds earmarked for the Programme 6 - Military Academy, the MoD funds from various budgetary sub-programmes are used for the activities of the Military Academy.

In the period from 2018 to 2020, a constant increase in funding was recorded for the Programme 6-Military Academy. In 2019, the budget for this programme increased by 27.20% compared to 2018; in 2020, the budget increased by 18.34% compared to 2019; a 5% increase in the budget compared to the approved 2021 budget, and an 81% increase compared to the revised 2021 budget.

AN EXAMPLE OF GOOD PRACTICE:

Gender responsive budgeting for the Programme: Military Academy

With the prepared Gender-responsive budget statement for the programme: Military Academy (2018 - 2020), the MoD initiated the gender-responsive budgeting (GRB) process to be implemented in the Republic of North Macedonia in accordance with the Gender Responsive Budgeting Methodology for State Administrative Bodies. GRB is a tool for the successful implementation of the obligations arising from the Law on Equal Opportunities for Women and Men. The GRB improves both the transparency and accountability of institutions in planning and spending funds and promotes equal opportunities for women and men.

In 2018, the MoD started a gender-responsive approach in the selected programme and monitoring the distribution of financial resources within the programme. It is

important to emphasise that the GRB does not call for specific budget allocations for women but for a gender-responsive approach to the planning of budgetary resources within the programme and the monitoring of implementation through appropriate performance indicators.

Benefits from the implementation of gender-responsive budgeting for the said programme:

- an incentive to maintain gender-disaggregated statistics based on a previously prepared analysis of the state of affairs (gender-disaggregated data on cadets that applied, were admitted and graduated from the first cycle of studies at the Military Academy). In this context, the high percentage of women cadets enrolled at the Military Academy in 2020 is particularly noteworthy, at 48%;
- a better understanding of how budgetary resources are spent and the impact of policies;
- the planning of specific activities and measures to achieve the desired results, monitored over three years through specific output indicators, i.e. assessing and reporting on the results achieved, aimed at integrating gender perspectives;
- the introduction of gender-sensitive content in some subjects at the Military Academy. Indeed, in 2018, there was gender equality content in two subjects, while in 2021, gender perspective was introduced in a total of four subjects. It is planned to include additional content from the field of gender equality in the curriculum with the next accreditation of the curricula and programmes of the Military Academy (2022/2023);
- gender-responsive popularisation of the military profession with the aim of familiarising young men and women with the opportunities for enrolment at the Military Academy and the benefits of the military profession, noting that particular emphasis is placed on encouraging girls to apply and enrol at the Military Academy, which has already produced measurable results;
- improving accommodation capacities, taking into account the various needs of the cadets. Financial resources for this programme are secured from the Ministry of Defence budget. In the period from 2018-2020, funds for the programme: Military Academy increased steadily.

At the end of the three-year period (2018-2020) covered by the Gender Responsive Budget Statement, the Ministry of Defence and the Military Academy will continue the implementation of the GRB, including monitoring and reporting on the achieved results of the measures implemented in the following years.

7.8. Key stakeholders for integrating the gender perspective in military education and training

In addition to the MoD and the AF organisational units responsible for human resource management and education and training planning, the highest authorities in the MoD and the AF play an important role as key actors in improving the integration of gender perspectives in education and training, i.e. providing support in creating policies and programmes in this area.

Other important actors are international organisations working in the field of gender. In line with previous experience and established cooperation, we emphasise that the support of the MoD through UNDP SEESAC in the implementation of activities under the regional project is of great importance, as well as activities planned bilaterally in the framework of small projects. The support of the UN Women's Office in Skopje, as well as the OSCE Mission, the NATO Liaison Office, the European Union Delegation, the International Republican Institution and the National Democratic Institute should also be highlighted.

At the same time, the established cooperation with several civil society organisations whose field of work is gender equality and gender perspective plays an important role.

The contribution of these organisations was observed in the past period. Their contributions were especially visible in the application of the principles of inclusiveness and transparency in the preparation of the second NAP on the implementation of UNSCR 1325, a process in which the aforementioned international organisations, as well as some of the civil society organisations from the Republic of North Macedonia, were actively involved.

We should also mention the cooperation with the PSOTC centres in Bosnia and Herzegovina, RACVIAC in the Republic of Croatia and NCGM in Sweden.

At the same time, we emphasise that the Ministry of Labour and Social Policy, as the ministry responsible for the national integration of gender perspective,

plans and organises a number of activities. These activities aim to strengthen the capacity of the staff of ministries and other state administrative institutions. They are intended for the coordinators and deputy coordinators for equal opportunities for women and men. In addition, they include thematic activities and the form of training and workshops for specialised staff in specific areas.

Higher educational institutions - universities, external experts and consultants are also one of the important factors contributing to the integration of the gender perspective in education and training in the field of defence in the Republic of North Macedonia.

The relevant actors in the field of integration of gender perspective in education (curricula and programmes of the Military Academy) are: the Senate of the University "Goce Delčev"- Štip, the Government of the Republic of North Macedonia and the Accreditation Council of the Agency for the Quality of Higher Education in the Republic of North Macedonia.

8. SERBIA

- BASELINE OVERVIEW

8.1. Normative framework

The legal framework of the Republic of Serbia provides a normative basis for the realisation of gender equality. Gender equality and the prohibition of discrimination, including the prohibition of discrimination on the grounds of sex are guaranteed by the Constitution as the supreme legal enactments of the State (Article 15 and Article 21 of the Constitution of the Republic of Serbia)²²⁹. It is also guaranteed by a number of adopted public policies, laws and by-laws that are harmonised with the international law framework relating to gender equality and the prohibition of discrimination on the grounds of sex. The Republic of Serbia is a signatory to important international conventions. These are: the Convention on the Elimination of All Forms of Discrimination (CEDAW)²³⁰, United Nations Security Council Resolution 1325 "Women, Peace and Security", the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention)²³¹, and achievements in achieving the goals of the Beijing Declaration and Platform for Action were presented in the report on the 25th anniversary of the adoption of the Beijing Declaration.²³² The Republic of Serbia is committed to achieving the United Nations 2030 Agenda for Sustainable Development (2030 Agenda) and submits voluntary reports on progress in achieving the SDGs.

The rest of the text lists the main policies and laws related to gender equality in general, and then the normative framework related to gender equality in the defence system of the Republic of Serbia, as well as the normative framework regulating education and training in the defence system. Although gender equality is not explicitly mentioned in many documents that form the normative framework, the international legal norms that the Republic of Serbia has included in its normative framework, as well as the domestic policies and laws that refer to gender equality and the prohibition of discrimination, are relevant to the field of military education and training.

229 "Official Gazette of the Republic of Serbia", no. 98/2006

230 Serbia submits regular reports to the CEDAW Committee, comprised of 23 independent experts. The Committee examines the reports of the countries that have acceded to the Convention and makes recommendations to the countries on the basis of these reports.

231 The Republic of Serbia submitted the first communication at the request of the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO).

232 Available at: unwomen.org

8.1.1. Public policies and general legal framework regulating gender equality

In the context of public policy²³³, i.e. strategic planning documents, the issue of gender equality is governed by the **National Strategy for Gender Equality** for the period 2021-2030.²³⁴ The Strategy is multi-sectoral and is based on the United Nations 2030 Agenda for Sustainable Development (2030 Agenda) and relevant European Union (EU) documents in the context of the EU accession process.²³⁵ The goals set out in the Strategy are in line with the goals and sub-goals defined in the 2030 Agenda and are in line with the recommendations of the CEDAW Committee.

Planning documents related to economy, education and science relevant to the National Strategy for Gender Equality include, among others, the National Action Plan (NAP) for the implementation of UNSCR 1325²³⁶, the National Security Strategy (2021)²³⁷, the Defence Strategy of the Republic of Serbia²³⁸ (2019). The planning documents related to gender aspects of human rights, security and violence against women and political life are: Strategy for preventing and combating gender-based violence against women and domestic violence for the period 2021-2025.²³⁹, Strategy to Prevent and Suppress Human Trafficking, especially Trafficking in Women and Children and Victim Protection 2017–2022²⁴⁰

233 Documents guiding public policy include strategies, programmes, concepts and action plans (Government of the Republic of Serbia, Public Policy Secretariat, available at: rsjp.gov.rs/cir/pitanja-i-odgovori/)

234 [The National Strategy for Gender Equality](#) for the period 2021-2030 was adopted in October 2021. The working group for the development of the Strategy was chaired by the Deputy Prime Minister and the Chairperson of the Gender Equality Coordination Body. The drafting of the proposal for the Action Plan for the period 2021-2023 is underway.

235 The European Institute for Gender Equality (eige.europa.eu/gender-mainstreaming) provides technical assistance to Serbia in integrating the principles of gender equality into its policies on the road to EU membership. This includes improving the collection of statistical data on the state of gender equality, in particular data on gender-based violence and victim protection, in line with the Istanbul Convention.

236 "Official Gazette of the Republic of Serbia", no. 53/17

237 Available at: mod.gov.rs

238 "Official Gazette of the Republic of Serbia", no. 94/19

239 "Official Gazette of the Republic of Serbia", no. 47/21 (work on the preparation of the AP is underway).

240 "Official Gazette of the Republic of Serbia", no. 77/17

and its accompanying AP²⁴¹ (2021–2022), Strategic Public Security Assessment (2021)²⁴², National Strategy for the Prevention and Countering of Terrorism (2017-2021)²⁴³, NAP for the implementation of UNSCR 1325²⁴⁴, Action Plan for Chapter 24 - Justice, Freedom and Security²⁴⁵, National Security Strategy (2019)²⁴⁶, Defence Strategy of the Republic of Serbia (2019)²⁴⁷ and its accompanying Action Plan, and the Strategy for Combating High-Tech Crime (2019-2023).²⁴⁸

The issue of gender equality is regulated by the systemic **Law on Gender Equality** (“Official Gazette of the Republic of Serbia”, No. 52/21). It regulates the concept, meaning and policies for achieving and improving gender equality, the types of planning enactments in the field of gender equality and the method of reporting on their implementation, the institutional framework for achieving gender equality, monitoring of the implementation of laws and other issues of importance for achieving and improving gender equality. The provisions of this Law cannot be interpreted or applied in a way that abolishes or restricts the rights established by other regulations. It limits or diminishes the level of human rights achieved in the field of gender equality arising from the Constitution, confirmed international treaties, generally accepted rules of international law, laws, as well as European Union legislation on gender equality (Article 2 of the Law).

Article 39 refers to gender equality in the field of defence and security. Public authorities and employers performing duties in the field of defence and security are obliged to ensure the implementation of the policy of equal opportunities and the promotion of gender equality and to contribute to the elimination of gender stereotypes in the exercise of the rights and duties of persons of both sexes in the field of defence and security. The Defence Inspectorate supervises the implementation of laws in the field of defence and of significance for defence

241 “Official Gazette of the Republic of Serbia”, no. 77/17

242 [Strateska procena javne bezbednosti MUP.indd](#)

243 “Official Gazette of the Republic of Serbia”, no. 94/17

244 “Official Gazette of the Republic of Serbia”, no. 53/17

245 Available at: mup.gov.rs

246 “Official Gazette of the Republic of Serbia”, no. 94/19

247 “Official Gazette of the Republic of Serbia”, no. 94/19

248 “Official Gazette of the Republic of Serbia”, no. 71/18

and the Serbian AFs. It also supervises the implementation of the regulations stemming from these laws, plans and actions of state bodies, organisations and the Serbian AFs, as well as other tasks specified in the Law on Defence, in accordance with the Law on Defence and other laws and regulations related to inspection supervision.²⁴⁹ The Ministry of Defence is required by law to prepare an annual report, which is submitted to the Ministry responsible for Human Rights by 15 January for the previous year (at the time of completion of the regional baseline study - Ministry of Human and Minority Affairs and Social Dialogue).

It is particularly important to highlight Article 37 of the Law, which regulates the field of education, science and technological development, and which states that “public authorities and employers performing tasks in the field of education, science and technological development in accordance with laws and other regulations are obliged to:

1) **take into account the content of gender equality** when adopting plans and programmes for teaching and learning, i.e. study programmes, in setting standards for textbooks, teaching methods and standards for school premises and equipment. They are also obliged to exclude gender stereotypes from teaching programmes and materials at all levels of education and training, as well as sexist content, including content related to gender equality. The aim is to overcome gender stereotypes and prejudices, promote mutual respect, the non-violent resolution of conflicts in interpersonal relationships, prevent and comb gender-based violence and respect for the right to personal integrity, in a manner appropriate to the age of the pupils, i.e. students, in a manner appropriate to their age;

2) **support publicly funded educational programmes and scientific research to help promote gender equality** and overcome gender stereotypes;

3) ensure that the content of curricula and learning programmes, i.e. study programmes and textbooks and other teaching materials, are designed to **affirm**

249 The Defence Inspectorate is an administrative body within the Ministry of Defence that performs inspection tasks related, *inter alia*, to the implementation of decisions and enactments of the President of the Republic and the Government of the Republic of Serbia, which also refers to normative framework regulating the area of gender equality and the prohibition of discrimination.

equality and increase the visibility of sensitive social groups and contribution to science, technological development, culture and the arts, **defence and security**;

4) in accordance with the Law, take measures that include:

(1) **integrating gender equality into curricula and learning programmes**, including recognition and encouragement to report gender-based violence and violence against women in:

- regular school subjects and extracurricular activities,
- planning and organising various forms of training in all educational institutions, centres or organisations where lecturers are trained,

(2) **changing the content of curricula and learning programmes**, i.e. study programmes, textbooks and other teaching materials, **to affirm equality** and make more visible women's contribution to science, technological development, culture and the arts;

(3) **use of gender-sensitive language**, i.e. language that corresponds to grammatical gender, in textbooks and teaching materials, as well as in certificates, diplomas, classifications, titles, occupations and licences, and other forms of educational work;

(4) the evaluation of the content of textbooks and other teaching materials in terms of their impact on the promotion of gender equality;

(5) **continuous professional development and additional training for education staff and professional training for trainees on the promotion of gender equality, recognition and protection against discrimination on the grounds of sex**, i.e. of gender. Also, conduct trainings in sexual orientation, sexual characteristics, disability, race, nationality or ethnic origin, and other personal characteristics, increasing sensitivity to the content of the curriculum and teaching materials, human rights, discrimination based on sex, i.e. gender, the status and protection of persons with disabilities, peer violence, gender-based violence and violence against women and girls;

(6) undertaking special measures to promote gender balance in enrolment in study programmes, scholarship programmes, lifelong learning programmes and in the use of information and communication technologies;

(7) undertaking special measures to actively include in the system of education and training persons who are at increased risk of dropping out of education because of their gender, sexual characteristics, gender stereotypes, marital status, tradition and socio-economic conditions;

(8) adoption and implementation of special measures in the field of publicly funded scientific research to integrate the gender perspective at all stages of the preparation, assessment, selection, implementation and evaluation of the results of scientific research projects. Equal participation of women and men in research teams and bodies responsible for the assessment, selection and evaluation of scientific research projects should also be observed.

The Strategy for the Prevention and Protection against Discrimination²⁵⁰, and the **Law on Prohibition of Discrimination**²⁵¹ which regulates the general prohibition of discrimination, forms and cases of discrimination, as well as the procedures for protection against discrimination, also regulate this issue. According to Article 2 item 1) of the same Law, the terms “discrimination” and “discriminatory treatment” mean any unjustified distinction or unequal treatment, i.e. omission (exclusion, restriction or preference) in relation to persons or groups and their family members or persons close to them, in an overt or covert manner, on the grounds of race, colour, descent, nationality, national or ethnic origin, language, religious or political belief, sex, gender, gender identity, sexual orientation, sexual characteristics, income, assets, birth, genetic characteristics, health status, disability, marital status, criminal record, age, appearance, membership in political, trade union and other organisations and other actual or perceived personal characteristics.

The Labour Law regulates issues related to employment, and Articles 18 through 23 refer to the prohibition of discrimination in the workplace, including discrimination based on gender affiliation. Article 18 of the Labour Law states that

250 The Strategy is available at: demo.paragraf.rs/demo/combined/Old/t/t2013_07/t07_0182.htm

251 “Official Gazette of the Republic of Serbia”, no. 22/09, 52/21

“direct and indirect discrimination of persons seeking employment, as well as the employees, for reasons of sex, birth, language, race, the colour of skin, age, pregnancy, health condition, i.e. disability, ethnic origin, religion, marital status, family obligations, sexual orientation, political or other belief, social background, financial status, membership in political organisations, trade unions, or any other personal characteristic - is prohibited”.²⁵²

The Law on Prevention of Harassment at Work regulates the prohibition of harassment at work and measures to prevent it and improve relations at work. Article 3 stated that the provisions of this Law shall also apply to cases of sexual harassment in accordance with the labour governing law.²⁵³

The Strategy of Career Guidance and Training in the Republic of Serbia²⁵⁴ was integrated into the defence system through the adoption of the Decision on Defining Measures for the Implementation of the Strategy in 2012. It is in line with the mission of the Ministry of MoD and the Serbian Armed Forces Serbia (SAF) to create predictable careers and lifelong learning.

8.1.2. Legal framework regulating gender equality in the defence sector

Law on Scientific and Research Activity (“Official Gazette of the Republic of Serbia”, no. 116/2007, 88/2009, 88/2009 – other Law, 104/2009 - other Law, 10/2015 and 36/2018) sets out the tasks within the competences of the MoD. Item 31 refers to “planning and organising education and training for work in the defence and security of the country and supervising the work of military schools in accordance with a special law”. Moreover, item 32 states that the remit of the MoD includes “developing military training and military scientific research activities relevant to defence and the AFs of Serbia and regulating the methods and procedures for their harmonisation with the general system of training and scientific research activities in the Republic of Serbia under the conditions prescribed by the law regulating these activities.”

252 “Official Gazette of the Republic of Serbia”, no. 24/2005, 61/2005, 54/2009, 32/2013, 75/2014, 13/2017 – CC Decision, 113/2017 and 95/2018 – authentic interpretation

253 “Official Gazette of the Republic of Serbia”, no. 36/10

254 [“Official Gazette of the Republic of Serbia” 16/10](#)

Article 16 of the same Law regulates, inter alia, inspection control in the field of defence and prescribes in paragraph 1, item 8, the obligation of inspection control over the application of the rules on the prohibition of discrimination, gender equality and protection against harassment at work. The Inspectorate of the Ministry of Defence is responsible for supervision in accordance with the Law on Defence and other laws and regulations governing inspection control.

Provision of Article 13, paragraph 3 of the **Law on the Serbian Armed Forces** (“Official Gazette of the Republic of Serbia”, no. 116/07, 88/09, 101/10, 10/15, 88/15 - CC Decision, 36/18, 94/19, 74/21 - CC Decision) prohibits preferential treatment or discrimination against members of the SAF in their rights and duties, in particular on the basis of their race, religion, sex, national affiliation, origin or other personal characteristics. Also, the provision of Article 149, paragraph 1, item 5 of the Law on the Serbian Armed Forces (“Official Gazette of the Republic of Serbia”, no. 116/07, 88/09, 101/10, 10/15, 88/15 - CC Decision, 36/18, 94/19, 74/21 - CC Decision), prescribes that a disciplinary offence is any act that insults the dignity of subordinates, especially with regard to their gender, religious belief or nationality, or violation of the rights to which they are entitled by law. The practice has shown that the perpetrators of such individual cases of severe breaches of military discipline are disciplined and sentenced by the army disciplinary courts.

The Law on Military, Labour and Material Obligations (“Official Gazette of the Republic of Serbia”, no. 88/09, 95/10, 36/18), in view of integrating gender equality, in its Article 125a, stipulates that the provisions of this Law on the fulfilment of military, labour and material obligations apply equally to women and men, with the exception of the provisions under Articles 4, paragraphs 2, 5 and 8, Article 13, Article 15, Article 33 and Article 64, paragraph 2, which refer to men.

In addition, the MoD has an Instruction on the Selection and Functioning of a “Confidant”. This is a Mechanism for Gender Equality in the Ministry of Defence and the Serbian Armed Forces (“Official Military Gazette”, number 1/18), which regulates the procedure for employees in the MoD and the SAF to select a “confidant” and how they should work (see Chapter 8.3 for more on the mechanism of the “confidant”).

The Code of Honour stems from the Law on the Serbian Armed Forces (Article 19, paragraph 2, item 8a) and is adopted by the Chief of the General Staff of the SAF. The Code of Honour prescribes the general moral principles of the military profession, its basic values and norms of behaviour, which apply to officers, non-commissioned officers, as well as civilians employed in the army. Article 2 of the Code states that “in addition to the obligation to act in accordance with the Constitution, laws, military regulations and norms of international humanitarian law, as well as general social and moral principles, values and norms, a member of the AFs shall conform his or her conduct to the provisions of the Code of Honour. The Code is an integral part of the plans and programmes of all levels of education, training and improvement in the AFs. The Code of Officers, Non-Commissioned Officers and Soldiers and the Code for Officers and Military State Employees prescribe a high level of professional and moral responsibility, contributing to better execution of work in the field of functional duties for each category.²⁵⁵ In 2019, the organisational units of the MoD and the SAF were required to designate persons from among their ranks who are authorised to submit a request to initiate a procedure for protection against abuse, as well as a support person to whom an employee suspected of abuse can turn for advice and assistance.

8.1.3. Planning documents and legal framework regulating military education and training²⁵⁶

The normative framework for military education and training in the Republic of Serbia is primarily **the Law on the Armed Forces²⁵⁷**, which defines the competences of the MoD and the Chief of the GS in these functions. The MoD introduces plans for education, training and scholarships for the needs of the MoD and the AFs, and sends professional members of the AFs in education and training. The Minister also issues enactments on the admission of members of foreign AFs to military educational institutions of the MoD for the purpose of education, i.e. training (Article 18, paragraph 9). The Chief of the GS is responsible

255 The Code of Honour available at: mod.gov.rs/lat/15001/kodeks-casti-15001

256 A detailed overview of the normative framework governing the financing of education and training is provided in Chapter 8.4, with a specific reference to gender-responsive budgeting in Chapter 8.6.1.

257 “Official Gazette of the Republic of Serbia”, no. 116 of 11 December 2007, 88 of 28 October 2009, 101 of 29 December 2010 - other Law, 10 of 29 January 2015, 88 of 23 October 2015 - CC, 36 of 10 May 2018, 94 of 27 December 2019, 74 of 23 July 2021

for determining the training and development plans for professional soldiers and reservists (Art. 19, paragraph 8).

The Law on Military Education²⁵⁸ regulates the objectives and principles of military education, its specifics in relation to the educational system of the Republic of Serbia, school education, training and professional military education for the needs of defence and the SAF. It also regulates the planning and organisation of military education, specific conditions and ways of conducting teaching and study programmes, the status of lecturers, students, cadets, i.e. students and trainees, as well as the financing of military educational institutions. The Law defines that military education includes schooling, training and professional military education for the needs of the defence of the country and the Serbian Army. Schooling refers to secondary and higher education provided by military schools. Training includes all forms of education/training during the life of professional men/women members of the AFs and civil servants, provided by military educational institutions and by units and institutions of the MoD and the SAF. Military vocational training is training programme for reserve officers of the AFs.

Article 1 of the Law on Military Education states that all terms used in this law for positions, occupations, i.e. activities and knowledge, expressed in the grammatical masculine gender, imply the natural masculine and feminine gender of the persons they refer to. Particular emphasis is placed on Article 42, which equates the rights of men and women in relation to maternity leave, childcare leave, special childcare leave or special care of other person leave to whom there is a legal duty of care, or who are temporarily incapacitated to work for more than six months.

The statutes of the Defence University,²⁵⁹ the Military Academy,²⁶⁰ the Military High School²⁶¹ and the Military Vocational School are in compliance with the Law on Military Education²⁶².

258 ["Official Gazette of the Republic of Serbia", 36/18](#)

259 [Statute of the University of Defence](#)

260 Statute of the Military Academy available at: mod.gov.rs

261 [Statute of the Military High School](#)

262 [Statute of the Military High Vocational School](#)

With the view of consistent application of the Law on Military Education, **four rulebooks** were adopted to further regulate the provisions contained in the Law. These are: Rulebook on Training of Professional Military Personnel in other Universities in the Republic of Serbia²⁶³; Rulebook on Admission of Citizens to Education and Training in Military Educational Institutions and Units and Institutions of the MoD and the SAF²⁶⁴; Rulebook on Conditions and Procedures for Deployment of PMP Abroad for Education and Training²⁶⁵ and Rulebook on Conditions and Procedures for Education and Training of Foreign Citizens²⁶⁶. Regulation on the Conditions and Procedures on Deployment of PMP to the Programmes of Education and Training throughout their Career²⁶⁷ and the Rulebook on Special Development Programmes were also adopted²⁶⁸. The aforementioned regulations do not contain any provisions that could lead to discrimination on the grounds of gender, skin colour, religious affiliation or other personal characteristics. The Rulebooks also applies the rule that all terms used thereunder for positions, occupations, i.e. professions and titles expressed in the grammatical masculine gender imply the masculine and feminine gender of the persons to whom they refer.

The Mid-Term Plan of the MoD for the period 2022-2024²⁶⁹ confirms the importance it attaches to military training. One of the most important measures in the plan is *to improve the situation in the field of military education and military scientific research activity*, which will be achieved by training personnel, improving the quality of teaching and the work of scientific research institutions, and procuring equipment for education and science.

263 Rulebook for PMP education at other universities in the Republic of Serbia, "[Official Military Gazette](#)" no. 10/19

264 Rulebook on Admission of Citizens to Education and Training in Military Educational Institutions and Units and Institutions of the MoD and the AFs, "[Official Military Gazette](#)" no. 12/19

265 Rulebook on Conditions and Procedures for Deployment of PMP Abroad for Education and Training, "[Official Military Gazette](#)", no. 12/19

266 Rulebook on Conditions and Procedures for Education and Training of Foreign Citizens in the High Military Institutions and Units and Institutions of the MoD and the AFs, "[Official Military Gazette](#)", no. 13/19

267 Rulebook on the Conditions and Procedures on Deployment of PMP to the Programmes of Education and Training throughout their Career, "[Official Military Gazette](#)", no. 11/19v

268 Rulebook on Special Development Programmes, "[Official Military Gazette](#)" no. 11/19

269 Available at: mod.gov.rs

The Mid-Term Education and Training Plan of the MoD and the SAF for the period 2021-2025 defines the needs and capacity for education and training.

The first National Action Plan for the implementation of UNSCR 1325 (2010-2015)²⁷⁰ had as a particularly important objective to raise awareness about the importance of increasing women's participation in resolving issues related to peace, gender equality and security, and in practice the objective has been implemented in the form of education and training on gender and gender issues. In achieving this goal, the MoD and the SAF have carried out most of the activities in the implementation of the NAP.²⁷¹

In the Second NAP, adopted for the period 2017-2020²⁷², the main objective was to improve the security of women in society through the integral implementation of UNSCR 1325 in the areas of prevention, participation, protection and recovery with greater involvement of the local community, so the area of education was not highlighted. In the area of prevention, the following measures are listed: “accreditation of professional training programmes for education and training system staff and accreditation of textbooks with content related to the implementation of UNSCR 1325”. It also lists the following measure “creation of equal opportunities to increase the number of women in the positions of university rectors and vice-rectors, deans, vice-deans, heads of departments, lecturers and students at all levels of education and training in the field of security, with the University of Defence in Belgrade listed as the sponsor of the activity”. The education and training in the field of gender issues, which was carried out during the implementation of the first NAP, continued during the period of the second NAP.

270 Available at: seesac.org/f/tmp/files/failovi/624.pdf

271 Political Council for the implementation of the NAP for UNSCR 1325 - [Report on the Implementation of the National Action Plan for the Implementation of UNSCR 1325 - Women, Peace, Security in the Republic of Serbia for the period 2010-2015 in 2015](#)

272 [NAP](#) and [Conclusion of the Government of the Republic of Serbia on the adoption of the Second NAP](#).

8.2. Institutions included the system of military education and training

The Law on Military Education stipulates that tasks related to the planning and organisation of military education are performed by the University of Defence as part of the MoD. **Defence University** in Belgrade was established as an independent higher education institution conducting first, second and third degrees of academic studies in various educational and scientific fields. Within the framework of higher education, the University of Defence also conducts scientific and research work through basic, applied and developmental research to improve and modernise the defence system's education.²⁷³

The Military Academy and **the Medical School of the MMA** are accredited higher education institutions in the higher education system of the Republic of Serbia. In addition to the Law on Military Education, they are also governed by the **Law on Higher Education**²⁷⁴ with provisions on study programmes, teaching staff, elections to academic titles and others. These higher education institutions are also scientific and research institutions subject to the provisions of the **Law on Scientific and Research Activity**.²⁷⁵ According to the latest reaccreditation from 2021, the Military Academy has seven accredited undergraduate academic programmes to educate officers of the Ground Forces, Air Force and Air Defence branches of service, as well as officers of the Army Services. Accredited programmes are: Ground Forces, Military Electronics, Military Mechanical Engineering, Material and Protection Technology Engineering, Defence Logistics, Military Air Force and Military Transport Engineering. The MMA Medical School conducts accredited integrated academic programmes in medical sciences and health specialisation. The MA offers accredited master's, specialist and PhD programmes, while the MMA Medical Faculty specialist and PhD programmes

273 mod.gov.rs/cir/4885/univerzitet-odbrane-4885

274 Law on Higher Education of the Republic of Serbia. Official Gazette of the Republic of Serbia, no. 88/2017, 73/2018-other law, 67/2019,6/2020-other law, 11/2021-authentic interpretation, 67/2021 and 67/2021-other law, Article 4, item 7 of the The Law on High Education requires respect for human rights and civil liberties, including the prohibition of all forms of discrimination.

275 "Official Gazette of the Republic of Serbia", no. 110/2005, 50/2006 - Corrigendum, 18/2010, 112/2015 and 49/2019 - other law

Staff who have not been educated in military institutions and whose qualifications are required by the MoD and the SAF are employed with a diploma from the other faculties. To be admitted as professional servicemen, all staff should undergo **professional military training at Reserve Officers' School Listeners** (full title: School for Reserve Officers) in duration of six months. A greater number of professional members of the military are admitted with other faculty degrees as civilians.

The Military High School and the Vocational Military High Vocational School are organisationally subordinate to the Chief of the Military Academy.

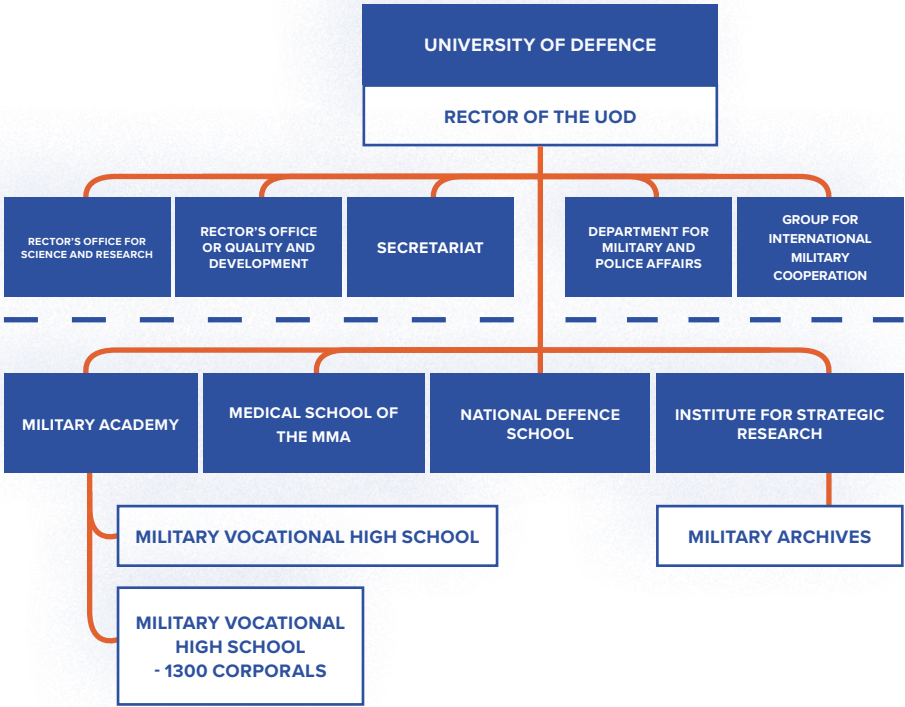
The Military High School is a school that prepares and motivates high school students (boys and girls) to continue their education in the MA or the MMA Medical School. The Military Vocational High School “1300 bob-commissioned officers” (MVHS) educated professional non-commissioned officers for service in the SAF.

Persons who have completed a four-year school and served voluntary military service or service as a professional soldier are accepted for non-commissioned officer positions for which the SAF announces a need. The Centre for Training and Professional Development of Non-Commissioned Officers in Pančevo organises courses for non-commissioned officer candidates as well as career, technical and specialised courses for non-commissioned officers.

The National Defence School, as an organisational unit of the University of Defence, is responsible for the special training programmes for officers in the Serbian defence system: The school has four levels of special training programmes: Basic Command and Staff Course, Command and Staff Professional Development, General Staff Professional Development and Advanced Security and Defence Studies. There are no admission restrictions for all levels of training, i.e. women and men who meet the requirements have equal access. During education at all levels of training/professional development, care is taken to inform men/women students of the prohibition of any form of discrimination, including discrimination on the basis of gender.

The University also includes the Institute for Strategic and Research as a military science institution that conducts scientific research for defence needs in the social sciences and humanities in several scientific fields.

GRAPH OVERVIEW OF THE INSTITUTIONS OF THE MILITARY EDUCATION SYSTEM



8.2.1. Training Centres

The training centres of the MoD and the SAF are infrastructurally equipped to conduct various types of training for men and women, members of the AFs, civilians from the army reserve and trainees from countries in the region.

Below is a more detailed description of the centres, which serve both the internal training needs of members of the AFs and the training of participants from other countries.

Peacekeeping Operations Centre (POC) is a directly subordinate unit of the Operations Directorate (J-3) of the GS of the SAF, responsible for training,

selecting, equipping, preparing and deploying individuals and units of the MoD and the AFs in multinational operations outside the borders of the Republic of Serbia.²⁷⁶

POC is a full member of the European Association of Peacekeeping Training Centres - EAPTC and the International Association of Peacekeeping Training Centres - IAPTC.²⁷⁷

Centre for Peacekeeping Operations is designed for:

- Selecting, training and preparing individuals and groups, and participating in the selection, training and preparation of units for multinational operations;
- Supervising, coordinating and controlling the work and activities of deployed members of the AFs in multinational operations outside the borders of the Republic of Serbia;
- Conducting seminars, courses and workshops in the field of multinational operations;
- Participating in the evaluation of the capacity of units for multinational operations;
- Issuing certificates of competency for deployment in multinational operations;
- Participating in the elaboration of memoranda of understanding, technical and other agreements related to the deployment of the Serbian AFs in multinational operations;
- Participating in the development of the annual implementation plan for the participation of the AFs and other defence forces in multinational operations;
- Participating in the development of a normative and legal framework for participation in multinational operations;

276 In accordance with Art. 2 of the Law on Engagement of the Serbian Armed Forces and other Defence Forces in Multinational Operations Outside the Republic of Serbia Borders, "multinational operations outside the Republic of Serbia borders include missions and tasks on keeping national, regional and global security and peace in the world, as follows:

- 1) peacekeeping, maintaining and building operations in the world;
- 2) conflict prevention and establishing peace operations;
- 3) joint defence operations in line with defence rules and regulations;
- 4) assistance operations in the removal of consequences inflicted by international terrorism and terrorist attacks of grander scale;
- 5) participation in humanitarian operations in case of natural, technical and technological and environmental disasters of grander scale and provision of assistance in crises situations.

277 Since March 2022, POC has been granted associate member status of the EDSC – European Security and Defence College.

- Cooperating with international entities to exchange ideas and experiences from multinational operations;
- Coordinating logistical support to individuals and groups participating in multinational operations and participating in the organisation of logistical support to units participating in multinational operations.

During the year, the Centre for Peacekeeping Operations/OU (J-3) trained about eight hundred Serbian AFs and foreign forces members through preparations, trainings and courses²⁷⁸. With the increase in the number of members of the ASF participating in peacekeeping operations, as well as the acceptance of the various challenges associated with participation in PO, the number of engagements of women members in PO has increased and the Centre's capabilities have also developed, especially the quality of preparation of the engaged members.

In developing the training programme for all forms of training it conducts, POC pays particular attention to issues related to gender-based and sexual violence, both within the contingent and in the context of conflict in the areas of operation. For example, training on sexual exploitation and abuse is conducted both as part of the training for specific tasks and as part of the immediate pre-deployment preparations with all members of the MoD and security forces deployed to the mission. When conducting practical forms of training, special attention is paid to gender analysis of the consequences of the conflict. Moreover, the analysis of the conflict is always conducted from the gender perspective.

When the Centre for Peacekeeping Operations calls for candidates, it repeatedly stresses the importance of submitting as many women candidates as possible. The following text is included in each of these calls: “In line with the policy of gender equality at the international and national levels (NAP for the implementation of UNSCR 1325 “Women, Peace and Security”), and in view of the intention of UN that in the coming period a significant number of positions in the PKO to be filled by contributing countries is to be filled exclusively by women, we suggest you indicate in the invitation that it is desirable that as many candidates as possible be women. In the coming period, it is the intention of UN to take places away from those countries that cannot provide sufficient numbers of women in the missions and give them to those countries that can.”

278 15% of them are women.

The Centre for Peacekeeping Operations has not only created the conditions (spatial, material and personnel) so that women face no limitations in pre-deployment training, but also actively works to sensitise all PKO participants from the MoD and the SAF to the importance of bringing a gender perspective to all plans, activities and tasks in the mission.

Simulation Training Centre (STC) of the Directorate for Training and Doctrine (J-7) of the GS SAF in the field of gender equality implements topics by conducting joint trainings from the annual STC training plan and by conducting exercises using computer simulations. For example, the topic from the STC training plan for 2021 was implemented in the month of November 2021: “National Action Plan for the Implementation of United Nations Security Council Resolution 1325 - Resolution on the Rights of Women”.

In addition, the Centre plans and implements assumptions and events in the field of gender equality when conducting exercises supported by computer simulations. STC conducts trainings in the above-mentioned area, mainly in cooperation with representatives of the Red Cross of Serbia and the International Committee of the Red Cross (ICRC). Through case studies, representatives of the above-mentioned organisations familiarise trainees with procedures in different situations (procedures with captured women in armed conflicts, procedures with refugees, internally displaced persons and migrant women, procedures with the Serbian Red Cross and ICRC members in the field, etc.).

Military Police Training Centre

The Military Police Training Centre/Military Police Administration of the GS of SAF serves to train members of the military police to perform functional tasks and duties in the area of responsibility of the military police.

Lecturers and instructors of the Development Training Centre are responsible for education/training, as well as officers and non-commissioned officers of the military police, who pass on to the course participants their long experience of working in the units and bodies of the military police.

In its long history, the Centre has also trained a large number of members of foreign armies. When implementing the contents of the courses, the Centre cooperates with the structures of the Security Intelligence Service of the MoD and with the institutions and bodies of the Ministry of the Interior, whose main task is to train personnel to perform tasks in the security sector.

The participants of the MP Personnel Training Centre are all members of the Military Police whose formation position in the unit requires professional specialised training related to the application of the powers of the Military Police, both men and women members. Considering the specificities of the tasks performed by the members of the Military Police, especially in the treatment of members of the MoD and AFs and citizens during the exercise of their powers, no distinction is made between men and women members in their participation in the training content, but all undergo the established training content equally.

Basic data on the training/support centres of the Training Command:

The Training Command is an operational unit of the SAF at peace, responsible for individual training of servicemen and servicewomen in voluntary military service, professional soldier candidates and members of the active reserve. It is also responsible for training of non-commissioned officer candidates, personnel development and collective training of territorial units. Today, the Training Command includes territorial brigades, training areas and firing ranges in addition to the training centres.

Centres for the individual training of soldiers in military service

The training centres are intended for conducting individual training of soldiers in military service (SMS) in the institutional field and for the improvement of professional soldiers and all other categories.

Ground Forces Training Centre

The Ground Forces Training Centre is intended for conducting individual specialised training of soldiers on SMS and other training subjects for the SMS specificities pertaining to ground forces (infantry, artillery, armoured units and engineering).

Air Force and Air Defence Training Centre

The Air Force and Air Defence Training Centre is intended for the conduct of individual specialist training of soldiers on the SVR and other training subjects for the specialities of the Air Force and Air Defence, Artillery and Missile Units of Air Defence, air surveillance and warning services and Air Technical Services.

ABCD Centre

The Atomic Biological and Chemical Defence (ABCD) Centre is a unit of the Training Command where individual training is conducted for members of the Atomic Biological and Chemical (ABH) Service to achieve individual training standards. It has the status of a partner centre for education and training (with the school NATO in Oberammergau). It conducts a variety of training and development activities with members of the AFs of countries worldwide and the Organisation for the Prohibition of Chemical Weapons (OPCW).

The ABCD Centre provides individual specialised training of ABCD military personnel, professional development of AFs in the field of ABHO and foreign AFs members and civilian institutions, as well as assistance in the training of men/women officers of the Atomic, Biological and Chemical (ABH) Service at the Military Academy.

The Centre conducts training, courses, training of cadets of the Military Academy and other tasks.

Communication and Information Technology Training Centre

Communications and Informatics Training Centre provides individual specialised training for SMS soldiers and other training entities in telecommunications and information technologies.

Logistic Training Centre (LTC)

The Logistic Training Centre is for conducting individual specialist training of SMS soldiers and other training entities in logistics domain (engineering, quartermaster, transport and medical).

Dog training centre

The Dog Training Centre is intended for the breeding, reproduction and training of dogs and the individual specialist training of dog handlers.

NCO Training Centre "Sergeant Milunka Savić (NCOTC)

NCOTC "Sergeant Milunka Savić is intended for the training of NCO candidates and the training of NCOs through career courses.

Unified Training Centre for Multinational Operations (UTCMO)

In line with the SAF's planned commitment and with the integration into international structures, the MoD, taking into account all relevant factors, has designed the "Jug" /South/ base and the UTCMO as a perspective location for future development. The intention was to create the necessary conditions for the training of AFs units for all three missions, as well as for the training of units from the region for multinational operations. UTCMO was established in 2012 as an internal organisational unit of the Ground Forces.

The UTCMO is the primary site for the training and assessment of the units destined for deployment in multinational operations. It is a representative centre for collective training of units, with the prospect of becoming a Regional PfP Centre. It has state-of-the-art equipment to meet the needs of training, classrooms, and mobile training devices, which make the UTCMO unique in the region.

The mission of the centre is to provide facilities, instructors and support for training units in the use of weapons and military equipment, tactics, techniques and procedures, conducting exercises and evaluating units for use in MO.

The typical residential facility is provided for the accommodation of members of the Centre and for the accommodation of persons staying at the Centre. All facilities are modern, and the infrastructure is adapted to the needs of men and women participants in the UTC training for MO.

The multi-purpose classroom centre is meant for classroom training as well as for holding various meetings and conferences.

Simulation Centre within the UTC for MO is designated for fire and tactical training on the various simulation systems the UTCMO is equipped with in order to maximise resource savings.

In each rotation, a certain number of women, members of AFs, are trained before being sent to MO. Both during training and while performing tasks in MO, women perform equal tasks as men. During the pre-deployment training for MO, certified gender instructors of the AFs cover gender equality topics.

After the training, the UTCMO supports the evaluation exercise of the mentioned units. The unit deployed to the multinational operation conducts the exercise. In addition, the evaluation team of the GS of SAF, with members of the UTCMO in its composition, evaluate it.

In the past, the Centre supported the implementation of the training course for civilians to participation in MO, in which civilian experts from various institutions, both men and women, participate.

The training focused on improving the civilian experts' ability to stay and work safely in the operational zone and in a hostile environment. From the moment they arrive at the Centre, participants are exposed to various events and assumptions that simulate a real hostile environment, ranging from less stressful incidents to the most complicated, such as a hostage situation. During their stay at the Centre, participants are also trained in the use of personal protective equipment, data transmission via the communication system, first aid, navigation on the map and other general military tasks. One of the mandatory topics covered during this training is gender equality, i.e. the implementation of UNSCR 1325 - Women, Peace and Security.

8.3. Mechanisms and departments responsible for gender equality in the defence system

The National Action Plan - NAP for the implementation of UNSCR 1325 in the Republic of Serbia (2010-2015) provides for establishing institutional bodies to implement UNSCR 1325 in the security sector and mechanisms for gender equality. Those mechanisms would include significant “confidants”, an Analytical Group for the implementation of UNSCR 1325, a gender equality advisor to the Minister of Defence, and gender-responsive budgeting. The third NAP is being drafted. The MoD is the responsible entity for its drafting, and all relevant institutions of the Republic of Serbia participate in the working group.

At the Government of the Republic of Serbia level, the Political Council for the Implementation of NAP for UNSCR 1325 acts as the highest political body, composed of representatives of various institutions at the level of State Secretaries/Deputy Ministers, and the MoD is the responsible entity.

The Analytical Group for the Implementation of UNSCR 1325, composed of members from all organisational units whose task is to monitor the implementation of NAP and to promote gender equality at the level of the MoD, acts as a mechanism of NAP in the MoD and SAF. In 2020, The MoD and the SAF Analytical Group conducted two gender analyses and prepared two draft reports (annual and semi-annual) on the implementation of NAP in the MoD and the AFs. In November 2021, the Analytical Group was formed in a new composition.

The Women Gender Advisor to the Minister of Defence in charge of the implementation of the NAP for UNSCR 1325 in the MoD is a mechanism for introducing the gender perspective into the policies and programmes of the state administration and local self-government authorities, ensuring that the necessary conditions are created for the realisation of the objectives of NAP.

Gender Advisor in civilian and military missions is a mechanism envisaged by the National Action Plan to introduce the gender perspective in the participation of national military and civilian units in multinational operations. In order to establish this mechanism in line with international standards and experience,

the Centre has organised courses for gender advisors for the commanders of national contingents in multinational operations.²⁷⁹

The mechanism of “person of trust - confidant”²⁸⁰ was established in 2013 and renewed by the Minister of Defence's instruction on the confidant's selection and function.²⁸¹ It comprises several hundred persons and their deputies/ alternates who are elected by secret ballot in the organisational units of the MoD and the AFs. In order to train the elected confidants to perform duties in their area of responsibility, it is necessary for them to participate in appropriate training, which is normatively regulated under item b. Instructions issued by the Minister of Defence in 2018.

AN EXAMPLE OF GOOD PRACTICE:

The MoD and the SAFs organised the training of confidants with the support of UNDP SEESAC

The “confidant” mechanism is designed to enable and provide practical assistance to employees to prevent discrimination and gender inequality. In 2021 and 2022, four trainings were conducted from the gender perspective for those designated as confidants. A total of 84 persons were trained, 37 of whom were women.

A special organisational unit has been formed in the MoD - **the Office for Gender Equality** in Human Resources. It will deal with the affirmation, promotion and implementation of gender equality and equal opportunities for all employees in the MoD, as well as issues related to improving and integrating gender into the human resources management function.

279 In addition to members of the MoD and the AFs, a number of members of the Ministry of the Interior and staff with other faculty diplomas have also completed the courses.

280 The mechanism was established to provide primary collegial support in cases of gender discrimination in the security sector.

281 “Official Military Gazette” of the Republic of Serbia no. 1/18

8.4. Gender perspective in military education

The introduction of the gender perspective in military education is reflected above all in the fact that military educational institutions were made accessible to both men and women. It started with the admission of women to the **Military Academy** in 2007. Until their first officer rank in 2011, there were very few female officers. They were women who had completed military education with a diploma from the Faculty of National Defence or the Faculty of Military Engineering and became officers. Women were admitted to the Higher Military High School for the first time in the academic year 2014/2015. The main reason for the later admission to this higher institution was the lack of infrastructural facilities for the admission of women. The Military High Vocational School, which resumed its operations in 2015, admitted persons of both sexes in the first generation.

Enrolment to the Military Academy before 2014 was characterised by quotas for women. The quotas in the first years of enrolment were positive and encouraging, as they were intended to change the situation in which there were no women at the Military Academy to one that ensured gender equality. The quota for the minimum percentage of women enrolled was set at 20%. Since the target was met and exceeded, the enrolment quota has since been removed. The nominal number of enrolled students changes every school year, as it is aligned with the AFs' staffing needs for officers of specific branches of services and departments. Hence the nominal number of enrolled women depends on the total number of students in each class. Moreover, the courses of study to which cadets are admitted do not have to be the same every year. Practice shows that for certain courses, there is more interest from women, i.e. men, which is why the percentage of women enrolled may vary from one school year to the next.

In the academic year 2019/2020 and the academic year 2020/2021, this percentage was 37% and 38% respectively. The highest percentage of women was enrolled in the academic year 2018/2019. In that year, 42% of women were admitted to the first year of study. Most of them were first generation high school graduates who has enrolled the Military High School in 2014/2015. Their success in getting into the Academy was better than the average success of men.

Women accounted for 36.22% of the total number of students on undergraduate academic studies at the Military Academy in the academic year 2021/22. 18.03% of women were enrolled in an academic master's programme. 14.58% of women are pursuing academic PhD studies.

AN EXAMPLE OF GOOD PRACTICE:

In 2020, the Military Academy launched a programme to inform members of the Roma nationality about the possibilities of studying at the Military Academy and the prospects open to those interested in a career in the SAF. In this way, barriers as well as possible intersectional discrimination with regard to Romani women were removed and they were given access to information that can be helpful when entering a career in the AFs.

From the beginning of their education at the University of Defence, women could enrol in all majors and courses. The enrolment criteria are uniform (mathematical entrance exam, psychological test, medical examination), with the exception of the physical ability test, where the standards are different for men and women to ensure equal opportunities for enrolment.

Since its establishment in 2009, **the Medical School of MMA** has enrolled a higher percentage of women. In the last two academic years, this percentage was 65% and 68%, respectively. Such a ratio between the number of men and women students also exists at civilian medical schools.

More accurate data for the academic year 2021/22 confirm the trend that a larger number of women enrolled at the Medical School and the MMA. Overview of the proportion of female cadets and self-financed civilian students by year of study:

One year of study at the Medical School, MMA	FEMALE CADETS	FEMALE STUDENTS
	percentage in relation to total number of cadets	(civilians - self-financed) - percentage in relation to total number of self-financed students
1 st YEAR	76,92%	60%
2 nd YEAR	76,66%	62,5%
3 rd YEAR	60%	45%
4 th YEAR	65,29%	28,57%
5 th YEAR	70,37%	50%
6 th YEAR	61,11%	There were no men or women students, but only cadets attended.

Women's interest in the **Military High School and MVHS** has increased in recent years. The number of girls enrolled in the first class of the high school was higher than the number of boys for two consecutive years, so in the academic year 2020/2021, 57% of girls were enrolled in Military High School, which is significantly higher than in the previous year (from 21 and 25%). This academic year saw a significant increase in women's interest in the MHVS and in training for the first NCO rank - a full 46% of women were enrolled. Considering the percentage of women in the non-commission officer corps (2.4) is significantly lower than in other categories of professional soldiers, this percentage should be highlighted. In the academic year 2021/22, 27.14 of the total enrolled students were girls.

There are several levels of training at the **School of National Defence**. With the exception of Higher Security Studies, where women make up 10% of the total number of students, training at the other levels depends on the ranks of the participants. Since the training of women for the needs of the AFs in the Republic of Serbia started in 2007, there are still not many women at these training levels because they have not reached the appropriate ranks. Women are increasingly represented at the basic training course for commanders and staff officers at the rank of lieutenant or captain, although their number is relatively small in relation

to the total number of participants. In 2019/2020, five women participated and were trained, and in 2020/2021 there were two.

Women make up between 15% and 25% in the **Reserve Officers' School Listeners (ROSL)**. In the ROSL in 2021, 31.42% were women as a proportion of the total number of students. The overall percentage of women is determined by their interests, but most importantly, the number of women with diplomas from other faculties depends on the branch of service and department for which a particular class is organised. Women are most represented in the medical and quartermaster services, while there are very few women in the classes that train Ground Forces reserve officers.

In 2020, there were four call-up dates for voluntary military service. Of the total number of applicants, 17.33% were women.²⁸²

The presentation of the military school institutions to the public is done directly by talking to interested candidates and organising “open days” - visits to the academy and the schools. Indirectly, advertising is organised through the media (magazines, TV) as well as through social networks. The advertising measures are not specifically aimed at women, but the response of women who have registered for the selection procedure for the first year at the academy is considerable.

Two other parameters are important for considering the gender perspective in military education with regard to the representation of women: the percentage of women teaching staff and other staff in military education and the percentage of women in leadership positions in military educational institutions.

The percentage of women lecturers of all forms and levels of education employed in the Military Academy with an academic title is 18%, while the total percentage of women lecturers (with and without academic titles) is: teacher of skills - foreign language or assistant) 20%. In the Military High School and the Military High Vocational School, the percentage of women lecturers is

282 The data comes from the [Report on the Implementation of the National Action Plan on United Nations Security Council Resolution 1325 - Women, Peace and Security in the MoD and the AFs for 2020.](#)

significantly higher and is 71%, which is equal to the percentage of women lecturers in secondary education in the Republic. Medical School MMA in 2020.

There were 24 women in **management and command positions at the Military Academy** as of 31 December 2020, thus accounting for 20.5% of the total number of management and command positions at the Military Academy. The number of women in management and command positions has increased significantly compared to previous years. This percentage is also higher in other organisational units - the Medical School of the MMA or the Institute for Strategic Research. In the academic year 2021/2022, the percentage of women in management positions at the Medical School of the MMA was 60%.

8.4.1. Study programmes and integration of the gender perspective

An important aspect of introducing the gender perspective in education was the introduction of gender equality content in education and training. Training on gender issues in the MoD and the AFs had two aspects. On the one hand, it was necessary to train “trainers” (instructors), i.e. groups of people dealing with gender-related aspects in the defence system. And on the other hand, it was necessary to train members and employees so that they were encouraged to be active and engage in an open dialogue, but also to acquire practical knowledge and skills on gender issues.

Since the adoption of the first NAP for the implementation of Resolution 1325, the topics of gender and gender issues have become special contents of some subjects or contents of special trainings on the gender perspective in military educational institutions. At the Military Academy, content on gender is integrated into individual lessons in the subject. Within the framework of contents such as morality in combat or ethics of military leadership, women in war and women as leaders are dealt with in the subject of military ethics. The subject of military ethics also includes content on gender-based harassment and harassment at work. In the Sociology subject, gender and gender equality are present through content on the family, on social differences and inequality, and in topics on culture and religion. The subject of human resource management deals with the selection, training and employment of women, the career development of women

and women managers in the defence system, and various irregularities in human resource management that can lead to unequal treatment on the grounds of gender. Particularly important are the issues related to the application of IHL from the perspective of protecting women and girls from violence in conflict and post-conflict situations in which members of the SAF find themselves as members of UN operations. The topic of protecting women and girls from all forms of violence in war and emergency situations is dealt with separately in the Defence Law and International Humanitarian Law course.²⁸³

The contents of the curriculum of the Military High School and the Military High Vocational School are based on the teaching and learning curricula of high schools and vocational schools in the Republic of Serbia, taking into account the specifics of military high school education. Through the content of the general education subject of **Psychology** in the second grade of both schools, special attention is paid to anti-social behaviour, i.e. violence in various forms (physical, sexual, gender, etc.). In addition, through the Constitution and the Rights of Citizens in the fourth grade of the Military High School, special attention is paid to women's position and role in the legal system. Within the framework of Civic Education, which is offered as an elective subject in all four school years, students deal with various social phenomena and processes. They become

283 There are also a number of textbooks that include a gender perspective, such as:
- *Handbook of IHL in the Serbian Army*, Prof. PhD Miodrag Starčević, Media Centre "Odbrana", Belgrade 2010 - This handbook has integrated elements of the gender perspective in the section "Protection of civilians in armed conflicts".
- *Application of IHL in the Serbian Armed Forces - Handbook for Commanders*, Prof. PhD. Miodrag Starčević, Media Centre "Odbrana", Belgrade 2010 - This handbook has integrated elements of a gender perspective through the obligation to apply the provisions of IHL, especially in the section related to the protection of civilians and in the section "*Health facilities and safe areas*".
- *Practicum on IHL for the training of commanding officers for command and staff duties*. LTC Marković G, LTC Prlić P, Major Jeina D, Major MA Mavrak D, Prof. PhD Knežević Predić V, Ljušić S, Hrnjaz M. Media Centre "Defence", Belgrade, 2011 - in the annex referring to multinational operations, there is a bulletin of the Secretary-General of the United Nations defining the relationship of the UN to the provisions of IHL, such as the provision that "women deprived of their liberty should be held in accommodation which is physically separate from that occupied by any men and under the supervision of women." Also in the resolution of events section of the defence operation, it states that under Article 70 of Protocol I, priority in the distribution of relief supplies should be given to children, pregnant women, women who have recently given birth and nursing mothers who should enjoy a preferential treatment or special protection under the Convention IV and the above Protocol. The content relating to the treatment of civilians from a gender perspective can also be found in the pocket card for members of the armed forces, "Rules of Conduct for Combatants in Armed Conflict", as well as in the publication "Selected Documents from International Humanitarian Law" prepared by Brigadier General Karl Edlinger for the purpose of training gender instructors at the Centre for Peace Operations in 2013, which lists all the important provisions in Serbian and English. Available at: [MHP zbirka 2013 srpski final final.doc](#).

aware of their rights and duties. They are also sensitised to the needs of the individual and the community, and are prepared to act actively in the community so that all people are treated as equal members of the community. In examining the general military content of military rights and regulations, i.e. army morale, conduct towards offenders in the area of gender equality is subjected to special scrutiny.

8.4.2. Gender training

Training on gender-related issues was included as an important activity in the first National Action Plan of the Republic of Serbia for the implementation of UNSCR 1325, adopted in 2010. The training is conducted in accordance with the Instruction for Training of Employees of the MoD and the AFs. The training and Doctrine Directorate of the GS develops Instructions, which is then signed by the Minister of Defence. The instruction requires that the contents of NAP be included in the training plans and programmes at all levels. With the above-mentioned Instruction, as well as the Training Directive in the SAFs, the organisational units and formations of the MoD and the AFs address specific topics on gender, gender equality, stereotypes and prejudices. They also address topics such as the anti-discrimination framework in the Republic of Serbia, explanations of the content of UNSCR 1325 - Women, Peace and Security and familiarisation with the content of NAP, as well as practical examples of integrating the gender perspective into daily work in the defence system. The instruction may also prescribe a compulsory topic.

To prepare for the training, the gender instructors may use the Manual for Gender Equality Training of the MoD and the AFs of the Republic of Serbia. They can also use the publication “Prevention and Protection against Discrimination and Violence in the Ministry of Defence and the Serbian Armed Forces” with the accompanying flyer, published by the Human Resources Administration of the Human Resources Sector of the Ministry of Defence (2020). They may also use a thematic collection of international conferences and a thematic collection dedicated to the implementation of the first national action plan.²⁸⁴

284 The *Regional Handbook on Preventing and Responding to Gender Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021 will be available in the coming period. Representatives of the MoDs and the AFs were actively involved in its preparation.

Both national action plans emphasised the need for training for participants in peacekeeping and humanitarian missions on gender equality and the recovery and reintegration of women who have experienced gender-based violence. During pre-deployment training for members of the AFs to participate in multinational operations at the Centre for Peacekeeping Operations of the Operations Directorate (J-3) of the GS of the SAF, men and women are trained on gender-specific content in accordance with the UN Core Pre-Deployment Training Materials.²⁸⁵ Some topics, such as “Prevention of Sexual Exploitation and Abuse” and “Gender Equality in Multinational Operations”, are related to the gender aspect, while other topics focus on being well prepared for the challenges in the operational areas. Such topics are related to responsibilities towards the civilian population in the host country, especially women and children, as well as mechanisms to prevent violence against women and children and responsibilities in case of misconduct by peacekeepers in the service of the UN.²⁸⁶

Training on gender issues and gender equality for decision-makers and men/women officers of the highest ranks (who can support the introduction of gender issues in military education and training) has not been specifically conducted so far, except in the form of lectures for participants in the fourth stage of career development at the Higher Security and Defence Studies.

Gender training covers a wide range of relevant topics:

- “confidants” as a mechanism for implementing the National Action Plan (NAP) for UNSCR 1325 Women, Peace and Security;
- Scope of the work of a confidant;
- NAP for the implementation of UNSCR 1325 in the MoD and the AFs (gender equality); Institutional mechanisms in the defence system for the implementation of NAP for UNSCR 1325;
- Sex, gender and gender equality;
- Gender stereotypes, prejudice and discrimination;
- Family relations and reconciliation of private life;
- Domestic violence and family crises;

285 *UN Core Pre-Deployment Training Materials*, UN Department of Peacekeeping Operations, available at: research.un.org/revise/cptm2017.

286 The National Action Plan for implementing UNSCR 1325 - Women, Peace, Security in the Republic of Serbia (2010 - 2015).

- Elaboration of the provisions of the Law on Gender Equality (gender equality and compliance with applicable regulations in the said area);
- Harassment at the workplace and sexual harassment;
- Discrimination and legal framework to combat discrimination in the Republic of Serbia: International and national legal framework prohibiting discrimination - Mechanisms for protection against discrimination;
- Women and Men in the Republic of Serbia - Gender and Security Sector Reform;
- Inappropriate forms of behaviour and work with people;
- The story of Milunka Savić.

8.4.3. The role of gender instructors in the defence system

The first gender instructors were members of the institutional body for gender equality - members of the analytical group for the implementation of NAP for UNSCR 1325 in the MoD and the AFs, who participated in a variety of seminars and workshops organised with the support of international organisations. In this way, they acquired knowledge and experience and became gender instructors not only in their organisational units but also in other units of the Ministry and the AFs. With the support of UNDP SEESAC and NCGM, the number of certified gender instructors has increased. There are 18 certified gender instructors in the MoD and the SAF, of which 7 are in the MoD and 11 at the AFs.²⁸⁷

AN EXAMPLE OF GOOD PRACTICE:

In 2016, the first Manual for Gender Equality Training in the MoD of the Republic of Serbia and the AFs of the Republic of Serbia was prepared. The Manual enabled the standardisation of training and provided numerous authentic examples, which greatly facilitated the implementation of training. The Manual was produced by gender instructors with the support of UNDP SEESAC as part of the project "Support for the Integration of Gender Equality Principles in Security Sector Reform in the Western Balkans". It was printed in an edition of 300 copies.

²⁸⁷ The number of gender instructors is given with a cutting date at the end of June 2022.

The Manual contains, among others, the following thematic units:

- Definitions related to sex, gender and gender equality
- Explanation of gender stereotypes and prejudices
- Definitions of discrimination and a description of the legal framework for combating discrimination in the Republic of Serbia
- Overview of the status of women and men in the Republic of Serbia
- Explanations of the gender perspective in the context of security sector reform
- Details on UNSCR 1325 and the National Action Plans (NAP) for the implementation of UNSCR 1325

Finally, the Manual provides practical recommendations how every person working in the defence sector can do to improve gender equality in the MoD and the AFs, as well as general methodological recommendations for gender instructors.

In the second half of 2022, the content of the Manual will be updated to include new content related to gender in the defence sector, including positive innovations in the normative framework of the Republic of Serbia, as well as progress in the practice of gender training itself.

Although the MoD and the AFs have taken a step forward in standardising training from the gender perspective, the problem is staff turnover and the constant need to prepare new gender instructors. Experience shows that this problem cannot be solved only by additional training, but that it is necessary to expand training on gender perspective and to use staff who have the relevant knowledge, even if they are not certified gender instructors. The Manual, which is given as an example of good practice, is crucial as it allows for standardisation of trainings and can be carried out with the help of gender instructors, but also by people who have undergone basic training, such as confidants (an example of good practice with trainings for confidants is described in the text above).

Gender instructors are an active source of knowledge not only in the defence system of the Republic of Serbia, but also in the wider region. Networking and mutual support of gender instructors in the defence systems of the countries in the region is necessary to enable the full and sustainable integration of the gender perspective in military education and training.

8.4.4. Procedures for updating the content of military education and training

The preparation of the subject curriculum at the Military Academy is the responsibility of the subject teacher. S/he proposes a programme of lectures, exercises and special forms of teaching within the framework of the objective and results of his/her subject in the accreditation procedure. The special Accreditation Commission of the Academy, followed by the larger academic areas, the Academic Teaching Evening and the Senate of the University, approve the accreditation proposal of a specific study programme with all subjects. This study programme is then reviewed by the Commission for Accreditation and Quality Control (CAQC) of the National Council for Higher Education - the body for the accreditation of all study programmes in higher academic and vocational education in the Republic of Serbia. The curricula are accredited for one year, then for three years, followed by permanent accreditation. The teacher can change about ten per cent of the content when carrying out his/her teaching activities. In this context, some professors teaching social sciences and humanities subjects have also introduced gender topics by independently selecting content on gender to be included in the subject.

Cadets and students had organised seminars on gender issues and gender equality in society and the defence system during their education. The seminars were first organised with the support of UNDP SEESAC, with the involvement of lecturers from outside the defence system, and then conducted by instructors from within the system. Two seminars were organised for lecturers from the Military Academy and the Military High School. However, these seminars were not organised in the last two academic years due to the epidemiological situation and the implementation of part of the teaching online, but the continuation of the aforementioned training is planned, as this will ensure the continuous awareness of the need to improve the process of implementing the gender perspective in the MoD and the AFs.

8.4.5. Scientific research activity and integrating the gender perspective

One particular aspect of the introduction of the gender perspective in education and the entire defence system is the scientific and research work on gender and gender issues in the Ministry of Defence and the SAF. The Institute for Strategic Research at the University of Defence has conducted several scientific studies on gender equality, the results of which have influenced decisions on various aspects of introducing the gender perspective into military education.

8.5. Financing of education and training in the defence system

In order to gain insight into the process of financing military training, it is necessary to look at it from the following aspects:

- normative framework;
- Sources of funding

The normative framework for the financing of military education

The main regulations on the financing of military training are:

- **The Law on Military Training**²⁸⁸. The provisions of Articles 65 through 68 regulate the financing of military educational institutions from the aspects of: permissible sources of funding (budget, tuition fees, donations, provision of research services...); permissible uses and autonomy in the disposal of acquired funds (work with talented cadets and students, procurement of equipment, scientific and professional training of personnel);
- **The Budget System Law**²⁸⁹ - the law regulates the rules to which budget beneficiaries are subject in planning, preparing, adopting and executing the budget. The Ministry of Defence, as the direct budget beneficiary, is responsible for the University of Defence as an organisational unit dealing with education, and most of its needs are financed from funds authorised by the budget;
- **The Law on Budget of the Republic of Serbia** (a separate one is adopted for each year), which lists the funds for specific programme activities within the MoD and the AFs;
- **Decision on the Establishment of the Budget Fund for the Needs of Military Education and Military Scientific and Research**²⁹⁰ - the Budget Fund was opened as a post-account - an indirect budget beneficiary, with the aim of separately identifying income/expenditure intended for the development of military training and military scientific and research activities. The decision

288 See Chapter 8.3.1. for more detailed information on the Law on Military Education.

289 "Official Gazette of the Republic of Serbia", no. 54/2009, 73/2010, 101/2010, 101/2011, 93/2012, 62/2013, 63/2013 - Corrigendum, 108/2013, 142/2014, 68/2015 - other law, 103/2015, 99/2016, 113/2017, 95/2018, 31/2019, 72/2019 and 149/2020

290 "Official Gazette of the Republic of Serbia", no. 82/2015

defines the permissible sources from which funds are secured for the budget fund (revenue from the provision of research and educational services, funds from donations and the budget), as well as the **permissible ways of using the funds** (e.g. increasing the quality of teaching, training staff..);

- **The Rulebook on the planning and use of appropriations from the budget fund for the needs of military training and military scientific research activities**²⁹¹. The Rulebook regulates the matter in detail: planning and use of funds; calculation and payment of fees to lecturers and staff for professional activities; fixing the price for teaching, etc;
- **The Rulebook on the financial plan in the MoD and the AFs**²⁹². The Rulebook regulates in detail the conditions for preparing, developing and amending the financial plan of the MoD and the SAF as well as reporting on its execution. In the area of military education and training, the Rulebook regulates the responsibilities of the University of Defence and other organisational units in the preparation of a unified financial plan for the MoD and the AFs. In particular, it prescribes the obligation to indicate the needs for military education and training and the assessment of the financial resources required to finance the identified needs;
- **The Statute of the University of Defence**²⁹³; The Statute regulates the issue of financing military higher education institutions (Articles 63-68) from the point of view of sources of funds, permissible purposes and autonomy in the disposal of funds obtained by the University of Defence;
- **The Rulebook on the Conditions and Procedure for Sending Professional Members of the Serbian Armed Forces to Study at Other Universities in the Republic of Serbia**²⁹⁴; The Rulebook imposes the obligation to indicate the cost of the training and the source of its funding (Articles 12 and 15);
- **The Rulebook for the Admission of Citizens to Education and Training in Military Educational Institutions and Units and Institutions of the MoD and the AFs.**²⁹⁵. The Rulebook imposes the obligation to assess the material possibilities for the provision of educational services to citizens, as well as the obligation to state the costs of education;

291 "Official Gazette", no. 33/2020

292 "Official Gazette", no. 8/2021

293 "Official Gazette", no. 22/2020

294 "Official Gazette", no. 12/19

295 "Official Gazette", no. 12/19

- **The Rulebook on the Conditions and Procedures for Sending Professional Members of the Serbian Armed Forces Abroad for Education and Training**²⁹⁶ The Rulebook imposes the obligation to report on the financial aspects of education.

Sources of funding for military training

The main sources of funding are:

- Budgetary funds;
- Tuition fees;
- Donations, gifts and bequests;
- Funds earmarked for scientific research and professional work;
- Funds from participation in projects, provision of research services, consultancy services, etc.;
- Funds from fees for commercial and other services.

Budgetary funds

As far as the financing of military education needs is concerned, most of the funds are secured from the budget of the Republic of Serbia within the framework of the funds allocated to the MoD as a direct budgetary beneficiary.

Securing funds from the budget is a complex, iterative process that is subject to strict rules prescribed primarily by the Budget System Law. These rules require budget beneficiaries to prepare financial plans in accordance with the Fiscal Strategy, Budget Preparation Instructions, budget calendar deadlines, as well as other constraints, especially regarding the earmarked spending of funds.

The Ministry of Defence expresses in the Financial Plan Proposal its needs as well as the estimated resources to finance them in accordance with the budget classification. The proposal of the financial plan for the level of the MoD and the AFs is prepared by combining the financial plans of all organisational units - beneficiaries of funds within the MoD and the SAF.

The University of Defence, as a funds beneficiary and as an entity that plans

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programmes for military education, is obliged to state in its financial plan the needs and estimated funds required for their financing.

EXAMPLE: according to the perceived current need in relation to the total number of cadets in education and the planned needs (the number of cadets who will be enrolled in the next academic year, i.e. who will complete their training), the University of Defence should estimate the financial resources needed to pay, e.g. personal income to cadets. **The planned funds are stated in the designated economic classification account in accordance with the budget classification.**

With regard to the planning of training resources, it is important to note that the obligation to conduct training is the responsibility of all organisational units of the MoD and the AFs. Hence, by analogy with the foregoing, if the conduct of certain training requires financial resources, the organisational units are obliged to indicate this in their financial plans in the relevant account.

if a certain organisational unit of the MoD and the AFs plans to send a certain number of employees to training during the financial year, the estimated financial resources (if the implementation of the training requires the same) must be stated in account 4233 "Training and professional development of employees".

The financial plans of the organisational units of the MoD and the AFs are part of the consolidated proposal for the financial plan of the MoD and the AFs, which in turn is part of the proposal for the budget of the Republic of Serbia. After the final harmonisation and adoption of the Budget of the Republic of Serbia, the funds are allocated to the budget beneficiaries in accordance with the approved plans. Those allocated funds are to be spent in accordance with the purposes provided by law.

Funds from other sources

In addition to funds from the budget, military education is also financed by funds generated from school fees, donations, participation in, e.g. scientific and research projects, the provision of advisory services, etc.

The funds from other sources (with the exception of the budgetary funds from the budget) represent the military school's own-source income, and it has a high degree of autonomy.

The high degree of autonomy is mainly reflected in the fact that for most of its own-source revenues (with certain exceptions), the military school institution is not obliged to transfer/return them to the budget. Rather, if they are not used by the end of the financial year, for example, it can retain those funds and use them in the following period according to the purposes permitted by law.

Revenue generated by a military school institution due to its specific activity (revenue from the provision of educational services to persons from other countries or citizens; revenue from drug testing at the MMA and the like) is retained and can be freely used within the framework of the law. On the other hand, revenue generated, for example, from the rental of sports halls at the Military Academy is paid into the budget and cannot be retained.

Own-source revenues can be used for: working with talented cadets and students; carrying out scientific research and professional work aimed at improving the quality of teaching; the scientific and professional training of staff; the library fund and other purposes within the scope of the law.

8.5.1. Gender-responsive budgeting

The Ministry of Defence of the Republic of Serbia, as a direct budget beneficiary, is committed to Gender Responsive Budgeting. GRB stands for the introduction of the principle of gender equality into the budget process, which implies gender analysis of the budget and restructuring of revenues and expenditures with the aim of improving gender equality.

The main regulations governing this issue in relation to the Ministry of Defence of the Republic of Serbia are the **Budget System Law** and the **Rulebook on the Financial Plan in the MoD and the SAF**.

With the amendment made to the Budget System Law in December 2015, the process of a gradual introduction of GRB into the system of budget planning and execution of the Republic of Serbia began. The Law provides that GRB is to be introduced in all programmes, programme activities and projects of all budget beneficiaries by 2020.

Budget System Law provides for the full implementation of the GRB in Stand-alone Article 16, paragraph 2²⁹⁷, that the Minister of Finance shall adopt the annual plan for the execution by 31 March at the latest. Starting with 2016, the Ministry of Finance adopted plans to introduce GRB into the procedures for the preparation and adoption of the budget of the Republic of Serbia, with the Plan for the adoption of the budget of the Republic of Serbia for 2022 was adopted on 26 March 2021.

Starting in 2019, based on the annual plans of the Ministry of Finance, the Budget and Finance Sector has prepared an instruction with guidelines for the introduction of gender-responsive budgeting in the preparation and adoption of the budget for the next financial year. The instruction has been sent to the agencies responsible for the programme and projects, as well as to the organisational units of the MoD and the AFs. Based on the aforementioned instruction and proposals for specific measures by the organisational units, a proposal for activities with cost calculations for the financial year at the level of the MoD and the AFs is prepared with a view of promoting gender-sensitive budgeting.

The Rulebook on the Financial Plan in the MoD and the AFs, a regulation adopted in the MoD and the AFs and harmonised with the provisions of the Budget System Law, imposes in Article 9 the obligation to integrate GRB into the planning and budgeting processes. This is to be done in such a way that, on the basis of the gender analysis carried out, the impact of the current allocation is assessed, i.e. the budget is restructured if it turns out that the current allocation does not contribute to improving gender equality to the extent planned

Essentially, it boils down to the fact that the organisational units of the MoD and the AFs are obliged to include a gender component in the financial plans by proposing concrete measures/activities (with cost calculations) to improve gender equality.

By combining the individual financial plans of the organisational units, a proposal for a financial plan of the MoD and the AFs is prepared in which the gender component is integrated by proposing concrete measures/activities, targets and pertaining performance indicators.

297 In addition, the Budget System Law imposes the obligation to plan and allocate funds with the aim of improving gender equality (Article 4, paragraph 1, item 4); the obligation of beneficiaries of funds to present a gender analysis of expenditures and expenses in the explanatory note of the proposal for financial plans (Article 35, paragraph 2, item 7 and Article 37, paragraph 2, item 3).

For example, in preparing the proposal of the Ministry of Defence Financial Plan for 2022, with projections for 2023 and 2024, the gender component is included in the budget structure as follows:

- at the level of the programme activity “Functioning of the MoD and the Serbian AFs” under Objective 3: “The role of women in the MoD and the AFs has been improved”, with two related indicators concerning the representation of women in the MoD and the AFs and the participation of women in leadership/command positions;
- at the level of the programme activity “Multinational Operations” under Objective 1: “Serbian Armed Forces actively participate in building and maintaining peace in the region and in the world”, with indicator number 2: “Participation of women members of the MoD and the AFs in peacekeeping operations”;
- at the level of the “Military Health Programme” activity under Objective 1: “Improved level of health care for military and civilian insured persons”, with an indicator on the number of screening examinations (mammography) carried out in military health facilities for members of the Serbian Armed Forces and the Ministry of Defence according to the territorial principle;
- at the level of the programme activity “Emergency situations” under Objective 1: “Improving the capacity to respond to the consequences of natural disasters and technical and technological accidents”, with an indicator to monitor the number of women members of the Serbian Armed Forces trained to respond the consequences of natural disasters and technical-technological accidents;
- at the level of the programme activity “Improving the level of military education and military science and research activity” under Objective 1: “Gender perspective is integrated into the system of military education and military science and research activities”, with two related indicators. These indicators include curricula integrated teaching on gender issues - defined study and career programmes in the Military Academy and the Medical School of the MMA, and representation of women in leadership positions in military education and military science research activities.

However, despite the significant progress made in the past period in implementing the GRB in budget planning and execution, it cannot be said that this is without difficulties. This is particularly evident in the inadequate training of the entities responsible not only for financial planning but also for policy development more broadly. This results in the need for additional training, i.e. the development of specific skills to achieve the essence of GRB.

8.6. Key stakeholders for integrating the gender perspective in military education and training

In addition to the actors of the MoD and the AFs, key actors also include the following institutions that can influence the integration of gender perspectives in military education and training as part of their mandate. These include the following institutions: Coordination Body for Gender Equality²⁹⁸, Commissioner for the Protection of Equality ²⁹⁹, Ministry of Human and Minority Rights and Social Dialogue, Ministry of Education, Science and Technological Development, CAQC, other universities and other scientific and research institutions (taking into account that officers are sent for training and to civilian faculties).

International institutions and donors should definitely be among the key actors. They are key actors not only for reporting on the level of gender equality achieved (more on this in the next paragraph), providing financial and technical support for the promotion of gender equality in the defence sector but also as actors providing up-to-date information and incentivising further improvement of gender equality, in close cooperation with the MoD and the AFs. It is important to mention partnerships, such as with UNDP SEESAC, UN Women, OSCE and to emphasise that a long-term perspective is central to the successful and sustainable implementation of activities to promote gender equality in the defence sector.

298 On 30 November 2014, the Government of the Republic of Serbia established a Coordination Body for Gender Equality. It deals with all issues related to gender equality and coordinates the work of the state administrative bodies responsible for gender equality. The establishment of this body is of great importance for the process of European integration and the promotion of gender equality in Serbia (quote from the official statement on the occasion of the establishment of the coordination body).

299 An independent state body tasked with protecting equality and preventing all forms of discrimination, including gender-based discrimination.

In the context of gender reporting, the MoD prepares reports to be submitted to the Ministry of Human and Minority Rights and Social Dialogue with the aim of reporting to the relevant commission UN on the implementation of CEDAW. It also prepares reports on the implementation of UNSCR 1325, which it submits to the Permanent Mission of the Republic of Serbia to the UN and which are submitted to the UN Secretary-General for the preparation of the Secretary-General's Annual Report on the implementation of UNSCR 1325.³⁰⁰

The MoD of the Republic of Serbia, at the request of the competent institutions, prepares information and reports containing information on gender-related aspects, including reports on the implementation of the Law on Gender Equality.

300 The report for 2020 is available at: [lzvestaj za NAP za 2020 Prilog \(mod.gov.rs\)](https://www.mod.gov.rs/lzvestaj-za-nap-za-2020-prilog)

CONCLUSIONS AND RECOMMENDATIONS

The normative framework prescribes the obligation to respect gender equality

- The defence systems in Bosnia and Herzegovina, Montenegro, the Republic of North Macedonia and the Republic of Serbia are committed to integrating the gender perspective in military education and training. They should do so under the obligations arising from the international legal framework, the general normative framework for gender equality at the country level and the legal framework for education and training in the defence systems. All four countries have gender equality laws, strategies to achieve gender equality, action plans for implementing UNSCR 1325, and institutional mechanisms to enforce policies, laws and regulations related to gender equality and preventing gender-based discrimination. Consequently, all four defence systems have institutional solutions that should ensure the introduction and strengthening of gender equality.
- ▶ There is a need to improve further implementation of the existing legal norms, strategies to achieve gender equality and action plans for implementing UNSCR 1325. If necessary, ensure the adoption of bylaws and supplementary legislation to create the conditions for fully implementing all legal norms related to gender equality.

Collection of gender-disaggregated data and gender analysis

- The Regional Baseline Study is rich in data. However, it points to the fact that gender-disaggregated data is not always readily available, and systematic collection of gender-disaggregated information is still not a regular practice in defence systems. This finding indicates that more determined efforts are required to implement the legal obligation to collect gender-disaggregated data. This requirement is essential for the main topic of the study. It is necessary to systematically collect data on the gender trainings conducted, including the number of training participants, the frequency of trainings, the topics covered, etc. The collection of gender-disaggregated data is crucial. However, it is critical not to limit information to a mere count and classification by sex. An adequate gender analysis should be performed based on the data gathered.
- ▶ Systematic collection of gender-disaggregated data is needed, as well as the proper analysis of that data. Through regional cooperation, it is possible to improve data collection practices further and strengthen capacities for gender analysis.

Support for institutional mechanisms for gender equality

- Notwithstanding a firm commitment and a legal basis, tasks related to promoting gender equality are usually added to the regular duties of persons serving as gender advisers to the Chief of Staff or as advisers to the Ministers of Defence. It is important to note that this practice has been recognised as a problem and that some systems have already taken steps to create posts with gender equality-focused job descriptions or departments to deal with diversity and equality issues. Although there is a general legal basis, experience shows a need to adapt the existing normative framework, i.e. to include more explicitly the obligation to integrate the gender perspective. Each defence system needs to define a gender-related role in the normative framework to ensure a clear commitment to integrating the gender perspective into military education and training, which already stems from existing system laws and international legal obligations.
- ▶ Set job descriptions and roles or dedicated departments dealing with inclusion and gender equality in the defence system, including integrating the gender perspective in military education and training. Use existing regional experiences aligned with the needs and context of defence systems.

Education on the gender perspective through gender training

- All four systems share a common understanding of the direction of change in the human security concept and how security is understood and protected in modern contexts. It is recognised that the application of the gender perspective varies at the strategic, operational and tactical levels.
- ▶ There is a need to use the so-called dual approach to gender training, i.e. to combine the integration of the gender perspective into the curricula with training focused on gender perspectives. Gender training should be conducted regularly at all levels and in all organisational units at tactical, operational and strategic levels.

Updating the educational content and incorporating the gender perspective

- The very fact that the Regional Baseline Study has been jointly completed at the regional level shows that all four defence systems have realised that it is not

enough to provide stand-alone, specific training on gender perspectives. One of the essential characteristics of gender norms is that they change according to changes in social circumstances. Therefore, it is necessary to regularly update the training materials and make them available to those involved in military education and training.³⁰¹ All four defence systems have procedures for educational content revisions that allow some content updates before accreditation renewal. At the same time, significant changes are possible through the process of renewing the accreditation.

Mainstreaming gender in military education and training is a complex process that requires planning short-term, medium-term and long-term goals and setting the indicators to monitor the process. Analysing the existing gender content in the social subjects is the first step towards integrating the gender perspective throughout the curricula, so that gender stereotypes and prejudices are not reinforced by the so-called “invisible curriculum” that is always present when the gender perspective is not appropriately included.

- ▶ Carry out a gender analysis of the teaching content and propose changes according to the conclusions of the analysis. It is necessary to make concrete plans for phased changes to update the entire educational content within military education and training and introduce the gender perspective where it has not been introduced as yet. Make minor revisions that do not require accreditation in the short-term and prepare more extensive ones before the renewal of the accreditation process.

Gender training for all defence system personnel

- Although personal contacts through regional meetings are recognised as very important, the online work introduced during the COVID-19 pandemic has introduced a new dimension and opened up new opportunities. The potential has been recognised to produce standardised basic gender training that would

301 Experiences in the world on the topic of integrating a gender perspective into military education and training are hard to find, and especially there are no examples of regional cooperation with the aim of sharing knowledge and experiences on this topic. To facilitate “the entry into the topic”, UNDP SEESAC has supported the translation of the *Handbook on Teaching Gender in the Military* (PiPC SSRWG and EDWG, *Handbook on Teaching gender in the Military* Geneva, DCAF and PiPC, 2016) in BCMS and Macedonian. The Handbook was distributed to the members of the Regional Working Group during the preparatory phase of the work on the Regional Baseline Study. A sufficient number of copies were made available to teaching staff in the military.

be available online, thus ensuring greater outreach - i.e. gender awareness training for soldiers, non-commissioned officers, officers, and civilians employed in the defence system. Regional cooperation can enrich and accelerate the development of an online course that all four defence systems could use with the necessary contextualisation. This is particularly relevant for the basic gender course that all defence system employees should complete.

- ▶ There is a need to work on sensitising the entire defence system personnel, those who wear uniforms and civilians. To this end, an introductory online gender awareness course should be designed that could be used by the defence systems of all four countries, using a regional network of gender instructors as a resource, thus capitalising on regional knowledge and experience. It should be compulsory for all members of the AFs and all officials of the ministries of defence.

Standardisation of the gender training and strengthening capacities of gender instructors

- All four defence systems have the in-house capacity - certified gender instructors, but this valuable resource must be constantly renewed due to staff turnover. The first steps to systematise the existing knowledge on gender perspective in the defence systems have been taken. All four defence systems have handbooks for gender instructors or are planning, producing or updating the guides for gender training. The regional exchange is valuable because each handbook has its own characteristics that enrich the existing regional pool of knowledge. A sufficient number of gender instructors in the military and a consistent, systematic approach to updating their knowledge are required to maintain and fully utilise the existing capacities.
- ▶ Strengthen the capacities of gender instructors (in terms of increasing their numbers, continuously investing in their knowledge, standardising the teaching content and optimising the frequency of lectures). Sensitise all lecturers in military high schools and military academies so that meaningful integration of the gender perspective is made possible.

Gender coaching programmes for command and leadership staff

- Active leadership and command staff support are already in place. However, the support needs to be strengthened further to integrate the gender perspective into military education and training. There are plans to increase gender awareness among decision-makers and senior command positions. Several coaching programmes focusing on gender awareness in the military, targeting senior positions in defence systems, are already underway. Military education and training systems in countries with military academies differ from those that send cadets to study abroad. Nevertheless, there is valuable experience related to integrating gender aspects, particularly through the gender training courses for management personnel and coaching programmes for people in management positions, which are relevant to all defence systems.
- ▶ Continue and strengthen gender coaching programmes while building internal capacities for gender coaching and mentoring intended for managers and command personnel in the MoDs and the AFs.

Regional cooperation creates added value through the exchange of knowledge and experience

- The Regional Baseline Study represents the result of a structured consultative process. This process once again showed that it is particularly valuable when the working group members work together in the same place, detached from their daily tasks so they can devote themselves entirely to the topic. Combining consultations at the level of individual defence systems with Regional Working Group meetings proved to be the winning combination.
The joint work on the previous regional publications and the Regional Baseline Study has shown the unique value of the regional approach. That is why documenting the process and sharing the experience is crucial. By using a bespoke regional approach to policy research, the defence systems in the Western Balkans have positioned themselves as globally relevant actors that can share their experiences with other regions.
- ▶ Continue regional cooperation, focusing on integrating the gender perspective in military education and training, and developing a detailed plan for integrating the gender perspective, including monitoring the plan's implementation. Ensure documenting joint regional work through records, evaluations and practical examples to facilitate the exchange of experiences with other regions.

10. CONCLUDING REMARKS

Integrating the gender perspective into military education and training may seem like a very complex, daunting task given the entrenched gender regimes and stereotypes, gender prejudices and often unconscious discriminatory attitudes in the AFs and entire society. Nonetheless, this *Regional Baseline Study* represents proof of the readiness of the defence systems of the countries of the Western Balkans to step together into this rarely examined territory, where concrete positive experiences of integrating the gender perspective into military education and training are scarce globally. Information on the systematic mainstreaming of the gender perspective into military training in other countries is hard to obtain, and there are no “recipes” that could be used once contextualised.

It is not the first time that the four defence systems have worked together on gender within the project “*Strengthening of Regional Cooperation on Gender Mainstreaming in Security Sector Reform in the Western Balkans*”. Two regional studies on the status of women in the AFs in the Western Balkans were jointly prepared, and, for the first time, a comparison of plausible data was made possible. In late 2021 the *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse* was published, marking a significant breakthrough concerning this critical and sensitive issue. It is no exaggeration to say that the defence systems in the Western Balkans region represent an example of galvanising a positive change towards gender equality in the military through regional collaborative research.

Competent representatives of the MoDs and AFs jointly initiated and conducted the work on the Regional Baseline Study with the support of the UNDP SEESAC team, using their knowledge and experience enriched by the regional exchange.

A comprehensive integration of the gender perspective into military education and training opens another essential chapter, which is necessary for sustainable changes in the defence system. It aims to establish gender equality in line with the existing legal frameworks of all four countries and the relevant international legal framework.

The maturity of the approach is reflected in the decision to start collecting baseline data so that further steps could be planned based on a comprehensive insight into the diversity and commonalities of the normative frameworks and practices in the Western Balkans countries.

Changes in complex systems are not quick and linear, especially since reliable initial data and well-structured preparations are of essential importance for introducing innovations. The wealth of existing good practices provide a solid basis for action planning. The Regional Working Group has endeavoured to present good practices from all four defence systems in the Regional Baseline Study.

The region is characterised by a wealth of good practices that can serve as a starting point for integrating the gender perspective across military education and training. The diversity of good practices from country to country gives complete sense to regional cooperation and exchange of knowledge because the collection of good practices exceeds the value of individual examples and opens the door to innovative approaches and introducing new methods that yield results. Each country has something to offer - from the experience of gender auditing of the entire defence system to specially designed training for the staff of commissions dealing with military curricula, to planning gender awareness for all military academy staff, gender budgeting and the establishment of dedicated departments dealing with equal opportunities and gender equality.

The firm commitment to regional cooperation in strengthening gender equality in defence systems is enshrined in the joint Ministerial Declaration signed by the four MoDs in Budva in December 2021. In addition to the results of the collaborative work achieved to date, this joint Declaration guarantees that the integration of gender perspectives in military education and training will not stop with this regional inventory of the baseline. Regional cooperation will continue to serve as a source of new knowledge and an accelerator of processes to keep gender equality high on the defence system reform agenda. Integrating the gender perspective into military education and training is the most critical step on this journey because it enables the new generations entering the military to understand the values and responsibilities associated with the full implementation of gender equality in the defence system. In the spirit of the signed Ministerial Declaration, we firmly believe that the Regional Baseline Study will contribute to the improved integration of women in the defence systems of the four Western Balkans countries by increasing gender awareness and appropriately adapting the curricula for military education and training.

GLOSSARY

Affirmative action measures – Legal and other actions on behalf of social groups who are in an unequal position compared to others so that groups who are not in an equal position achieve full equality. Affirmative action measure is temporary by nature, helping to correct long-standing systemic discrimination and accelerating the process of attaining fundamental equality. Therefore, making a difference to ensure equal opportunities for a historically disadvantaged group like women in the defence system does not constitute discrimination.³⁰²

Andragogy: The art and science of the facilitation of adult learning, distinguished from child-oriented “pedagogy” in terms of learner self-direction, application of knowledge and experience, learning readiness, orientation to the present, and problem-centeredness.³⁰³

Capacity building for gender equality - Capacity building for gender equality refers to building and/or enhancing the knowledge, skills and ability of individuals, institutions, groups and organisations to perform functions, solve problems, and set and achieve gender equality objectives in a sustainable and transformative manner.³⁰⁴

Courses – educational units within the curriculum dealing systematically with a particular subject or discipline for a given period period of time, i.e. with clear beginning and end of the course.³⁰⁵

Curriculum – A plan incorporating a structured series of intended learning outcomes and associated learning experiences - generally organized as a related combination or series of courses.³⁰⁶

302 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

303 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

304 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

305 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

306 *Ibid.*

Dual approach to gender equality - Approach combining gender mainstreaming and specific gender-focused policies and measures, including affirmative action. It is sometimes referred to as the “twin-track strategy”.³⁰⁷

Evaluation – The systematic determination of the merit, worth and significance of a learning or training process by collecting evidence and using criteria to judge whether it has met its intended learning outcome.³⁰⁸

Formal gender equality - Sometimes referred to as *de jure* gender equality. It means that the constitution and/or national laws guarantee the principles of equality of women and men, equal recognition and the enjoyment of all human rights and fundamental freedoms, as well as measures providing for equal treatment of, and equal opportunities for, women and men in the political, economic, social, cultural, civil, domestic or any other field.³⁰⁹

Gender – socially established and defined roles, behaviours, activities, and characteristics that a particular society sees as characteristic of women and men. Attitudes and behaviours that a particular society imposes on women and men are learned through socialisation and can change over time and space. The terms “sex” and “gender” are often used interchangeably. However, they are not synonymous, as gender is biologically and socially determined and varies across time, socioeconomic conditions, and cultures.³¹⁰

Gender advisor – Staff who reports directly to the Commander and provides support to ensure that planning, execution and evaluation include the gender perspective. It is a full-time role and requires adequate training, education and experience.

307 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

308 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

309 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

310 *Ibid.*

Gender analysis – Understanding the differences in conditions, needs, representation, right to access resources, control over resources, decision-making authority, etc., that exist between women and men. Differences are based on gender roles and are always present as no activity or situation is gender neutral.³¹¹

Gender-based discrimination – Discrimination based on gender or sex occurs because of the interaction between the sexes (as biological characteristics of women and men) and their socially constructed identities, attributes and societal roles. Discrimination against women is any distinction, exclusion or restriction with the aim or effect of diminishing or nullifying one's esteem, welfare or contribution, regardless of marital status. It is based on violating the principle of equality between men and women, fundamental rights and freedoms in political, economic, social, cultural, civil or other areas. Discrimination may be direct (direct) or indirect (indirect), intentional or ignorant, but it is unacceptable in any form and is prohibited by law.³¹²

Gender-based violence - A wide range of violent practices characterises gender-based violence as a subcategory of violence. The UN Convention on the Elimination of All Forms of Violence against Women (CEDAW - 1993) defines it as “any act of gender-based violence that results in, or is likely to result in physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life”.³¹³

Gender dimension - Considering the gender dimension implies taking into account the different situations, needs and challenges that women and men, girls and boys face, aiming to eliminate and avoid unequal positions and promote gender equality within specific policies, programmes or activities. The gender dimension is also sometimes referred to as the “gender perspective”.³¹⁴

311 *Ibid.*

312 For more information on gender-based discrimination, see the *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

313 Downloaded from: [United Nations Definition of Violence Against Women – Center for Relationship Abuse Awareness & Action \(stoprelationshipabuse.org\)](https://www.stoprelationshipabuse.org/)

314 EIGE - *Gender Equality Glossary and Thesaurus*

Gender education - Necessary part of educational content at all levels of the education system, which would enable both girls and boys, women and men to understand how social constructs of masculinities and femininities and models for assigning gendered social roles – which shape our societies – influence their lives, relationships, life choices, career trajectories, etc.³¹⁵

Gender equity – The treatment of women and men by values that promote and protect human rights in accordance with their needs, upholding the principle of the equality of all human beings. For treatment to be equal, the circumstances that led to the different treatment of women and men must be considered. Gender equality is a goal that is achieved through gender equity.³¹⁶

Gender Equality - Equal participation of women and men, boys and girls in all spheres of social and private life, as well as ensuring equal opportunities to exercise rights and benefits from the results achieved, guaranteeing their equal status in society. As a legal principle, gender equality promotes the full participation of women and men in aspects of social life.³¹⁷

Gender identity - Personal understanding of one's gender affiliation, which may or may not agree with biologically determined sex, i.e. the gender role assigned to sex. Gender identity is the experience a person has of his/her body, which s/he expresses through behaviour, attire, language, gestures, etc. Most people identify their gender with their biological sex, perceiving themselves as men or women. However, some people's gender identity differs from the sex assigned at birth. It sometimes transcends binary gender divisions, which may lead to body-changing medical interventions to reconcile one's sex and gender identity.³¹⁸

315 *Ibid.*

316 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

317 *Ibid.*

318 *Ibid.*

Gender instructors in the defence system - Gender instructors are certified gender equality instructors who educate employees of the MoDs and the AFs on various gender-related topics. The gender instructors were trained according to the NATO approach to gender in the military, which is delivered and/or overseen by the Nordic Centre for Gender in Military Operations – NCGM, based in Sweden.³¹⁹

Gender norms - Gender norms are the standards and expectations that women and men generally conform to within the realm that defines a particular society, culture, and community at the time.³²⁰

Gender prejudices – Persistently maintained attitudes towards female and male members of a particular social group that are not based on evidence or experience but rather represent an unfounded opinion based on generalisation. Gender prejudices are resistant to change.³²¹

Gender-responsive budgeting – Gender-responsive budgeting represents gender mainstreaming into the budget process. It implies a gender-based assessment of the budget, including the gender perspective at all levels of the budget process and the restructuring of revenue and expenditure to progress towards gender equality.³²²

Gender-responsive institutional transformation – A process that leads to the integration of gender equality into the institution's rules, procedures and practices. The successful implementation of such a process results in the institution's transformation, which also affects the organisational culture.³²³

319 The Position of Women in the Armed Forces in the Western Balkans. (2nd study). SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

320 EIGE - *Gender Equality Glossary and Thesaurus*

321 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

322 [Council of Europe, 2009](#) (For more information on gender-responsive budgeting see the Chapter 4 of the Regional Baseline Study)

323 EIGE - *Gender Equality Glossary and Thesaurus*

Gender regimes - Gender regimes are “relatively structured relations between men and women, masculinity and femininity, in institutional and non-institutional settings, at the level of discourse and the level of practices. This structuring manifests itself in different gender roles, different gender identities and different gender representations“.³²⁴

Gender roles – A set of characteristics, behaviours, attitudes, activities, norms, duties, and expectations that society assigns and requires of people based on their gender. Gender roles are adopted in the process of socialisation, especially in the family, and are passed on and maintained through education, media, social customs, religion, culture, art, etc. Such learned behaviours constitute gender identity and determine the accepted gender roles in family and society at a given time and in a given culture.³²⁵

Gender stereotypes - Schematic, simplified, hard-to-change views and attitudes towards a group, characterised by intransigence.³²⁶

Gender training - Gender training is a broad concept that encompasses various educational pathways or processes aimed at educating all people, especially those in decision-making positions and those who shape social policy. The training is focused on issues related to gender equality through training courses, built up their skills and were able to promote the goals of gender equality in their work at all levels.³²⁷

Hidden curriculum – Unspoken norms, values and beliefs transmitted to students through the basic structure of education and the curriculum content provided. When the course content appears to be gender-neutral, this implies that there is a hidden curriculum, i.e. that gender stereotypes are conveyed through the course content and imply specific roles and opportunities for men and women.³²⁸

324 Blagojević, M. *Women and Men in Serbia 1990-2000*

325 EIGE - *Gender Equality Glossary and Thesaurus*

326 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

327 EIGE - *Gender Equality Glossary and Thesaurus* – modified definition

328 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

Human security – A concept of human security was first mentioned in the 1994 Human Development Report entitled *New Dimensions of Human Security* (UNDP, 1994). This report introduced a new concept of security, equating the concept of security with the security of people, not territories, and with the human development paradigm rather than armaments as a guarantee of security.³²⁹

Indirect gender discrimination - Indirect discrimination occurs where an apparently neutral provision, criterion or practice would put persons of one sex at a particular disadvantage compared with persons of the other sex unless that provision, criterion or practice is objectively justified by a legitimate aim and the means for achieving that aim are appropriate and necessary.³³⁰

Internal complaints mechanism - In removing barriers to the full participation of women in the AFs, a key priority must be preventing gender discrimination, harassment, bullying and abuse - in other words, ensuring that all staff, men and women, serve in an environment that enables them to do so is healthy, safe, respected and supports their human rights. Effective and reliable complaints mechanisms are a vital component of such an environment. The key questions for complaints mechanisms are: What types of complaints do women and men employees file? Are all complaints investigated fairly and effectively? Are complainants supported and protected from reprisals? To what extent are the complainants assured of confidentiality? If an illegal act has occurred, are sanctions applied and systemic changes made? Are complaints mechanisms available to deployed employees? How are appeal records kept? How are the complaints mechanisms themselves monitored?³³¹

Institutional capacity for gender mainstreaming - Institutional capacity for gender mainstreaming refers to the potential of an institution to deliver upon its gender mainstreaming commitments and the ability to identify and solve implementation-related problems.³³²

329 Available at: hdr.undp.org/content/human-development-report-1994

330 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

331 *Bastick M. Gender and Complaints Mechanisms: A Handbook for Armed Forces and Ombuds Institutions*. DCAF: Geneva, 2015.

332 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

Institutional mechanisms for gender equality - Bodies mandated to promote gender equality and support mainstreaming of gender equality into general policies in all areas. They usually consist of the central government body complemented with an interministerial coordinating gender mainstreaming structure and contact persons or focal points responsible for gender mainstreaming in ministries.³³³

Integration of gender equality perspective (Gender mainstreaming) – The process of assessing the impact on women and men of any measure, law, policy or programme in any area and at any level. Gender mainstreaming is a strategy that ensures that the concerns and experiences of men and women are incorporated and become an integral dimension of the planning, implementation, monitoring and evaluation of policies and programmes in all political, economic and social areas, with the aim of the benefits are enjoyed equally by women and men and that inequalities are not perpetuated. The ultimate goal is gender equality. (ECOSOC - definition 1997/2, which is accepted as the definition used within the UN system).³³⁴

Integration of gender equality perspective in military education – Strategy to achieve gender equality through an assessment of the impact of each planned activity on women and men, with an understanding of how these impacts differ, including the impact of laws, social policies and programmes in all areas and at all levels. The aim is to take into account the problems and experiences of women and men in the development, implementation, monitoring and evaluation of strategies and programmes. Given that this Regional Baseline Study is about military education and training, there is a need to understand the impact of laws, policies, and programmes of military education and training at all levels on women and men, and the gender perspective mainstreaming into educational programmes and subjects.

Invisible barriers - In relation to gender equality, attitudes and the underlying traditional assumptions, norms and values that prevent women's empowerment and their full participation in society.³³⁵

333 *Ibid.*

334 Available at: [GMS-Overview.doc \(un.org\)](#)

335 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

Learning methods – Any interventions that are deliberately undertaken to assist the process of learning at individual, team or organisational level.³³⁶

Learning outcomes – Teaching content that a student should know and apply upon completion of a course or lesson. The outcomes-based approach focuses on enabling students to demonstrate through knowledge tests that they have achieved the desired educational outcomes, and the knowledge assessment process is aligned with this.³³⁷

Mentoring – Sheltered relationship that allows learning and experimentation to take place and personal potential and new skills to flourish through a process in which one person, the mentor, supports the career and development of another, the mentee, outside the normal superior–subordinate relationship.³³⁸

Military education – A process conducted with the aim of increasing the knowledge of individuals and developing their intellectual and cognitive abilities. Military education includes schooling, training and military vocational education for the needs of the AFs.

Operational level – A level of command at which campaigns and major operations are planned, conducted and maintained to achieve strategic objectives in zones or areas of military action.³³⁹

Sex – Biological and physiological characteristics that define humans as women or men. Women carry the xx and men the xy chromosome pair and have different roles in the reproductive process. The differences between men and women are universal, evident and immutable; existing in all societies and at all times, regardless of living conditions, social status, ethnic or racial origin.³⁴⁰

336 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

337 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016 – modified definition

338 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

339 *Ibid.*

340 *Regional Handbook on Preventing and Responding to Gender-Based Discrimination, Sexual Harassment and Abuse*. SEESAC: Sarajevo, Podgorica, Skopje, Belgrade, 2021

Special Training Programmes - Special training programmes represent a form of training conducted for the purpose of educating and directly preparing men/women military professionals and civil servants for the performance of senior command, staff, security and defence functions. There are four levels of training, some countries do not have a fourth level, but this training takes place abroad. Each of the countries included in the Regional Baseline Study has special training programmes tailored to the needs.

Strategic level – The command level at which the citizens of a country or group of countries set state or international security goals (regional, global) and allocate state resources, including military resources, to achieve the set goals.³⁴¹

Tactical level – The level of command at which activities, battles, and engagements are planned and executed to achieve military objectives assigned to tactical formations or units.³⁴²

Training – An instructional process aimed at the acquisition of defined skills relating to particular functions or activities.³⁴³

Transformative learning – Learning through critical reflection of one's own experiences, assumptions, beliefs, assumed values, feelings and mental perspectives in order to adopt new or revised interpretations through such critical reflection – such an approach to learning is often associated with adult learning.³⁴⁴

341 PfPC SSRWG and EDWG, *Handbook on Teaching gender in the Military*. Geneva, DCAF and PfPC, 2016

342 *Ibid.*

343 *Ibid.*

344 Available at: scindeks.ceon.rs/Article.aspx?artid=0354-54151902069Y

Violence against women in war conflicts – Violence experienced by women and girls during armed conflict, ranging from physical, sexual to psychological violence perpetrated by both state and non-state actors. All forms of violence include murder, unlawful killings, torture and other cruel, inhuman or degrading treatment or punishment, abductions, maiming and mutilation, forced recruitment of women combatants, rape, sexual slavery, sexual exploitation, involuntary disappearance, arbitrary detention, forced marriage, forced prostitution, forced abortion, forced pregnancy and forced sterilisation.³⁴⁵

Women, Peace and Security Agenda - An international policy framework based on the historic United Nations Security Council Resolution 1325 (UNSCR), adopted in 2000, which aims to systematically introduce the gender perspective into the defence system and the inclusion of women in peace processes and the implementation of peace agreements. Associated UNSCRs include: UNSCRs 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2272(2016), 2467 (2019), 2493 (2019), 2538 (2020).

345 EIGE - *Gender Equality Glossary and Thesaurus*

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