



**The Public Policy Research Centre (CENTER)  
“Gender and Firearms – Why is NAP 1325 so important”  
Final Report June 20, 2019 – December 19, 2019**

**SUMMARY**

The project “*Gender and Firearms – Why is NAP 1325 so important*” ExB 2400711 was implemented by the Belgrade based Public Policy Research Centre (CENTER), from June 20, 2019 to December 19, 2019.

**The overall objective of the project was to promote gender-responsive and transparent approach to responding to the security challenges related to firearms in five local communities in Serbia thus supporting the implementation of the NAP 1325.**

The project contributed to better understanding of the NAP 1325 among local authorities, media and CSOs in the five local communities; About 100 participants in Vršac, Kikinda, Niš, Kragujevac and Svrlijig exchanged experiences, perceptions and views on NAP 1325 and its implementation, with the specific focus on the GBV-SALW nexus; Throughout the project, partnership with local stakeholders, in particular with women on leading positions and local security stakeholders, as well as women NGOs were strengthened. Among the participants there were 80 women and 20 men; legalization of weapons as a way of reducing femicide and violence against women was promoted. Number of initiatives from the local level was gathered and promoted through the policy brief and video.

**The main findings obtained through the project implementation confirmed that there is a need for NAP 1325 to be promoted in a coherent way.** National Action Plan for the implementation of UNSCR 1325 for the period 2017-2020 is in its final year of application. Its implementation was uneven both at the national and the local level. The drafting of the new NAP 1325 must begin with a critical rethinking of the failures that were observed both in drafting and implementation phase of the current NAP. One of the questions to be addressed is why in the previous period the successes achieved in its implementation were not visible and shared with the broadest public.

The reasons for invisibility of NAP 1325 at the local level are multiple: its implementation at the national level is uneven and unsupported with adequate financial resources. its goals are comparatively less promoted compared to related goals set out in other strategic documents and laws which are related to the achievement of gender equality, suppression of domestic violence and strengthening the safety of women and girls.

**In terms of the SALW and gender component we have observed two positive novelties:** CENTER research and advocacy efforts related to the topic made an impact in local municipalities, and the idea of localisation of the legalisation of SALW and its potential positive effects on suppression of femicide is well known among the local policy makers and women NGOs.

Two new initiatives connected with NAP 1325 implementation emerged at the local level:

- The successful implementation of the NAP 1325 requires the design and implementation of a broad national promotion featuring women on national and local level which mirror a success of the NAP 1325. They should promote legalisation of SALW and save use of legal SALW in relation to femicide. This activity should be led by the national Coordination Body for Gender Equality and supported at the local level.
- Localization and local branding of campaigns to legalize illegal weapons and promote safe use of firearms are understood as part of promotion of the safety of local communities and their attractiveness in terms of quality of life and work. Implementation of this recommendation is within the competence Ministry of the Interior. At the local level, local municipalities should be involved in these efforts starting from the level of the smallest units (mesna zajednica).

**The findings summarised in the policy brief contributed to the assessment of the localisation component in the current NAP 1325 and the drafting of the next NAP.** Most of the local communities surveyed invest significant efforts to improve women's security, strengthen gender equality and create mechanisms for advancing the position of women. Almost all communities are seeing an increase in the share of women in the executive branch, representative institutions, councils for security, the police and other bodies at the local level. Yet, local communities are often unaware that by empowering women in that respect they are also fulfilling the objectives of the National Action Plan for the implementation of UNSCR 1325 for the period 2017-2020. That is why local success stories are not based on coherent local policies related to NAP 1325 but are the result of implementation of other strategies and laws, notably National strategy for gender equality (2016-2020) and the Domestic Violence Prevention Law.

**The following recommendations were drawn from the policy brief and the discussion at the local level:**

- ✓ National enforcement mechanisms for implementation of NAP should be streamlined; modalities of implementation at the national and local level should be coordinated and adequately financially supported at the national and local level.
- ✓ Permanent Conference of Cities and Municipalities (SCTM), should be involved in building capacities and knowledge of local self-governments in the implementation of the local dimensions of the NAP.
- ✓ With the help of the donor community, examples of good practice at the local level should be promoted.
- ✓ At the level of local self-governments, it is necessary to coordinate the activities of the various bodies concerned with promotion of local security, gender equality and suppression of violence against women in order to achieve synergy in action even with limited means.
- ✓ Research on specific security challenges related to women and vulnerable groups, should be supported through the local budgets.

- ✓ There is a need to continue with substantive rather than just formal involvement of women in executive and representative bodies and security mechanisms at local community level. Local governments should rely on expertise of women's NGOs in achieving these goals.
- ✓ Local campaigns promoting the legalization of illegal weapons and promotion of safe usage of legal weapons should include hunting and shooting organizations and NGOs dealing with safety of vulnerable groups (children, youth, LGBT people, Roma population, and others).

**The project builds on the long-standing CENTER’s work in the field of SALW and femicide:** Among the projects which are closely connected to the current theme are the following: “Arms export and violence against women: advocating for gender responsible and transparent implementation of the Arms Trade Treaty (ATT) provisions in Serbia” (2019), “Local Security and Role of MPs” (2017), “Citizens on Watch: Public Participation and Localization of the Security Sector Reform” (2017), “Firearms Misuse and its Impact on Gender-based Violence” (2016), “Firearms Possession and Human (In)Security: Impact on youth and gender based violence” (2016).

**In general, in the reporting period the project implementation was carried out according to the plan.**

### 1. IMPLEMENTATION OF ACTIVITIES & INDICATOR ACHIEVEMENTS

**The overall objective** of the project was to promote gender-responsive and transparent approach to responding to the security challenges related to firearms in five local communities in Serbia thus supporting the implementation of the NAP 1325.

**Specific objective(s) of the project were the following:**

- Exchange of experiences, perceptions and views on NAP 1325 and its implementation, with the specific focus on the GBV-SALW nexus increased;
- NAP 1325 promoted among local authorities, media and CSOs in the five local communities; Increased knowledge of the stakeholders and general public;
- Partnerships with local stakeholders, in particular with women on leading positions and local security stakeholders strengthened;
- Legalization of weapons and raise the culture of firearms management as a way of reducing femicide and violence against women promoted at the local level. Number of ideas among stakeholders in local communities created.

Performance Indicators	Results achieved	Means of verification
<ul style="list-style-type: none"> <li>• NAP 1325 promoted in five local communities in Serbia;</li> <li>• local women at the leading positions, in particular in local parliaments, local administration and local safety councils empowered to promote NAP 1325 activities through advocating gender-oriented response on security challenges related to the</li> </ul>	<p>In total <b>100 participants</b> took part in the discussions about the implementation of NAP 1325 at the local level, 92 in 5 localities and 8 in Belgrade). Among them are members of schools (2), health care centres (7), judiciary, prosecution, courts, Public Attorney's Office (5), international, national and local NGOs (55), local municipalities (11), independent institutions and police (9) and social care centres (11),</p>	<p>Please find presentations of the implementation of NAP1325 and the SALW and NAP 1325 in Annex 1)</p> <p>Annex 2 with the list of participants is attached to the report. Selected photos are attached in the Annex 3 with the report</p>

<p>SALW issues (in total 50 participants women and men informed about the NAP 1325; five women at leading positions empowered to further promote local actions related to NAP 1325);</p>	<p>police . 80 female and 20 male. <b>Five women</b> at leading positions empowered to further promote local actions related to NAP 1325: 2 Mayers (Vrsac and Svrlijig), deputy president of the Parliament in Vrsac, 3 local MPs Vrsac in total <b>six</b>.</p>	
<ul style="list-style-type: none"> <li>The interest of general public as well as women in administration and local parliaments for the oversight of the arms export increased (at least <b>ten women</b> who were round table participants);</li> </ul>	<p>In total 100 participants took part in the discussions of which 80 women.</p>	<p>See list of participants in the Annex 2</p>
<ul style="list-style-type: none"> <li>At least 15 recommendations for further implementation of NAP 1325 and specifically related to SALW and GBV drafted, and disseminated to Women parliament network, Ministry of Interior, Ministry of Defense, OSCE, UNDP, SEESAC, etc.</li> </ul>	<p>List of recommendations developed and presented within the policy brief.</p>	<p>All recommendations were gathered together and published within the policy brief. Specific recommendations coming from the round tables in local communities were highlighted. See Annex 4 with the policy brief.</p>
<ul style="list-style-type: none"> <li><b>At least 200 people watch the video</b> promoting the implementation of NAP 1325 at the local level and specifically measures related to SALW and GBV, shared through the PPRC's Facebook, Twitter and Instagram account. At least <b>10 shares of the video by the CSOs members</b> of the Network of civil society organisations – Women, Peace and Security involved in the NAP1325;</li> </ul>	<p>Video reached 8120 people of whom 1437 watched the video, and 3 shared the video.</p> <p>In total there were six posts (5 from local round tables 1 of the video) that reached in total 4258 people with 43 likes and 3 shares of the video by the CSOs members of the Network of civil society organisations – Women, Peace and Security involved in the NAP1325 (NGOs from Svrlijig and Nis);</p>	<p>Instead of promotion on all social networks (Facebook, Twitter, Instagram) the video was promoted only at Facebook as it offers the best reach for such type of promotion. Please find the video and the related statistics in the Annex 5.</p>
<ul style="list-style-type: none"> <li>Knowledge of local (women) stakeholders related to security challenges and firearms and gender-based violence improved (at least <b>ten women who were round table participants</b>).</li> </ul>	<p>As the knowledge of NAP 1325 in all communities was at the low level, and that in some round tables there were more than 30 participants we have decided to give up from the questionnaires.</p>	<p>Questionnaires were not administered. The knowledge gained was measured through participation of women in the round tables (80) and</p>

		in video (7).
<ul style="list-style-type: none"> <li>At least <b>five media reports</b> at the national and local level featuring the importance of the NAP 1325 implementation with local challenges and good practices published;</li> </ul>	In total <b>4 media reports</b> were produced of which 2 in local media and (TV Banat & E Vrsac), 1 in regional media (RTK) and 1 in national media (RTV).	List with the links to the reports in the Annex 6.

As a long term output, the project helped national and local stakeholders to understand success and pitfalls in the on-going implementation of NAP 1325 and gave recommendations on drafting the new NAP in 2020.

## 2. COMMUNICATION, NETWORKS AND LESSONS LEARNED

The team had excellent communication with the local municipalities in Vršac and Svrlijig where the local authorities did their best to help organise the round tables, promote our activities within the network of local institutions, newly established NGOs and media. In Kikinda and Niš, there was no collaboration of the local municipalities and only representatives of the social care centres and judiciary (Kikinda) and 2 representatives of the independent institution of Ombudsman (Niš) attended the event. In both municipalities, local security councils either work poorly (Kikinda) or are currently under formation (Niš). NGOs working on implementation of the NAP 1325 in Niš have bad experiences with the local authorities which might contribute to their absence.

Throughout the project CENTER had an excellent communication with the local NGO sector. As already mentioned we did our best to promote fellow NGOs members of the Network of civil society organisations - Women, Peace and Security in the Republic of Serbia to which CENTER also belongs as one of the founders. We directly partnered with the Center for Support of Women (Kikinda), Etno forum (Svrlijig) and Roma Women's Association "Osvit"(Niš), and we invited other NGOs from the network to join our round tables and discuss their work on the NAP 1325. Among those organisations are Committee for Human Rights (Niš) and Center for girls (Niš). We also directly partnered with one of the most prominent NGOs in the Women against Violence Network - "Oaza sigurnosti" (Kragujevac).

Collaboration with media varied. In Vršac we had excellent coverage of the local TV Banat and E Vršac which produced lengthy reports about the NAP 1325 implementation in Vršac. Furthermore RTV Vojvodina also featured the report from the round table in Vršac. In Kragujevac local RTK Kragujevac hosted our partner organisation as a follow up of the round table. In other cities we were not able to manage media coverage. Most of the places are small and some as Svrlijig have no prominent media. The topic - implementation of the NAP 1325 is hard to promote in media as it is very complex and often completely unknown to the public.

As always, the team was fully supported by the OSCE Mission Department of Democratization in all technical issues related to the project.

## 3. PROBLEMS, DELAYS AND MITIGATING MEASURES

The project implementation and the results achieved were greatly challenged by the lack of knowledge on the subject at the local level, even among those municipalities and institutions which are previously recognised for their success in implementation of NAP 1325.

To offset the challenge we devised two presentations of which the first gave the introduction in the topic – the main goals of the UN Security Council resolution 1325 on women, peace and security (UNSCR 1325), the importance of the UNSCR 1325 for Serbia, the major goals achieved through two NAPs and the challenges in their implementation, and the second was devoted to the relation between UNSCR and SALW and the role of SALW and suppression of femicide in NAP 1325 and the relevant institutional and legal framework related to the subject.

There were several other challenges throughout the project which we successfully mitigated. The timing of the project activities was unfortunate as it has started in the summer season which resulted in below targeted number of participants in Kikinda. Later in the project, this was offset by the presence at the round table in Svrljig and Vršac, which gathered much above expected number of participants. Therefore the target (up to 100 participants) was successfully met.

The project implementation suffered from the fact that the possible focal points among the local non-governmental organisations were rare as the NGO sector is growing weak in smaller municipalities. For example there were no NGOs and youth offices in Smederevo and the local municipality also felt incapable to organise the event as there is a deep division among the local institutions. Hence we gave up from Smederevo and moved to Vršac which fulfils the criteria of having a female mayor.

The request to the Ministry of Interior to give permission to the chief of the local police station in Kragujevac was sent on August 21, 2019 (please see Annex 7). Two months' time is usually adequate time for the requests of that type. Yet the chosen police officer didn't receive the answer from MoI during the project implementation. It came as a surprise as MoI achieved the best results in implementing NAP 1325. Therefore the round table was organised on October 14. Police officers took part in the conference but were not able to be filmed.

The final conference in Belgrade was organised at the time when all national and local NGOs which are dealing with NAP 1325 and violence against women were on the two day conference with the Female Police Network, and therefore were not able to participate. Having in mind that the timing of the round tables had to be rescheduled due to the change of one round table (Vršac instead of Smederevo) and the prolonged response of the MoI in case of Kragujevac there was little time to invite members of the Ministry of Defence, Ministry of Interior, Ministry of Public Administration and Local Self-Government Government of Serbia, and the Coordination Body for Gender Equality. Therefore, the conference gathered less attention than expected. This was offset by sending the policy brief to all relevant institutions, NGOs and expert in the field (49 in total). (See Annex 8 with the list of institutions and NGOs to whom the policy brief was sent).

Due to the timing of the project (summer season), and the slow response of the MoI in case of Kragujevac, the video was produced at the end of project, when there was no time to run a promotion of the video on Facebook as planned and budgeted. Therefore, PPRC used its own funds to organize smaller campaign on Facebook (5 days) starting from November 28. The video received satisfactory visibility. It was seen by about 9K people of which 1437 people watched the video (please see the Annex 6 for the statistics).

#### **4. BUDGET AND FINANCIAL REPORT**

In accordance with Agreement on cooperation number ExB 2400711, CENTER received contribution in the amount of RSD 558.520,00 (80%) from the OSCE. Total project expenses for the period 20 June 2019 – 19 December 2019 are RSD 655.288,17. During the project implementation the CENTER ensured sound budget execution.

The final financial report is attached as a separate document.

Belgrade, December 19, 2019

Tatjana Jakobi

executive director

Public Policy Research Centre