

IPA – PRE-ACCESSION INSTRUMENT (NEAR)

## GENDER ANALYSIS FOR SERBIA

Letter of Contract N°2016/377481  
DRAFT FINAL REPORT

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December 2016



The project is financed by  
the European Union



The project is implemented by  
IBF International Consulting

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## ACKNOWLEDGEMENTS

The author of this research would like to express her gratitude to all of the institutions, officials, civil society representatives and international actors that graciously contributed to this report. Special thanks to Ana Milenic, European Delegation in Serbia, and Branka Draskovic, Coordination Body for Gender Equality of the Government of the Republic of Serbia, for their support and guidance.

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## ABBREVIATIONS AND ACRONYMS

APV	Autonomous Province of Vojvodina
EC	European Commission
CSOs	Civil society organizations
CSW	Centre for social work
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
EBRD	European Bank for Reconstruction and Development
EUD	European Union Delegation to Serbia
GEI	Gender Equality Index
GEWE	Gender Equality and Women's Empowerment
GBV	Gender based violence
GDP	Gross domestic product
GREVIO	Group of Experts on Action against Violence against Women and Domestic Violence
IPARD	Instrument for Pre-Accession Rural Development
LAG	Local Action Group
LAP	Local Action Plan
LSGs	Local self-governments
MAEP	Ministry of Agriculture and Environmental Protection
MoD	Ministry of Defence
MFIN	Ministry of Finance
MoI	Ministry of Interior
MLEVSA	Ministry of Labour, Employment, Veterans and Social Affairs
MPALSG	Ministry of Public Administration and Local Self-Government
MESTD	Ministry of Education, Science and Technological Development
MoYS	Ministry of Youth and Sport
NES	National Employment Service
NHRIs	National Human Rights Institutions
PSSPDGE	Provincial Secretariat for Social Policy, Demography and Gender Equality
OSCE	Organization for Security and Co-operation in Europe

OHMR	Office for Human and Minority Rights
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SEESAC	South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapon
SIDA	Swedish International Development Corporation
SILC	Survey on Income and Living Condition
SEIO	Serbian European Integration Office
SORS	Statistical Office of the Republic Serbia
SIPRU	Social Inclusion and Poverty Reduction Unit
SCTM	Standing Conference of Towns and Municipalities
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
UNCT	United Nations Country Team
VAW	Violence against women

## EXECUTIVE SUMMARY

The Republic of Serbia obtained EU Candidate Country status in March 2012. The overall objective of the gender analysis for Serbia is to provide an understanding of partner government's commitment and capacity to work on gender equality and economic empowerment issues, and to identify entry points for policy interventions and programming. The study was prepared on the basis of the participatory approach of all relevant stakeholders, and carried out in a multidisciplinary manner covering relevant cross-cutting issues. The current country situation from a gender perspective is analysed across various sectors: legal, human rights, policy and institutional framework, political participation and access to decision making, urban and rural development, health, poverty, education, media, social sector spending, care economy, agriculture, employment, labour market and entrepreneurship. Gender based violence has been detected as an issue of concern.

The main conclusion is that gender inequalities still persist in all spheres in public life. Women in more extent than men experience physical, political, economic and social insecurity. The level of women's social exclusion increases when inequality on the basis of sex and gender intersects with other inequalities (age, ethnicity, disability, sexual orientation, rural/urban disparities, marital and family status etc.).

The progress has been made in harmonising legislation with the international and EU standards on gender equality, developing a comprehensive legal and policy framework, and increasing efforts to mainstream gender through all sectors at all levels. Major accomplishments have been done in 2016 by introducing gender sensitive budgeting as mandatory by a law for all budget users at all levels, to be gradually implemented by 2020; by starting the implementation of the *Strategy for Gender Equality 2016-2020* and the accompanied *Action Plan 2016-2018*, and by developing the *Guidance for Social Impact Assessment* that will assist the public administration and other stakeholders to assess social impacts, including on gender equality and vulnerable groups, when developing a policy proposal. It is expected that implementation of these measures will contribute transmuting gender blind policies to gender-aware and gender-transformative policies. The Law on Preventing Domestic Violence has just been enacted. The new Law on Gender Equality is in the process of drafting. Good practices and initiatives by the key state actors to be realised in coming period have been also observed.

On the other hand, a lot of weaknesses and shortcomings have been detected that may undermine implementation of gender equality legislation and policies. The main obstacles are related to the economic context that is not favourable to generating decent jobs, income production and accessible services; the lack of local ownership with respect gender equality and gender mainstreaming; lack of proper understanding of gender regime and patterns that perpetuate gender inequalities; lack of regular monitoring and evaluation of the implementation of legislation and policies; limited budgetary support; lack of sustainable gender equality mechanisms at all levels, including at national level that would serve as a strong authority to coordinate activities; lack of skilled and trained human resources; and lack of cooperation with CSOs that may provide relevant expertise. The study includes a mapping of key actors in promoting gender equality in the Republic of Serbia, and an overview of their plans and initiatives with this respect in the next period. Recommendations have been suggested for promoting gender equality and advancement of women, including vulnerable groups, in selected sectors: agriculture and rural development; labour market, employment, self-employment and entrepreneurship; and poverty reduction, including indicators to track progress.



# 1 INTRODUCTION

The European Commission defines a gender analysis as the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc. between girls/women and boys/men in their assigned gender roles. The *Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries (April 2015)* highlights as one of its conclusions that "the limited use of country-level Gender Equality and Women's Empowerment (GEWE) contextual analysis significantly weakens strategy and programme relevance and undermines the EU's ability to achieve significant GEWE results. This represents a binding constraint to improved performance". In this regard, the GAP II "*Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020*", formally adopted by the Council in October 2015, has among its four pivotal areas, an horizontal one addressed to shift the Commission services' and the EEAS' institutional culture to more effectively deliver on EU commitments.

The Republic of Serbia obtained Candidate Country status in March 2012. In line with the decision of the European Council in June 2013 to open accession negotiations with Serbia, the Council adopted in December 2013 the negotiating framework and agreed to hold the 1st Intergovernmental Conference with Serbia in January 2014. On 21 January 2014, the 1st Intergovernmental Conference took place, marking the formal start of Serbia's accession negotiations. On 18 July 2016, at the Third Serbia-EU Intergovernmental Accession Conference, the two negotiating chapters, Chapter 23 on judiciary and fundamental rights and Chapter 24 on Justice, freedom and security. The Republic of Serbia accepts the EU *acquis* with respect to full implementation of fundamental rights on the basis of non-discrimination and equality. Specific measures and shifts in setting up strategic goals have been introduced by now, resulting in a certain progress.

The overall objective of the gender analysis for Serbia is to provide an understanding of partner government's commitment and capacity to work on GEWE issues. The aim of the study is to provide an understanding whether gender inequalities persist in the country and its causes, how it intersects with other inequalities, how it impacts on human rights enjoyment and/or benefits produced by and access to development efforts.

The specific objectives of this analysis are:

1. To identify actors with mandate and capacity to act for gender equality, and produce quality data and information
2. To identify key gender issues in Serbia that need to be addressed, particularly in the context of EU external spending, including gaps in statistics, data and research programming and policy making.
3. To provide an analysis of the current situation of women and men in the country, and key challenges with regard to *de facto* gender equality, identifying gender inequalities and gaps in the enjoyment of civil, political, economic, social and cultural rights.
4. To identify entry points and relevant actions planned and taken by key actors to address gender gaps across different sectors.

The EUD in the Republic of Serbia is the main beneficiary of the project, as well as the Coordination Body for Gender Equality of the Government of the Republic of Serbia.

The country gender analysis is aimed at providing a basis for understanding constraints and opportunities, and setting realistic priorities and decisions on actions to enable strategies and programmes to work towards meeting the needs of both women and men in Serbia.

## 2 METHODOLOGICAL NOTE

The methodology of preparing the Country Gender Analysis was based on the participatory approach of all relevant stakeholders, state and non-state actors, on the ground of their mandates and commitments to gender equality and non-discrimination. The analysis has been carried out in a multi-disciplinary manner and covered relevant cross-cutting issues.

The main principles of the approach in preparing of the report have been as following:

- The quality of the project implementation, including adequate backstopping resources allocated to make sure that all the objectives are attained,
- Sustainability,
- Output orientation,
- Tailoring the content of the intervention to the need of the beneficiary,
- Focusing on the specific position and needs of vulnerable groups,
- Active participation and consultation of the beneficiary and stakeholders.

The main questions in the gender analysis were: Who does what? Who has what? Who decides? Who gains? Who loses?

The leading research questions included the following:

- How do gender norms reinforce gender regime and gender relations?
- Is legislation / policy gender neutral, gender-blind or gender-aware? Do particular laws/policies reinforce and sustain subordinate or discriminated gender roles?
- Where do prejudices and gender stereotypes reinforce gender roles?
- Are contributions to family care, particularly those of women, understood as contributing to the economy? Are the different contribution of women and men to care economy recognized in the national development policies?
- Are international commitments to gender equality reflected in the goals, targets, and strategies of national and sectoral policies?
- How do current policies and legislation impact differently on women and men?
- How are women represented in the political system and at the decision making in economy, media, education, and other sectors? In which sectors are women and men most represent?
- How do gender inequalities intersect with other inequalities (on the basis of age, ethnicity, disability, sexual orientation, rural/urban disparities, marital and family status, etc.)?

The country gender analysis has been made through the following steps:

1. Agreeing among the beneficiaries on the structure of the analysis, expected results and key information required, on the basis of the Inception Report approved by the beneficiaries,
2. Identifying existing documents, reports, evaluations, analysis, statistics, academic reports, studies by NGOs and women's organisations, Internet and other sources of information,
3. Reviewing the value of existing documents and the requirements for additional information,
4. Defining how additional information and data can be collected,
5. Collecting additional information and data:
6. Analysing the generated information and assessing options for policy interventions and programming, including recommendations for specific actions to be taken.

The following methods have been used:

- Desk research of relevant legislation, policy papers, action plans, research papers, publications, data, official statistics, etc.

- Review of relevant compiled documents from gender perspective: laws and other normative acts, strategies, policy papers and action plans, official reports on the implementation of the CEDAW and other international reporting bodies, official reports on activities, studies, research, shadow reports of women's groups, etc.
- Direct interviews and meetings with state officials and other key informants to learn about their personal experiences, effects of measures, gaps and achievements, inhibiting and stimulating factors, etc.
- Collecting information from the key informants using a non-structured questionnaire,
- Analysing the compiled information gathered using the questionnaire,
- One focus group discussion with representatives of the civil sector and independent human rights institutions<sup>1</sup>,
- Qualitative analysis of compiled data, statistics and information.

In each sectors analyses, achievements, strengths and weaknesses have been identified. The report includes the key actors' responses, plans and initiatives to address the issues previously identified<sup>2</sup>.

### 3 CURRENT COUNTRY SITUATION FROM A GENDER PERSPECTIVE

#### 3.1 Legal and human rights framework

##### 3.1.1 Anti-discrimination and gender equality provisions

The Republic of Serbia has ratified all the international and regional treaties and conventions that set up standards in the fields of human rights, women's rights and gender equality<sup>3</sup>. It has developed a broad anti-discrimination and human rights legal framework.

The Constitution<sup>4</sup> guarantees the equality of women and men and obliges the State to develop equal opportunities policy (Art. 15). The Constitution guarantees equality before the law, and prohibit both direct and indirect discrimination based on any ground, particularly on race, sex, national origin, social origin, birth, religion, political or other opinion, property status, culture, language, age, mental or physical disability. Special measures which the State may introduce to achieve full equality of individuals or group of individuals in a substantially unequal position compared to other citizens shall not be deemed discrimination (Art. 21.3). The Constitution provides for endorsement of international standards and guarantees for protection of human rights (Art. 18), including protection before international bodies (Art. 22), prohibition of lowering the attained level of human rights (Art. 20), prohibition of trafficking and forced labour (Art. 26), freedom to procreate (Art. 63), parental rights

<sup>1</sup> The focus group discussion was held on 18 November 2016 in Belgrade.

<sup>2</sup> By 30 November 2016.

<sup>3</sup> In 2017, Serbia is due to report to the UN bodies on the implementation of the Covenant on the Rights of a Child (CRC), the International Covenant on Civil and Political Rights (ICCPR), and the Covenant on Elimination of Racial Discrimination (CERD). Serbia is also due to provide information to the Committee for the Rights of Persons with Disabilities regarding implementation of Committees recommendations (nos. 34 and 54) related to the Initial Report on the implementation of the Covenant on the Rights of Persons with Disabilities (CRPD), as well as to deliver the Fourth Periodical Report on the implementation of the CEDAW.

<sup>4</sup> "Official Gazette of the Republic of Serbia", No. 98/2006

based on gender equality, special protection of reproductive rights, rights to asylum for fear of gender-based persecution (Art. 57), for equality of spouses (Art. 62), and for equality of representation in the National Assembly (Art. 100)

The anti-discrimination legal framework consists of the Law on the Prohibition of Discrimination<sup>5</sup>, the Law on Equality between Sexes<sup>6</sup>, the Law on Prevention of Discrimination against Persons with Disabilities<sup>7</sup>, the Law on the Protection of the Rights and Freedoms of National Minorities and the Law on the Protector of Citizens<sup>8</sup>. The adoption of the Law on Equality between Sexes in 2009 marked an important step towards integrating the international standards and EU Directives on gender equality and non-discrimination in the national legal framework. The Law obliges public authorities to develop active equal opportunity policies in all spheres of public life in all phases of planning, formulating and implementing decisions that affect position of women and men. A person discriminated on the basis of sex may request legal remedies and a compensation from a court.

The Constitutional guarantees on enjoyment, respect and protection of minority rights are further specified in the Law on the Protection of the Rights and Freedoms of National Minorities<sup>9</sup>, the Law on National councils of National minorities<sup>10</sup>, the Law the Official Use of Languages and Scripts<sup>11</sup> and the Law on Public Information and Media<sup>12</sup>.

Gender equality clauses, including affirmative measures, have been integrated in the legislation related to the specific sectors, such as labour, employment, family relations, elections, social protection, health care, media, education and textbooks, disaster risk reduction, sports, etc.

The Penal Code<sup>13</sup> prescribes penalties for criminal offenses of discrimination. Besides, if a criminal offence is committed out of hatred based on race or religion, national or ethnic affiliation, sex, sexual orientation, gender identity or another ground, the court shall consider that as an aggravating circumstance in sentencing (Art. 54a). The Law on Prohibition of Discrimination contains misdemeanour sanctions (Articles 50-60).

The authorities in the Autonomous Province of Vojvodina (APV) have also adopted a number of acts on promoting gender equality, such as the Declaration on Gender Equality (2004)<sup>14</sup>, the Decision of the Provincial Assembly on Gender Equality (2004)<sup>15</sup>, and the Decision on the Provincial Protector of Citizens – Ombudsperson (2002)<sup>16</sup>.

Despite the evident progress, there are a lot of entry points for improvements. The Constitution adopted in 2006 made a huge step forward toward promoting gender equality; however, its provisions are gender neutral. The Constitution frames women as mothers alone (Art. 68.2 on health care for *pregnant* women and *mothers* on maternity leave), and in that way it ties them to their reproductive identity. This heightens the risk of contributing to gendered expectations regarding the societal role of women and men. The Constitutional provision on special (affirmative) measures is gender neutral, referring to any group in a substantially unequal position compared to other citizens. Women are not

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<sup>5</sup> "Official Gazette of the Republic of Serbia", No. 22/200

<sup>6</sup> "Official Gazette of the Republic of Serbia", No. 104/2009

<sup>7</sup> "Official Gazette of the Republic of Serbia", No. 33/2006, 13/2016

<sup>8</sup> "Official Gazette of the Republic of Serbia", No. 79/2005 and 54/2007

<sup>9</sup> "Official Gazette FRY", no. 11/2002, "Official Gazette of the RS", no. 1/2003 - Constitutional Charter and "Official Gazette of the RS", no. 72/2009 - other law 97/2013 and Decision CC

<sup>10</sup> "Official Gazette of the Republic of Serbia", No. 72/2009, 20/2014-CC and 55/2014

<sup>11</sup> "Official Gazette of the Republic of Serbia", No. 45/1991, 53/1993, 6719/93, 48/1994, 101/2005 - other law and 30/2010

<sup>12</sup> "Official Gazette of the Republic of Serbia", No. 83/2014 and 58/2015

<sup>13</sup> "Official Gazette of the Republic of Serbia", No. 85/2005, 88/2005 - corr., 107/2005 - corr., 72/2009, 111/2009, 121/2012, 104/2013, 108/2014 and 94/20016

<sup>14</sup> "Official Gazette of the AP Vojvodina", No.14/2004

<sup>15</sup> "Official Gazette of AP Vojvodina", No. 14/2004 and 18/2009

<sup>16</sup> "Official Gazette of the AP Vojvodina No. 37/2014 and 40/2014

explicitly mentioned as a group who need protection of discrimination, disregarding the fact that this form of discrimination is the most prevalent in the society. *Marital status, gender, gender identity, sexual orientation* and *pregnancy* have not been listed among the grounds of discrimination forbidden by the Constitution, although those are particularly linked to women's position in a society and make the basis for the systematic deprivation of women's human rights.

The Constitution proclaims freedom to procreate stating that “*everyone shall have the freedom to decide whether they shall procreate or not*” (Art. 63). The provision that *everyone* has the freedom to procreate may jeopardize the bodily integrity, physical security and health safety of a woman. The provision does not go as far as CEDAW<sup>17</sup>, which confirms women's reproductive rights, including the right “*to decide freely and responsibly on the number and spacing of...children*” on the basis of equality of men and women (Art. 16e)<sup>18</sup>.

The Law on Equality between Sexes, adopted beforehand the general Law on the Prohibition of Discrimination, has numerous shortages as shown in its practicing that need to be addressed. Although the Law makes a distinction between sex and *gender* (Art. 10), it refers only to the *equality between sexes* and *equal opportunity* policy, and does not introduce *gender equality*. *De facto* discrimination *against women* is not clearly recognised and targeted by the Law. Amongst others, the Law lacks introducing efficient implementation mechanisms, clear mandates and sufficiently specific provisions that would govern the gender equality mechanisms at all level, application of the principle of equal treatment in the access to and supply of goods and services, and effective penalties for non-compliance with the statutory provisions. Besides, it should be harmonised with the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)<sup>19</sup> properly addressing the issues related to prevention of these forms of violence and protection of victims.

By a rule, laws, by-laws and other legal acts of state authorities do not use gender sensitive language. Majority of laws that do not target women as a group specifically, or are considered to target the population in general, have still been gender blind. The consequences of the implementation of ‘gender neutral’ provisions on women and men, girls and boys, have not been assessed in the process of preparing laws. As such, ‘gender neutral’ legislation negatively impacts gender equality and, particularly, position of women. For example, the Law on Determining the Maximum Number of Employees in the Public Sector<sup>20</sup> has turned the *right* of women to retire earlier than men into *obligation* to retire. The Law put the burden of the public saving to the most vulnerable population, such as persons with disabilities, victims of gender based violence and children, as it called for decreasing the provision of social services at local level.

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<sup>17</sup> Law on Ratification of the Convention on the Elimination of All Forms of Discrimination against Women, “Official Gazette of the SFRJ – International Treaties”, No. 11/81

<sup>18</sup> Dokmanovic, M. (2007). “Constitutional and Political Analysis: Serbia”, in *Engendering Constitutions: Gender Equality Provisions in Selected Constitutions. A Comparative Study accompanied with Case Studies in: Bosnia and Herzegovina, Kosovo, Montenegro, Serbia*. UNIFEM, pp. 114-143.

<sup>19</sup> CETS. No. 201

<https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168046031c>

<sup>20</sup> “Official Gazette of the Republic of Serbia”, No. 68/2015

CONSTITUTION OF THE REPUBLIC OF SERBIA		
Accomplishment or the issue	Gender perspective	Possible implications on legislation and policies
Guarantees equality <i>between women and men</i> (Art. 15)	Lacks the term <i>gender equality</i>	Problems to introduce the term <i>gender equality</i> in the legislation and policies (e.g. Law on <i>Equality between Sexes</i> , Draft Law on <i>Equality between Women and Men</i> )
Obliges the State to develop equal opportunity policies (Art. 15)	Gender neutral provision	Problems to introduce the term <i>gender equality</i> in the legislation and policies
Discrimination on the basis of sex is forbidden (Art. 21.)	Grounds of discrimination do not include <i>gender, marital status, sexual orientation, gender identity, pregnancy</i>	Possible implications in developing legislation and policies to protect victims of discrimination on the grounds of <i>gender, marital status, sexual orientation, gender identity, pregnancy</i>
Special measures (affirmative action) (Art. 21.4)	Gender neutral provision	Although it opens space to develop gender equality policy and adequate legislation, women are not specifically recognised as a major group exposed to discrimination
<i>Everyone</i> shall have the freedom to decide whether they shall procreate or not (Art. 63.1)	Gender neutral provision	Problems in recognising reproductive rights of women
Gender neutral language ( <i>citizens</i> , etc.)	Gender non-sensitive language	Invisibility of women and gender issues in legislation, policies and practices

### Plans and initiatives by key actors

As stated in the 2016 Report on the Negotiation Position of the Republic Serbia for Chapter 23 Judiciary and Fundamental Rights, the Government is currently working on the preparation of the new Law on Gender Equality in order to fully comply with the EU *acquis*, particularly with Council Directive 2004/113/EC, Directive 2006/54/EC of the European Parliament and of the Council and Directive 2010/41/EU of the European Parliament and of the Council. In the recent years there were several unsuccessful attempts to draft and pass into adoption the new Law. In 2014, the Protector of Citizens initiated and introduced a Model Law on Gender Equality. A Draft Law on Equality between Women and Men, initiated by the Coordination Body for Gender Equality, entered the parliamentary procedure in the beginning of 2016, but has been withdrawn mainly due to the critics of women's CSOs. A new Draft Law has been developed recently and is expected to be adopted in 2017. Besides other improvements, it is expected to provide for establishing a strong and permanent gender equality mechanism at national level that is currently not in the place. Moreover, it is expected that the new

legislation will contribute enhancing gender equality policies and understanding of the concept of gender equality as set by the international standards.

Amendments to the Law on Serbian Armed Forces<sup>21</sup> have introduced positive novelties regarding the right of employees at the Ministry of Defence and the Serbian Armed Forces during pregnancy, maternity leave, child care or special child care. The competition for enrolment in the Military Academy for the school year 2014/2015 did not include a restrictive 15% quota for the enrolment of women, nor did it include a condition relating to applicants' civil and parental status. In addition, 55 female cadets were promoted to the rank of second lieutenant in 2014, among them one woman who ranked – for the first time – as one of the top three cadets. In the school year 2014/2015, female pupils were allowed to enrol in the Military High School for the first time and the top 90 candidates included 31 girls.

After extensive floods in March 2014, resulting in the Government of Serbia declaring the state of natural disaster, the Law on Disaster Risk Reduction (DRR) and Emergency Management was amended. The new Law integrates gender perspective as an overall principle, and stipulates the involvement of women's organizations in development of DRR plans, assessment of needs and damages, use of gender sensitive language and sex-segregated statistics<sup>22</sup>.

### 3.1.2 Rule of law, crime and justice

The Constitution and legislation guarantee equality before law, equal protection of rights before the courts and other state bodies and bodies of AP Vojvodina and LSGs. The Constitutional provisions on the equality before law include equal protection before courts and other bodies and equal access to legal remedies (Art. 36) and legal assistance (Art. 67), right to rehabilitation and compensation of material or non-material damage inflicted by unlawful or irregular work of state bodies or other entities (Art. 35). The equal right to legal capacity is also guaranteed (Art. 37.1).

The Law on Prohibition of Discrimination and the Law on the Equality between Sexes additionally stress equality before law of both women and men; that all people are equal and enjoy the same status and equal legal protection regardless of their personal properties. Everyone has equal access and equal protection of rights before courts and public authorities. Discriminatory treatment by an official, namely by a responsible person of public authority is considered severe violation of work duty pursuant to law. Propagation or exercise of discrimination by the public authority and in the procedures before the public authorities are severe forms of discrimination and also defines discrimination in the procedures before the public authorities and discrimination in rendering of public services and use of buildings and space. Everyone has the right to equal access to buildings in public use (the buildings with the seats of public authorities, buildings in the field of education, health, social care, culture, sports, tourism, the buildings used for the protection of environment, for the protection against natural disasters, etc.), as well as to public space (parks, squares, streets, pedestrian crossings and other roads, etc.) in accordance with law.

The absence of a legal framework on the free legal aid and assistance impedes women from properly and satisfactorily claiming their right to non-discrimination and equality. Poor women, rural women, Roma women, women with disabilities and illiterate women particularly face obstacles in accessing legal aid and justice.

<sup>21</sup> "Official Gazette of the Republic of Serbia", No. 116/2007, 88/2009, 101/2010 - other law and 10/2015

<sup>22</sup> "Official Gazette of the Republic of Serbia", No. 112/2015



Therefore, the number of complaints received by the Protector of Citizens and the CPE is increasing. In 2015, the Protector of Citizens received 75.76% more complaints (212) than in previous year<sup>23</sup> in the field of gender equality. The largest number of complaints received by the CEP alleged gender based discrimination (22.1%)<sup>24</sup>. Out of total number of complaints related to violation of civil and political rights (1,226), the majority of complaints to the Protector of Citizens have been related to right to legal aid (16.88%) and right to equal protection of rights and legal remedy (13.46%).

The field of crime is highly gendered. In 2013 data, as much as 95% of all convicted minors are boys, and 90% of all convicted adult perpetrators are men. While majority of victims of homicide, murder and bodily injuries are men (80%), women are dominantly victims of rape (98%), sexual intercourse with a powerless person (89%), sexual intercourse with a child or based on abuse of position (100%), human trafficking (84%) and domestic violence (78%)<sup>25</sup>. The survey on the delinquency of minors has shown that while there is no statistical difference between boys and girls regarding delinquent behaviour in a broad sense, boys more frequently than girls take part in a delinquency in the narrow sense, particularly in vandalisms (18.5% vs. 5.5%), group fights (22.0% vs. 3.9%), graffiti (42.8% vs. 27.5%) and carrying weapons and firearms (18.5% vs. 3.6%). On the other side, male minors are more frequently victims of delinquent behaviours, particularly of robbery (19.7%), physical violence (13.6%) and hate crimes (5.9%), than female minors (6.9%, 8.0% and 3.1%).

Regarding the prison population, women have special needs and requirements in comparison to men, so their treatment should be gender sensitive. The research of Victimology Society in 2011 and 2012 on the realisation of the female prisoners' rights has indicated that there were loops in their living conditions, treatment and socialization<sup>26</sup>. The new Law on the Execution of Criminal Sanctions<sup>27</sup> responds to these specific needs of female prisoners by providing for special equipment for health care of women, including pregnant women, maternity leave from work, and rights related to childcare.

### Plans and initiatives by key actors

The CPE and the Protector of Citizens have urged for urgent adoption of the Law on Free Legal Aid that would ensure effective access to justice to all citizens, without discrimination at any ground.

In November 2016, 203 CSOs passed a demand to adopt the Free Legal Aid Act and the respect for minimum standards found in contemporary legal regulation in this field.

#### 3.1.3 Family and marriage

Family enjoys special protection by the State. The Family Law<sup>28</sup> guarantees everyone has the right for respect of family life (Art. 2). The Constitution provides for a special protection of a family, mothers, single parents and children (Art. 66).

The Constitution provides the principle of equality between spouses and their equality regarding entering, duration and dissolving of marriage. Marriage is null and void if contracted by two persons of the same sex, if the statements of spouses are not affirmative or if a marriage is not contracted before

<sup>23</sup> Protector of Citizens (2016). *2015 Annual Report*

<sup>24</sup> CPE 2015 Annual Report

<sup>25</sup> SORS *Women and Men in Serbia 2014*. Belgrade: SORS.

<sup>26</sup> Čopić, S. i Šaćiri, B. (2012), „Žene u zatvoru u Srbiji: Uslovi za život osuđenica u Kazneno-popravnog zavodu za žene u Požarevcu“, *Temida*, 2012/4, str. 23-44. Beograd: Viktimološko društvo Srbije i Prometej. Čopić, S., Stevković, Lj. i Šaćiri, B. (2012), „Tretman i ostvarivanje prava osuđenica u Kazneno-popravnog zavodu za žene u Požarevcu“, *Temida*, 2012/4, str. 45-72. Beograd: Viktimološko društvo Srbije i Prometej.

<sup>27</sup> "Official Gazette of the Republic of Serbia", No. 55/2014

<sup>28</sup> "Official Gazette of the Republic of Serbia", No. 18/2005, 72/2001 – other law, and 6/2015



the registrar. The Family Law defines marriage as cohabitation between a man and a woman, governed by the law that may be concluded only on the grounds of their free consent. Common-law community, defined as more permanent cohabitation of a man and a woman between whom there are no marriage obstacles, has equal status with marriage, in accordance with the law. Besides the Family Law, the Law on Equality between Sexes prescribes that everyone is equal in respect of family life, regardless of family and marital status.

There are still cases of some groups (Roma, Vlachs) that a bride brings dowry into marriage. The progress has not been achieved in preventing early and arranged marriages among the Roma population and other minority groups. A high rate of early marriage of Roma women is taken as a negative indicator, which affects the state of reproductive health. The 2014 UNICEF's Multiple Indicator Cluster Surveys (MICS)<sup>29</sup> highlighted that:

- Nearly 60% of girls from Roma settlements marry before the age of 18, while the same is true for 7% of girls from the general population;
- Nearly 1 in 5 girls and women from Roma settlements are married before the age of 15;
- The number of girls from Roma settlements that married before the age of 18 has been steadily increasing: 46% in 2005, 54% in 2010, and nearly 60% in 2014.

Addressing the shortages in the legislation regulating family and marriage, in its Concluding observations CEDAW/C/SRB/CO/2-3, the CEDAW Committee has urged the State to review the Penal Code to ensure that concluding a void marriage and enabling to enter into unlawful marriage are prohibited and adequately sanctioned, as well as to establish mechanisms to provide support to large families and to children whose fathers have failed to fulfil their maintenance obligations. In November 2016, the Penal Code was amended by introducing the forced marriage as a criminal offence.

### Plans and initiatives by key actors

*The Strategy for Gender Equality 2016-2020* and its *Action Plan 2016-2018* foresees activities aimed at preventing early and arranged marriages among minority groups, and increasing awareness on the negative effects of such marriages on women's health and education, that is in line with the CEDAW Committee's (CEDAW/C/SRB/CO/2-3) Concluding observation (para. 30).

UNICEF is currently finalizing "Analytical report on child marriages in Serbia". The research will be completed soon and will contain a qualitative study on the drivers of child marriage; that will support examining effective strategies to end child marriage. The hitherto findings of the study indicate the need for strengthening data collection systems in almost all sectors and for designing interventions targeting educational and economic empowerment of young girls.

UNICEF supported activities so far include the work supporting poverty reduction (through social welfare reform) with the MOLSP, development of drop-out prevention mechanisms with the MOESTD, and more recently, co-operation with CSOs members of the Roma Women's Network.

#### 3.1.4 Property and inheritance rights

The legislation recognizes equality in the right to own or control property regardless of the type of marriage. Property of spouses may be joint or separate. There is an assumption that the shares of the spouses in joint property are equal. In respect of property relations, the Family Law has introduced for

<sup>29</sup> UNICEF (2014), *Srbija: Istraživanje višestrukih pokazatelja 2014 i Srbija: Romska naselja - Istraživanje višestrukih pokazatelja 2014*, Beograd: UNICEF; UNICEF (2015), *Rodni aspekti životnog toka viđeni iz perspektive podataka iz Istraživanja višestrukih pokazatelja (MICS)*, Beograd: UNICEF.

the first time the institute of marital contract (Art. 31) that enables spouses to settle their property relations. In practice not many spouses decide to conclude a marital contract.

Property of a spouse acquired before concluding marriage is his/her separate property, as well as property the spouse acquired during marriage by division of joint property or by inheritance, gift, or other legal action by which exclusive rights are acquired. Each spouse has the right to independently manage and dispose of his/her separate property. Property that spouses have acquired by work during their cohabitation in marriage shall be their joint property. Spouses may regulate their property relations differently by nuptial agreement.

The Family Law states that property acquired by common-law partners during cohabitation in consensual union by work is their joint property. Provisions of this Law regulating spousal property relations shall apply accordingly to property relations of common-law partners. However, they cannot inherit each other. Under the inheritance law, the surviving spouse is entitled to a minimum share of matrimonial property, but is not granted users rights to the matrimonial house for life.

Laws regulating marriage and inheritance are not gender sensitive. Due to a few loopholes and stereotyped traditional practices, a joint matrimonial property of spouses is often registered as his ownership solely. System of automatic joint registration has not been established. As a consequence, majority of lands, farms, houses, flats, cars and other properties that are joint matrimonial property have been registered on a husband's name only. In practice, he may even handle the property independently, as a public notary is not obliged to ask for a written consent of a spouse when certifies any agreement that includes matrimonial property. There is a tendency to maintain traditional gender roles; men are still considered to be traditional property-holders, particularly in rural areas. Older women are often forced to give up right to inheritance from their deceased partner (marital or extramarital) on behalf of their adult children and grandchildren<sup>30</sup>.

Women's rights to own a land and/or control are guaranteed on the equal basis with men, but spouses may be registered only in one family agricultural household<sup>31</sup>; in practice, this means that in majority of cases a husband is registered as a holder of a family agricultural household. According to the 2015 data of the Republic Geodetic Institute, out of 51.21% of available data regarding the gender disaggregated data of immobile property holders, 39.90% were women.

### Plans and initiatives by key actors

*The Strategy for Gender Equality* calls for implementing activities to ensure equal rights to property, including on land and agricultural households, by 2020.

In order to enable equal access to property rights, the Republic Geodetic Institute (RGI) has initiated legal amendments and special measures aimed at ensuring women equal property rights as of men. RGI proposed to introduce measure that will stimulate spouses to register matrimonial property jointly, as joint owners with equal shares. Besides, in order to make its services more accessible to persons with disabilities, RDI plans to implement special measures, such as organising mobile offices/teams, particularly in rural and remote areas, within the project "Improvement of the Cadastre Administration in Serbia" supported by the World Bank.

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, within the project "The Open Regional Fund for South-eastern Europe – Legal Reform", has just prepared the *Country Profile and*

<sup>30</sup>Petrusic, N., Todorovic, N., Vracarevic, M. & Jankovic, B. (2015). "Financial Abuse of Older Women in Serbia". *Journal of Elder Abuse & Neglect*. pp. 410-421; Petrusic, N., Todorovic, N. & Vracarevic, M. (2015). *Introduction to Aging and Human Rights of Older People: Pilot research study on financial elder abuse*. Belgrade: Red Cross of Serbia.

<sup>31</sup>Rules of Entry in the Register of Agricultural Households and Renewal of Registration, and on Conditions for Passive Status of Agricultural Household, "Official Gazette of the Republic of Serbia", No. 17/2013, 102/2015 and 6/2016

*Legal Assessment Tool concerning Gender and Land Rights*<sup>32</sup>. The Study introduces recommendations for improvements of legislation on property, inheritance and land rights aimed at ensuring women enjoyment of these rights on the equal basis as men. The finding indicates the need to amend the Family Law by including a provision that a written consent is required prior to any legal action that involves disposal of or any burden on matrimonial property. A public notary should be obliged to ask for a written consent of a spouse when certifies any agreement that includes matrimonial property. Besides, the Study recommends to amend legislation and bylaws regarding holders of the family agricultural household; it recommends introducing special measures, particularly regarding rural women, to increase women's access to land rights and/or their access to productive resources and services (for example, through targeted measures/economic incentives for registration of women's property and/or joint titling of matrimonial property). The Study suggests including reference to gender equality in the Law on State Survey and Cadastre<sup>33</sup> by introducing mandatory training program of the staff on gender equality, land rights and gender implications of land administration.

The Red Cross of Serbia and the Commissioner for Protection of Equality (CPE) calls for improving legislation related to property and asset inheritance, to ensure access to information about their rights to older people, especially older women.

### 3.1.5 Labour laws

Gender based discrimination during employment and at work is prohibited by the Law on the Prohibition of Discrimination, the Law on Equality between Sexes, the Labour Law<sup>34</sup> and the Law on Employment and Insurance in Case of Unemployment<sup>35</sup>. The legislation guarantees equal earnings for the same work or the work of equal value. In case of a violation, penalty clauses are prescribed. While in the public sector this provision is respected, high level of complaints to the NHRIs and trade unions indicates numerous cases of violation of this provision in the private sector and at informal work. There is a lack of accurate data regarding the payment of earnings in the private sector, due to the lack of the mechanism of control.

The Law on Equality between Sexes obliged companies with more than 50 employees to draw up annually plans to eliminate gender based discrimination in hiring, promotion and pay. Such companies have to pay men and women with similar job positions equally, ensure that women can return to the same job after the maternity leave, and apply gender sensitive policies. Companies have to report annually on how they are fulfilling their obligations under the Law. In 2013, only 20% of companies reported<sup>36</sup>. After abolishing the Gender Equality Directorate in 2014 where is no up-to-date data on the implementation of this obligation by the companies.

The Labour Law prohibits both direct and indirect discrimination of persons seeking employment, as well as the employees, for reasons of sex, pregnancy, marital status, family obligations, sexual orientation, amongst others. Harassment and sexual harassment have been also prohibited. Measures relating to special protection and assistance to specific categories of employees, including the protection of persons with disabilities, women in the course of maternity leave and leave for

<sup>32</sup> Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH ORF Legal Reform Project and FAO (2016), *Legal Assessment Tool. Serbia Country Profile: Gender and Land Rights* (unpublished).

<sup>33</sup> "Official Gazette of the Republic of Serbia", No. 72/2009, 18/2010, 65/2013, 15/2015 – decision of the CC and 96/2015

<sup>34</sup> "Official Gazette of the Republic of Serbia", No. 24/2005, 61/2005, 54/2009, 32/2013 and 75/2014

<sup>35</sup> "Official Gazette of the Republic of Serbia", No. 36/2009, 88/2010 and 38/2015

<sup>36</sup> Ministarstvo rada, zapošljavanja i socijalne politike. Uprava za rodnu ravnopravnost. *Izveštaj o radu: januar - decembar 2013. godine*. Beograd, decembar 2013.

tending the child, special care for the child, special rights of parents, adoptive parents, guardians and foster parents, shall not be considered discrimination. The Law prohibits employers to request from the candidate information relating to family and/or marital status and family planning. The Law provides for special provisions for the protection of motherhood, maternity leave and leave for nursing a child, leave for special care of a child or another person. A father of a child may exercise relevant rights. Protection of persons with disabilities and employers with health conditions is also guaranteed. These rights are guaranteed by the Law on Safety and Health at Work<sup>37</sup>, too. Despite numerous cases of violation of the above mentioned provisions, as noted by the media and trade unions, few cases have been reported to the Labour Inspectorate, particularly in the private sector. In 2012, the Labour Inspectorate ordered elimination of faults in 72 cases out of 4264 inspections, and in 2013, 83 orders have been made out of 4564 inspections<sup>38</sup>.

The Labour Law regulates performing jobs outside employer's premises that include remote work and work at home, that are jobs particularly convenient for women with small children. The Law provides that basic earnings of the employees working from home and remote working cannot be established in a smaller amount than the basic earnings of an employee who performs the same work within the employer's premises. The employers must ensure the same working conditions for full- and part-time workers. The procedures for firing have been relaxed in the new Law. The notice for dismissal has been reduced from 1 - 3 months to 8 – 30 days. The duration of temporary contracts has been extended from 12 to 24 months. The Law enables flexible working hours. Employers may redistribute working hours if specific tasks so require.

Pregnant women are protected from dismissal on the grounds of non-performance courtesy. Employed women have the right to maternity leave for pregnancy, childbirth, and child-care. Women may begin maternity leave 45 days before the envisaged childbirth at the earliest, and 28 days in any case. Maternity leave lasts three months from the day of delivery, after which the woman is entitled to parental leave for the purpose of the childcare for a total of one year for the first and second children, and two years for the third and fourth children. Fathers may exercise parental leave during the first three months after the birth of a child only if the mother abandon the child, die, or be prevented due to justified reason to exercise that right. Thereafter and for up to twelve months, fathers can use parental leave in alternating sequence if this is more convenient. The compensation of earnings is full during parental leave, and is paid by the government. Maternity and parental leave counts as pensionable service. One of the parents of a child in need of special care is entitled, upon expiry of the maternity leave and the leave for nursing a child, to be absent from work, or to work half of the full working hours, at most until the child becomes five years old.

Despite this legal protection, discrimination at work on the grounds of sex, gender, pregnancy, family and marital status is widespread; survey<sup>39</sup> indicates 80% of female employees have experienced discrimination. Unfortunately, the data with respect to violations of women's labour rights are not accurate and not up-dated, due to the lack of gender equality monitoring mechanism at national level. Besides, survey and research<sup>40</sup> indicate that majority of employees, particularly in the private sector, do not report violation of their rights as they fear they would be dismissed if complain.

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<sup>37</sup> "Official Gazette of the Republic of Serbia", No. 101/2005 and 91/2015

<sup>38</sup> Ministarstvo rada, zapošljavanja i socijalne politike. Inspektorat za rad. *Izveštaj o radu Inspektorata za rad za 2012. godinu*. Beograd, mart 2013. <http://www.minrzs.gov.rs/lat/dokumenti/inspekcija-rada/izvestaji-o-radu>

<sup>39</sup> Nikolić-Ristanović, V., Čopić, S., Nikolić, J. i Šaćiri, B. (2012) *Diskriminacija žena na tržištu rada u Srbiji*, Beograd: Viktimološko društvo Srbije.

<sup>40</sup> Nikolić-Ristanović, V., Čopić, S., Nikolić, J. i Šaćiri, B. (2012) *Diskriminacija žena na tržištu rada u Srbiji*, Beograd: Viktimološko društvo Srbije.

The analysis of the share of part-time employment in total employment indicates that the legislation has not contributed to the raise of the low share of part-time workers among both women and men (4.8% and 3.1%, respectively)<sup>41</sup>. Several studies argue that it is not the Labour Law, but other regulations that create disincentives for part-time work, such as the tax wedge and the level of the mandatory minimum social security contribution<sup>42</sup>.

The Law on Professional Rehabilitation and Employment of Persons with Disabilities<sup>43</sup> provides for special measures enhancing employment of persons belonging to this vulnerable group. Despite, the rate of unemployed women and men with disabilities remains high.

Labour legislation lacks effective control of working conditions and discrimination at the labour market, internal mechanisms for protection against discrimination and reporting on gender balanced human resources policies within companies. There is a lack of mechanisms for respecting principle of equal pay. Due to scarce human resources of the Labour Inspectorate, its control of the respect of the labour laws is weak, so violations of labour rights and gender equality are frequent. Being out of the regular control, employers in private sector often avoid paying the obligatory social insurance, and used to pay salaries with a delay of several months or more. Employed women are often facing mobbing, despite it is specifically prohibit by the Law on Prevention of Mobbing at Work<sup>44</sup>.

The relaxation of dismissal procedures by the employer has been also negatively affected women's position at work, as they are at great risk of dismissal due to their family responsibilities. In 2013, 58 employed women made a complaint to the Labour Inspectorate because of getting dismissal during pregnancy<sup>45</sup>.

### Plans and initiatives by key actors

In 2015, the SIPRU has supported formulating recommendations for better legal protection of maternity, parenthood and family<sup>46</sup> related to a set of laws in the field of labour, free legal aid, social protection, financial support of a family with children, obligatory social insurance, family regulation, enforcement and administrative procedures. The proposed improvements are aimed to set up a comprehensive legal framework for promoting the labour status of pregnant women, parents and single parents and their enjoyment of human rights without discrimination of any kind. They would contribute to promoting gender equality, preventing discrimination based on gender, marital and family status, and reconciliation of a family and professional life.

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<sup>41</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>42</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>43</sup> "Official Gazette of the Republic of Serbia", No. 36/2009

<sup>44</sup> "Official Gazette of the Republic of Serbia", No. 36/2010

<sup>45</sup> Uprava za rodnu ravnopravnost. *Izveštaj o nadzoru nad sprovođenjem Zakona o ravnopravnosti polova u 2013. godini*. [http://gendernet.rs/files/dokumenta/Izvestaji\\_Uprave/Izvestaj\\_o\\_nadzoru\\_nad\\_sprovođenjem\\_Zakona.pdf](http://gendernet.rs/files/dokumenta/Izvestaji_Uprave/Izvestaj_o_nadzoru_nad_sprovođenjem_Zakona.pdf)

<sup>46</sup> Rakić-Vodinelić, V. i Reljanović, M. (2015). *Preporuke za kvalitetniju zakonsku zaštitu materinstva, roditeljstva i porodice*. Beograd: Tim za socijalno uključivanje i smanjenje siromaštva Vlade Republike Srbije.

Examples of gender transformative initiatives / measures as policy responses to gender neutral provisions

Gender neutral provisions	Implications	Gender transformative initiatives
Marital property of spouses is considered their joint property (Family Law)	Practice to register a joint marital property as a husband's ownership solely  Women less than men own houses, lands, farms and other real estate, particularly in rural areas	Initiative of the RGI to stimulate spouses to register the joint marital property in the cadastre on both names equally  Legal assessment tool concerning gender and land rights  Mobile teams of the RGI in rural areas to enable access to information on their property rights to women, older persons, persons with disabilities
Increasing flexibility of labour force, easier dismissal of workers, temporary jobs (Labour Law)	Increasing discrimination of women at work due to their reproductive role  Increasing unemployment of women	Affirmative measures by the NES  (however, they are not sufficiently efficient due to a great number of unemployed persons, a lack of jobs, and a lack of effective protective mechanism)
Law on Determining the Maximum Number of Employees in the Public Sector	<i>Right</i> of women to retire earlier transformed into <i>obligation</i>	Initiative of the CPE and the Protector of Citizens to the Constitutional Court to review the provision
Law on Preventing Discrimination against Persons with Disabilities	Alarmingly bad position of women with disabilities  Lack of health care institutions, shelters, etc. equipped adequately to provide services for women with disabilities	Measures provided by the Strategy for Gender Equality 2016-2020
General Strategy on Preventing and Protecting against Discrimination	There are no measure foreseen to address intersectional discrimination	Initiative to define intersectional discrimination and develop adequate responses to cases of intersectional discrimination (Strategy for Gender Equality 2016-2020)
Gender blind policies	Undermine the right of women to enjoy all human rights and freedoms on the basis of equality and non-discrimination at any ground	Draft Law on Planning System  Draft regulation on public policy management, policy and regulatory impact assessment  Guidance for Social Impact Assessment developed by SIPRU



### 3.1.6 Rights of persons with disabilities

Persons with disability make 8% of the total population<sup>47</sup>. The average age of those persons is about 67 years, thus 71% of them fall into the age group 65 and over. The share of women with disability is higher (58.2%) than that of men (41.8%).

Persons with disabilities have been recognised by the State as one of the group most vulnerable to discrimination and unfavourable position in the society. A number of laws prescribe actions to be taken to improve their status and the status of members of their families. The Law on Prevention of Discrimination against Persons with Disabilities prescribes measures for promoting equality of persons with disabilities in accessing public authorities, education and training and other spheres of public life, undertaking measures for accessible environment, and fines in cases of discrimination. The progress has been made by amending the Law in 2016 guaranteeing the right to use personal facsimile stamps to sign legal documents. The Law on the Use of Sign Language recognised the right to use sign language in procedures before State authorities. The Guide Dog Assistance Law has been also adopted. The Law on Professional Rehabilitation and Employment of Persons with Disabilities addresses the issue of difficulties and discrimination they experience in seeking a job. Namely, only about 13% of persons with disabilities are employed, most of them in their associations, and only 1% in economy and public sector. The National Employment Agency provides for a number of special measures aimed at stimulating employers to employ persons with disabilities.

Specific anti-discrimination provisions and measures are provided by a number of other laws, such as the Law on Prohibition of Discrimination, the Law on Social Protection, the Law on Spatial Planning and Construction, the Law on Health Care, the Labour Law, the Law on Employment and Insurance in Case of Unemployment, the Law and the Law on Teachings and other Teaching Materials. However, the legislation in this field is gender neutral, as well as the Anti-Discrimination Strategy for 2013 – 2018. It identifies persons with disabilities and women as social groups particularly vulnerable to discrimination, but it missed to recognise intersectional discrimination. Sex and gender often intersect with other ground(s) of discrimination as disability, age and ethnicity, so victims of intersectional discrimination are in difficult position and need special attention of policy makers. Women with disabilities face more barriers in accessing education, employment, health care and social protection than men with disabilities. Almost 80% of girls with disabilities have never attended school<sup>48</sup>. There is a lack of medical equipment specialised for women with disabilities. Their rights to marriage and maternity are often challenged. Being socially excluded, persons with disabilities are not present in the public life, particularly not in politics and decision making position at all levels.

Several strategy papers singled out women with disabilities, recognising their vulnerable status and the need of adequate responses, but the implementation of these provisions is poor. *The Strategy for Improving the Position of Persons with Disabilities 2007- 2015* has set up a specific goal related to development and provision of equal opportunities for women with disabilities for equal and active participation in the life of the community, including accessing services and preventing violence. *The Strategy for Prevention of Violence against Women* has especially singled out women with disabilities, as well as the *Action Plan for the Implementation of the National Strategy for Improving the Position of Women and Promotion of Gender Equality 2011 – 2015*.

<sup>47</sup> Statistical Office of the Republic of Serbia. (2016). *Statistical Yearbook of the Republic of Serbia - Population*. Available at: <http://webzrzs.stat.gov.rs/WebSite/repository/documents/00/02/28/82/02-POPULATION.pdf>

<sup>48</sup> Tim za socijalno uključivanje i smanjenje siromaštva. "Održan skup "Prava žena i devojčica sa invaliditetom". 05.12.2016. <http://socijalnoukljucivanje.gov.rs/rs/odrzan-skup-prava-zena-i-devojčica-sa-invaliditetom/>

Despite these activities, the position of women with disabilities has not been addressed adequately. They remain “three steps behind” regarding of the rights enjoyed by other citizens.

In January 2016, Serbia reported to the Committee on the UN Convention on the Rights of Persons with Disability<sup>49</sup> stressing the alarming position of women with disabilities and their safety. CSOs have also warned on the issue in their Alternative Report<sup>50</sup>. The Committee<sup>51</sup> expressed concerns at the lack of specific actions implemented by the State to prevent and combat the multiple and intersectional discrimination that women and girls with disabilities face, particularly in access to justice, protection against violence and abuse, education, health and employment. It has been also concerned at the lack of sufficient or transparent funding and employment-related measures tailored to the needs of women with disabilities, and that women with disabilities are not consulted in the design of programmes and measures aimed at women in general or at persons with disabilities.

### Plans and initiatives by key actors

Besides the EU funded project “Economic Empowerment of Roma Women: Improving Capacity for Employment and Self-Employment”, the Austrian Development Cooperation supports the 3-years project “Active Inclusion and & Rights of Roma Women in the Western Balkans II” (01.11.2015 – 31.10.2018) aimed at economic empowerment and social inclusion of Roma women in selected locations in Serbia.

## 3.2 Policy framework

### 3.2.1 Gender equality policies at national level

In 2015, the gender equality strategic framework in Serbia expired. It consisted of a set of strategies: *the National Strategy for the Advancement of Women and Promotion of Gender Equality*<sup>52</sup> and the *Action Plan* for its implementation, *the National strategy for Preventing and Combating Violence against Women in the Family and in Intimate Partner Relationships*<sup>53</sup> and *the National Action plan for the implementation of the Council Resolution 1325 - Women, Peace and security 2010-2015*<sup>54</sup>. The *National Strategy on Aging 2006-2015*, that has also promoted gender equality and affirmative measures for improving the status of elder women, expired, too.

The current gender equality strategic framework consists of the *National Strategy for Gender Equality 2016-2020 and the Action Plan (AP) for its implementation in the period 2016 – 2018*<sup>55</sup> and the *Strategy of Prevention and Protection against Discrimination*<sup>56</sup> and its *AP 2014-2018*. This general

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<sup>49</sup> CRPD/C/SRB/1

<sup>50</sup> National Organisation of Persons with Disabilities, Centre for Independent Living of PWDs Serbia & Center for Society Orientation - Disability Rights Promotion, International Regional Center for Europe. *Alternative Report on the implementation of the Convention on the Rights of Persons with Disabilities in the Republic of Serbia*. Belgrade, July 2015.

<sup>51</sup> Committee on the Rights of Persons with Disabilities, *Concluding observations on the initial report of Serbia*, 23 May 2016, CRPD/C/SRB/CO/1

<sup>52</sup> "Official Gazette of the RS", no. 15/2009

<sup>53</sup> "Official Gazette of the RS", no. 27/2011

<sup>54</sup> "Official Gazette of the RS", no. 102/2010

<sup>55</sup> Official Gazette of RS, no. 04/2016.

<sup>56</sup> "Official Gazette of RS", no. 60/2013



anti-discrimination Strategy provides for measures aimed at improving the position of women being identified as one of the groups vulnerable to discrimination (besides children, persons with disabilities, older persons, LGBTI, national minorities, refugees, internally displaced persons, persons with medical condition that may constitute a basis for discrimination, members of religious communities).

Many national strategies in specific sectors, such as, for example, for the development of small and medium enterprises (SMEs) and entrepreneurship, education, employment, poverty reduction and social protection, address the issues of advancement of women and gender equality.

The *Strategy on Gender Equality* was adopted in January 2016, following the evaluation of the *National Action Plan for the Advancement of Women and Promotion of Gender Equality 2010-2015* (NAP)<sup>57</sup>. The evaluation revealed a lot of shortages in its implementation that was scattered, ineffective and fragmented, the lack of gender mainstreaming of all relevant laws, and insufficient legislative reforms due to the lack of subsidiary laws. There were no consistent and effective coordination and management of the activities. The activities carried out at lower levels (provincial, regional, local) are not registered and/or recognized at the ministry level. Due to these and other identified shortages, the impact of *NAP* was very modest. The efficient and effective implementation of the *NAP* was jeopardised due to the lack of a management and monitoring mechanism, the lack of the adequate human and financial resources, and the lack of horizontal and vertical coordination rules of procedures among ministries, state bodies and other responsible actors. Besides, many of the state actors lack the proper understanding of gender equality as a cross-cutting issue.

The newly adopted *Strategy for Gender Equality 2016-2020* identified three main strategic objectives:

(1) To promote culture of gender equality and changing traditional gender patterns, by:

- Improved capacities and knowledge of managers and employees in the public sector on gender equality,
- Gender sensitive formal education,
- Development of knowledge and increased visibility of academic outputs of gender studies,
- Increased level of public awareness on the significance of gender equality,
- Increased security of women from gender based violence in a family and intimate partnership.

(2) To increase equality of women and men and improving the status of women, by:

- Equal participation of women and men in parenthood and care economy,
- Equal participation of women and men in making decisions in politics and public life,
- Improved economic position of women and position at the labour market,
- Improved role of women in the security sector,
- Active and equal contribution of women and men in rural areas to development, and equal access to the results of development.
- Improved position of multiple discriminated and vulnerable groups of women,
- Improved health of women and equal access to health care services.

(2) To apply systematic integration of gender mainstreaming in decision making, implementation and monitoring of public policies, by:

- Establishing functional gender equality mechanisms at all levels,
- Introducing gender mainstreaming in all strategies and policies,
- Gender analysis of policies, programmes and measures,
- Gender sensitive budgeting,

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<sup>57</sup>UN Women, SIPRU and Coordination Body for Gender Equality (2015) Evaluation of the National Action Plan for the Implementation of the National Strategy for Improving the Position of Women and Promoting Gender Equality in the Republic of Serbia, UN Women, Belgrade.

- Establishing cooperation mechanisms with CSOs,
- Establishing international and regional cooperation and exchange of good practices.

The Strategy particularly stresses the importance of gender analysis of policies, programmes and measures, as the basis for designing and planning adequate and effective gender equality state interventions, as well as for the effective regional cooperation. With this respect, the AP (p. 3.2) foresees capacity building of state officials for conducting gender analysis, and developing a methodology for gender-sensitive strategies, plans and policies, with gender-sensitive objectives and indicators. The Strategy particularly focuses on improving the position of vulnerable groups of women, such as Roma, elder women, rural women, women with small children, pregnant women, women victims of domestic violence, women with disabilities, self-supported mothers, unemployed women, uneducated women... The Strategy leaves this list as an open one, considering as a vulnerable every group which is identified as such in a particular sphere of the public policy taking into account specifics of a local context or circumstances. The Coordination Body for Gender Equality is in charge of the monitoring of the implementation of the AP. In 2018, a mid-term evaluation of the implementation of the AP 2016-2018 is planned, and a development of a new AP until 2020.

The Statistical Office of the Republic of Serbia (SORS) collects and publishes gender sensitive statistics. The on line DevInfo database<sup>58</sup> contains official statistics for monitoring the global and national MDGs and indicators related to Social Inclusion and Poverty Reduction. In 2016, SIPRU and SORS introduced the Gender Equality Index<sup>59</sup>, in line with the EU methodology, that will facilitate monitoring the state of play and effects of gender equality policies.

The Strategy urges to recognise gender equality as a cross-cutting issue in developing and adopting strategies and other policy papers. Some of the newly adopted strategies and action plans have included gender sensitive measures, such as the *Strategy for Agriculture and Rural Development (2014-2024)*, the *Strategy to Support the Development of Small and Medium-Sized Enterprises (2015-2020)* and the *Sports Development Strategy (2014-2018) and the accompanying Action plan*.

New strategic documents (the *National Strategy for Addressing the Issues of Refugees and Internally Displaced Persons for the period 2015-2020*, the *National Action Plan on Employment in 2017* and the *National Youth Strategy for the period 2015-2025 with the supporting Action Plan*) contain measures aimed at: promoting female entrepreneurship and employing women from vulnerable groups; improving the employability, employment and social inclusion of young persons, including in particular those who are at risk of social exclusion; promoting gender equality and an inclusive society; educating the young in the vulnerable groups and increasing outreach to young persons who dropped out of or were not included in formal education; support to young parents, in particular young mothers, for continuing education; reducing the marked gender inequalities in the refugee population; and other measures intended to improve the position of vulnerable groups.

The *Strategy for Social Inclusion of Roma Men and Women in the period 2016 – 2025*, adopted in March 2016, presents a progress regarding gender equality provisions in comparison with the previous, as that was gender neutral. The new strategy paper specifically highlights gender differences with respect to the social and economic position of Roma men and women, including data that illustrate more unfavourable status of women. The Strategy contains measures for protecting and facilitating the exercise of rights of persons of different sexual orientation and gender identity, and ensuring an improvement of the status of Roma women and gender equality. The Strategy states that special attention in the preparation of action plans will be dedicated to gender equality as a horizontal

<sup>58</sup> <http://devinfo.stat.gov.rs/DI6Web/home.aspx>. The database software has been developed with the cooperation of the UN system.

<sup>59</sup> Babovic, M. (2016), *Gender Equality Index 2016: Measuring gender equality in Serbia 2014*, Belgrade: Social Inclusion and Poverty Reduction Unit, Government of Republic of Serbia.

issue and its mainstreaming across all planned measures, including the preparation of special measures for advancing the status of Roma women and girls.

However, majority of sectoral strategies are still gender-neutral or gender-blind<sup>60</sup>, and do not take into consideration specific measures against gender based discrimination and the need to address the vulnerable position of women or disadvantaged groups of women.

Regarding the general anti-discrimination Strategy and its AP, the Government has formed the Council for monitoring its implementation, as an *ad hoc* working body. Some of the activities, which the Protector of Citizens had underscored as important in his recommendations<sup>61</sup>, have still not been implemented, although the timeframe for their implementation specified in the Action Plan has expired. Furthermore, shortcomings have been observed in the way in which the authorities identified in the Action Plan as responsible for implementing specific activities evaluated compliance with the planned indicators when submitting reports for the fourth quarter of 2014 and the first quarter of 2015, as well as in the volume of the information provided. The OHMR was not able to strengthen institutional capacities for the coordination of the activities foreseen by the Action Plan due to the lack of sufficient budgetary support<sup>62</sup>.

It is observed that planning documents usually set benchmarks, indicators and planned outcomes poorly, and that they lack a mechanism for regular monitoring and reporting. By a rule, policy papers do not use gender-sensitive language. Besides, there is a lack of skilled and experienced human resources responsible for the implementation of gender equality policies. Strengthening of the administrative capacity to implement gender equality legislation and policies remains the major challenge.

### Plans and initiatives by key actors

The Government has expressed commitments to enhance gender equality and promote women's position by entering in the new strategic phase adopting a systematic approach to gender mainstreaming. The commitments with this respect have been underlined by enacting the Law amending the Law on Budget System<sup>63</sup>. It provided for the introduction of gender budgeting at all levels of government by the end of 2020. Accordingly, all programme budgets have to include gender goals and gender-sensitive indicators, which will be used to measure the contribution to gender equality. MFIN supported the gender budgeting initiative. Gender perspective has been included in the

<sup>60</sup> For example, the *Strategy for Free Legal Aid* (2008), the *Strategy on Small Arms and Light Weapons Control (2010-2015)*, the *Strategy for Professional Training in Local Units and the accompanying Action Plan (2015-2016)*, the *Strategy for Professional Training of Civil Servants (2011-2013)*, the *Judicial Reform Strategy (2013-2018)*.

<sup>61</sup> Recommendations given by the Protector of Citizens in the 2013 and 2014 Annual Reports, including those relating to: improving the quality of textbooks, curricula and syllabuses and contents of textbooks and other teaching materials at all levels of education in order to eliminate any discriminatory content (in particular with regard to gender, sexual orientation and gender identity, among other things); passing the Bylaw on Detailed Criteria for recognising Forms of Discrimination in Education Institutions; preparing the Draft Law amending the Law on Basic Elements of the Education System and specifically identifying sexual orientation and gender identity as a prohibited basis for discrimination (which should have been done in the second quarter of 2015 according to the Action Plan); organising support groups for LGBTI persons forced to live in the streets at municipal centres for social work and support groups for the parents of LGBTI children and youth.

<sup>62</sup> Office for Human and Minority Rights. *Second Report on monitoring the implementation of the Action Plan for the implementation of the Strategy for Prevention and Protection against Discrimination for the period from 2014 to 2018 - for the second, third and fourth quarter of 2015*. February-August 2016, Belgrade.  
[http://www.ljudskaprava.gov.rs/images/pdf/propisi\\_i\\_strategije/SECOND\\_REPORT\\_AP\\_Strategy\\_for\\_Prevention\\_and\\_Protection\\_against\\_Discrimination\\_2014-2018.pdf](http://www.ljudskaprava.gov.rs/images/pdf/propisi_i_strategije/SECOND_REPORT_AP_Strategy_for_Prevention_and_Protection_against_Discrimination_2014-2018.pdf). The Third periodical report on monitoring the implementation of the Strategy in 2016 will be adopted in the beginning of 2017.

<sup>63</sup> "Official Gazette of RS", no. 54/09, 73/10, 101/10, 93/12, 62/13, 63/13 – add. 108/13, 142/14, 68/15 – other law, 103/15.

2016 budgets of 28 budget spending units<sup>64</sup>. Budget instruction for 2016 includes a chapter on gender responsive budgeting and the MFIN issued the *Annual Gender Responsive Budget Plan for 2016*.

In October 2016, the SIPRU prepared the *Guidance for Social Impact Assessment* for the purpose of assessing social impacts in Serbia<sup>65</sup>. Impact assessment will prepare evidence for decision makers regarding the strengths and weaknesses of possible policy options, based on the assessment of their potential impacts. A gender perspective should in particular be integrated in the analysis, and the assessment of potential impacts on gender should take into account the existing differences between women and men that are relevant to the given policy field. Key policy domains for social impact assessment are employment and labour market, standards and rights related to job quality, social inclusion and protection of particular groups, equality of treatment and opportunities, social protection, health, social security and educational systems, and public health and safety. Implementation of this procedure should ensure that policies have positive outcomes, including with respect to promoting gender equality.

The new Law on the Planning System<sup>66</sup>, after being adopted in 2017, will oblige policy makers to conduct *ex ante* and *ex post* policy impact assessment on target groups that are affected by policy measures, and to include them into consultation procedure. In identifying and defining performance indicators it shall be desirable to take account of gender equality whenever possible by using gender-sensitive indicators<sup>67</sup>. In terms of gender equality, impact analysis should be implemented especially when there is an indication of an aggravating state of gender inequality. In this sense, it shall be particularly important to analyse the causes and consequences of the identified key issue. In defining measures or policy instruments, the proponent must implement a preliminary gender equality test for each considered option. The considered option that creates a gap of at least 20% in favour/to the detriment of women or men shall require a full gender equality impact analysis<sup>68</sup>.

As indicated in the information provided by the Republic of Serbia on the follow-up to the Concluding observations of the CEDAW Committee in February 2016 (CEDAW/C/CRB/CO/2-3/Add.1), resources for the implementation of the gender equality strategies, action plans and programs will be provided from the budget of the RS, AP Vojvodina, LSGs and donors<sup>69</sup>. Programme budgeting system for beneficiaries of the budget of the RS was adopted by the Law on the Budget of the RS for 2015 and the Decision on budget funds of the local governments for 2015. In the AP Vojvodina budget for 2015, within the transfer to budget programming, an attempt was made to introduce gender analysis into the budget process by defining gender indicators, which is an important step towards integrating gender equality into budget processes. Several municipalities had gone through UN Women and European Progress training for the introduction of gender responsive budgeting<sup>70</sup>.

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<sup>64</sup> Republic of Serbia .Ministry of Finance. *Instructions for the preparation of the budget of the Republic of Serbia for 2016 and projection for 2017 and 2018*. Belgrade.

<sup>65</sup> Social Inclusion and Poverty Reduction Unit. *Guidance for Social Impact Assessment*. October 2016. <http://socijalnoukljucivanje.gov.rs/wp-content/uploads/2016/11/Smernice-za-procenu-uticaja-na-drustvo-ENG.pdf>

<sup>66</sup> Draft Law on the Planning System of the Republic of Serbia, working version of 10 June 2016.

<sup>67</sup> Regulation On Public Policy Management, Policy And Regulatory Impact Assesment, And Content Of Individual Public Policy Documents, Working version of 1 April 2016

<sup>68</sup> Article 26. Regulation On Public Policy Management, Policy And Regulatory Impact Assesment, And Content Of Individual Public Policy Documents, Working version of 1 April 2016

<sup>69</sup> In its Shadow Report on the Follow-up State's report to the Concluding observations of the CEDAW Committee, "Autonomous Women's Centre" expressed doubts in accuracy of the information on the budget funds allocated to implementation of gender equality policies.

<sup>70</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

*The National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia 2016-2020* has been drafted and is expected to be adopted soon.

With the aim of reducing discrimination against LGBT population, as well as of strengthening cultures of respect for diversity, the *UN Free & Equal* campaign was launched on 7 November 2016 at national level in Serbia in collaboration with the UNCT and the civil society partner Labris.

### 3.2.2 Gender equality policies at provincial level

The AP Vojvodina excels in developing, promoting and implementing gender equality policies, setting good examples in combating domestic violence and other forms of gender based violence, capacity building, introducing gender budgeting and mainstreaming gender in provincial policies and programmes. The Provincial Secretariat for Labour, Employment and Gender Equality<sup>71</sup> has been established in 2002 with the mandate to develop and implement gender equality policies. In the same year, the Provincial Ombudsperson has been established with a Deputy for Gender Equality. The Deputy Provincial Ombudsperson for Gender Equality has played a crucial role in monitoring the proper implementation of gender equality policies and responding to acts of violations of women's human rights and gender equality. The Provincial Assembly has adopted the *Declaration on Gender Equality and the Decision of on Gender Equality* in 2004. Since then, the AP Vojvodina leads in developing and implementing gender equality policies. The Gender Equality Committee of the Provincial Assembly regularly considers gender equality acts and measures and monitors their implementation.

The AP Vojvodina has been pioneering in developing gender equality policies in the fields such as combating domestic violence and other forms of gender based violence, political and economic empowerment of women, and promoting gender sensitive budgeting. The Provincial Secretariat has initiated and supported the drafting the *Provincial Strategy for Protection against Domestic Violence and Other Forms of Gender Based Violence*, the first strategy paper in this field in Serbia. Using the holistic approach to eliminating gender based violence, the activities and measures included systematic capacity building of professionals, establishing networks and partnerships, research, awareness raising campaign of the public, women and the youth, raising awareness of policy makers, supporting local practices, providing budgetary support to services aimed at protecting victims of violence, including women and children from vulnerable groups. The integrated response to gender based violence in the AP Vojvodina include a number of pilot and innovative measures, and it has become a good practice that may be replicated in other regions.

The project "Towards Gender Budgeting Policy in the AP Vojvodina" (2009-2010, and 2010-2011), supported by the UN Women, has been recognised by the UN as an example of a good practice<sup>72</sup>. The efforts in implementing gender responsive budgeting and protecting of women from domestic violence have been continued in 2014-2015 with the support of the UN WOMEN. As the outcome, the methodology for gender analysis of provincial programmes has been developed<sup>73</sup>, as well as the capacities of the human resources and provincial deputies. Several programmes in the area of

<sup>71</sup> After the establishment of the new Provincial Government following the elections in May 2016, the Provincial Secretariat for Social Policy and Demography is tasked by gender equality issues. "Official Gazette of AP Vojvodina", No. 37/2016. <http://skupstinavojvodine.gov.rs/Strana.aspx?s=aktapv3izmene>.

<sup>72</sup> [http://mdgnet.undp.org/edzt/MDG-Good-Practices/GP\\_chapter2\\_education.pdf](http://mdgnet.undp.org/edzt/MDG-Good-Practices/GP_chapter2_education.pdf)

<sup>73</sup> Božanić, D., Ileš, M. i Branković Đundić, M. (2015). *Ka rodno odgovornom programskom budžetu: Priručnik za uvođenje rodno budžetiranja u programsku strukturu budžeta*. Novi Sad: Pokrajinski sekretarijat za privredu, zapošljavanje i ravnopravnost polova.

employment have been analysed from gender perspective. The methodology for gender analysis of the provincial programmes has been developed, as well as general directives for gender sensitive public policies. The 2015 provincial budget has been developed by integrating gender indicators in the budgetary process.

The provincial gender equality policy puts particular emphasis to economic empowering of women, focusing on unemployed women, rural women, single mothers and victims of domestic violence. In implementing gender equality policies, the provincial authorities established a strong partnership with women's groups and other CSOs. Up-to-date, several hundred initiatives of CSOs have been supported by bidding.

The provincial institutions also actively promote the concept of gender equality by introducing annual awards to deserving individuals and groups, public awareness raising campaigns and presenting achievements at international and regional levels. Up-to-date, more than 3000 women have passed gender equality training in various fields.

### Plans and initiatives by key actors

The provincial authorities will continue to take measures for integrating gender equality in all policies and programmes of the provincial bodies and institutions, and to promote gender equality legal and policy framework. In March 2016, the Provincial Secretary for Finances introduced the Plan for gradual introducing gender sensitive budgeting for the budget beneficiaries in the AP Vojvodina in 2017. The plans include the gender analysis of the sectors within the mandate of the Provincial Secretariat for Demography, Social Policy and Gender Equality. UN Women will support gender analysis of agriculture on behalf of the Provincial Secretary for Economy.

The AP Vojvodina will continue to implement the comprehensive policy against gender based violence with particular emphasis to supporting the Network SOS Vojvodina in providing continuous services to victims of violence.

### 3.2.3 Gender equality policies at local level

The Law on Equality between Sexes introduced the obligation of LSGs to promote gender equality, develop equal opportunity policies, integrate gender perspective into local development plans and establish a permanent gender equality mechanism (Article 39). Up-to-date, out of 168 of total number of LSGs, 129 have formed local gender equality mechanism, 38 LSGs signed the European Charter for Equality of Women and Men in Local Life, 43 LSGs implemented local projects related to gender equality<sup>74</sup>; a Declaration on Respecting Gender Equality Principle at Local Level, and a Strategic Plan 2014-2017 has been adopted by the SCTM. By implementing the project "Supporting LSGs in Serbia in the Process of the EU integration", supported by the Kingdom of Sweden and the Swedish Association of Local Authorities and Regions (SALAR), the SCTM has had a crucial role in promoting gender mainstreaming and capacity building at local level<sup>75</sup>. Implemented activities include establishing a Gender Equality Network, capacity building training, exchange of best practices, as well as gender analysis of local programmes in various sectors (political participation, sports, elderly households, public procurement, free legal aid, environmental protection, etc.).<sup>76</sup> As a result, a number

<sup>74</sup> <http://rr.skgo.org>. The data may not be accurate as they are compiled on the website of the SCTM by solo inputs of LSGs.

<sup>75</sup> In 2015, the SCTM was awarded for its achievement in promoting gender equality by the Network of Associations of Local Self-governments of South-eastern Europe at the GENiYOUTH contest. The Observatory of the European Charter for Equality of Women recognised the work of the SCTM as an example of good practice.

<sup>76</sup> Aleksov, R. (2015). *Rodna ravnopravnost kroz SKGO akciju*. Beograd: Stalna konferencija gradova i opština.

of LSGs have integrated gender aspects in local action plans (LAPs) in various sectors (entrepreneurship, social protection, youth, political participation, sports, etc.) or have included measures targeting vulnerable group(s) of women (Roma, rural women, poor women, victims of violence, etc.)<sup>77</sup>. Some municipalities have piloted gender sensitive budgeting. The profile of local municipalities available at the DevInfo database<sup>78</sup> provides for gender disaggregated data within different sectors.

Despite evident achievements, implementation of gender equality policies at local level has remained fragmented, non-sustainable, not consistent, and uneven. There is no evidence that the efforts to mainstream gender in local policies contributed to improving the status of equality between women and men, as well as to improving position of women and vulnerable groups. Majority of LSGs do not record and collect gender disaggregated data within their scope of mandate and work, as demanded by the Law. The results of the survey of local authorities in 2013<sup>79</sup> suggest that their activities were primarily focused on encouraging greater women's participation in governance.

Currently the work and efficiency of local gender mechanisms primarily depends on the personal commitments of local officials charged with this task, as the mandate and the scope of work and responsibilities of local machineries have not been defined by the Law. As a consequence, they also lack budgetary support, material and human resources. Citizens, both women and men, lack the local ownership of the gender equality concept. Therefore, a progress has been achieved in the domain where an obligation to respect gender equality has been introduced by a law (gender quota at the local elections). In the domains without that kind of obligation put by the law, the progress in achieving gender equality remains scarce. Men prevail in all decision making and leadership positions at local level (local executive councils, management and boards of public firms, etc.), even at the top management of local public administration, in which majority of employees are female.

### Plans and initiatives by key actors

It is expected that the project "Human Resource Management in Local Self-Government"<sup>80</sup>, started in March 2016, will contribute capacity building of local officials to mainstream gender in local policies. The project will last until December 2017. The activities are supported by the Council of Europe and the EU, and will be implemented in collaboration with the MSALSG and the SCTM. The plans include establishing training centre for local officials using a model similar to the Human Resource Management Service<sup>81</sup> of the Government of the Republic of Serbia. That will enable professional training of local civil servants that should raise their capacities to develop and implement local development policies. The financial support for the capacity building training of local officials would be ensured by the national budget.

SIPRU has prepared Index of Social Development on the Local Level, a composition of indicators 2012-2016, indicating the level of local development. SIPRU will continue working on improving local public policies for social inclusion.

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<sup>77</sup> Best practices. <http://rr.skgo.org/>

<sup>78</sup> <http://devinfo.stat.gov.rs/SerbiaProfileLauncher/?lang=sr>

<sup>79</sup> Standing Conference of Towns and Municipalities (2013). *The impact of EU accession on local authorities in Serbia*. Belgrade: Standing Conference of Towns and Municipalities.

<sup>80</sup> <http://www.skgo.org/reports/details/1776>

<sup>81</sup> [http://suk.gov.rs/en/about\\_us/competence.dot](http://suk.gov.rs/en/about_us/competence.dot)



### 3.3 Gender equality institutional framework

The institutional framework with a specific mandate for achieving gender equality consists of a set of institutions. The Ministry of Labour, Employment, Veterans and Social Affairs (MLEVSA) is in charge of legislative and strategic framework. The Coordination Body for Gender Equality<sup>82</sup>, led by the Deputy Prime Minister, addresses all gender equality issues and coordinates the work of state administration in relation to gender equality in Serbia. The Parliamentary Committee for Human and Minority Rights and Gender Equality discusses draft laws and other regulations in terms of gender equality and monitors the implementation of laws and regulations relating to gender equality. The Gender Equality Council has been formed in 2004 as an advisory body to the Government. As a response to the lack of monitoring and reporting on gender equality issues across the sectors at national level, each ministry has been tasked to appoint a gender equality focal point.

With the mandate of the implementation of the *National Action Plan (NAP) on the UN General Assembly Resolution 1325 Women, Peace and Security*, the following bodies have been established: Multisectoral Coordination Body for the Implementation of NAP, Political Council for Monitoring the Implementation of NAP, Analytical Group and Research Team, and the Parliamentary Commission for Monitoring the Implementation of NAP. The Ministry of Interior (MoI) and the Ministry of Defence (MoD) play active role in implementing this NAP. MoD formed a network of trainers in the field of gender equality and developed a relevant manual.

At provincial level, competent authorities include the Provincial Secretariat for Social Policy, Demography and Gender Equality<sup>83</sup>, the Parliamentary Committee on Gender Equality, and the Institute for Gender Equality<sup>84</sup>. The Institute for Gender Equality monitors the implementation of gender equality policies at provincial level and advises the provincial Executive Council in mainstreaming gender and preparing regulations related to gender equality. The Provincial Ombudsperson has the Deputy Ombudsperson for gender equality that is active in protecting women's rights and promoting gender equality.

At local level, due to the efforts of the Standing Conference of Towns and Municipalities (SCTM) in implementing the European Charter on Equality between Women and Men at Local level, a progress has been achieved in establishing gender equality mechanisms; in 2014, 90% of LSGs have established a gender equality mechanism, in comparison with 53% of LSGs in 2010. 71% of LSGs have appointed a gender equality focal point.

However, despite these achievements in numbers, gender equality mechanisms at all level faces many challenges: their roles and mandates have not been clearly defined by the law; they lack sustainable budgetary support and skilled human resources. As a consequence, their influence to public policies weak at all levels. There is also a lack of vertical and horizontal coordination of gender equality mechanisms that is necessary for the efficient implementation of gender equality policies. The set of the institutional mechanism for gender equality has been weakened by abolishing the Gender Equality Directorate, which has operated within the Ministry of Labour and Social Policy from 2008 to 2014. In September 2014, the CPE warns the Government on the need to establish strong national

<sup>82</sup> Decision on the establishment of the Coordination body for Gender Equality, "Official Gazette of the Republic of Serbia", No. 121/2014, 147/2014, 37/2015, 5/2016 and 91/2016

<sup>83</sup> The issue of gender equality has been transferred from the Provincial Secretariat for Labour, Employment and Gender Equality to the Provincial Secretariat for Social Policy and Demography after establishing the new Government on 21 June 2016 (Decision of the Provincial Assembly, "Official Gazette of AP Vojvodina", No. 37/2016). <http://skupstinavojvodine.gov.rs/Strana.aspx?s=aktapv3izmene>.

<sup>84</sup> <http://ravnopravnost.org.rs/>



gender equality mechanism. The lack of the allocation of substantial and sustained resources, both human and financial, has negatively affected implementation of all national strategies, and action plans, as well as the functioning of the mechanisms.

Implementation of the Law on Equality between Sexes by local self-governments across Serbia has been patchy, particularly with regard to the establishment of permanent working bodies or appointment of gender equality officers and equal opportunities officers<sup>85</sup>. The fact that the gender equality mechanisms are non-functional bears witness to the deficiencies of the Law. The practice of the establishment of permanent working bodies or appointment of gender equality officers and equal opportunity officers and the operation of these bodies are uneven. In some municipalities and towns/cities there are either no gender equality mechanisms at all or they are not functional.

### 3.4 Political setting, power structures and gender

#### 3.4.1 Mapping of key actors

##### 3.4.1.1 Governmental institutions and civil servants

The Constitution and the Law on the Equality between Sexes oblige all public authority bodies to take active part in protection human rights and promoting gender equality and equal opportunity policies. Besides the gender equality institutional mechanisms, as listed in the Section 3.3, there are a number of other actors that play significant role in this field.

The Protector of Citizens addresses the issue of gender equality within its domain. In line with the Law on the Protector of Citizens, the Protector of Citizens has the Deputy for gender equality and the rights of persons with disabilities and the Sector for Gender Equality as a part of the institution. It has established a Gender Equality Council aimed at providing technical and advisory support.

The Commissioner for Protection of Equality, as an independent body, addresses the issue of gender equality within its jurisdiction. The Commissioner has the authority to act preventively in the field of gender equality regardless of the individual characteristic that is the basis of discrimination.

The Office for Human and Minority Rights (OHMR) monitors the compliance of national legislation with international treaties and other international instruments on human and minority rights. Under its mandate is to prepare the periodical reports on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) to the UN Committee for the Elimination of All Forms of Discrimination against Women.

The Office for Cooperation with Civil Society has been established as an institutional mechanism to support the dialogue between the Government and CSOs.

Within SORS, the Unit for Justice and Gender Statistics operates in collecting gender disaggregated data and producing gender statistics. From 2005, SORS periodically, every three years, publishes the publication *Women and Men in Serbia*. The next issue is due in 2017.

The Social Inclusion and Poverty Reduction Unit (SIPRU), established by the Government of Serbia in July 2009, is mandated to strengthen the Government's capacities to develop and implement social inclusion policies based on good practices in Europe. SIPRU provides support to the Government to coordinate, monitor and reports on its efforts in the field of social inclusion. SIPRU takes active part in developing policies aimed at improving the status of vulnerable groups, including women. With this

<sup>85</sup>Republic of Serbia. Protector of Citizens.(2016). *Regular Annual Report of the Protector of Citizens for 2015*. Belgrade: Protector of Citizens. p. 99.

regard, the SIPRU actively participated in preparing the *Strategy for Gender Equality 2016-2020* and its *AP 2016-2018*, and the *Gender Equality Index for Serbia*. In October 2016, SIPRU prepared *Guidance for Social Impact Assessment* aimed at helping the public administration and other social stakeholders to assess social impacts, including on gender equality and vulnerable groups, when developing a policy proposal. SIPRU contributed to the World Bank analysis on examination of women's access to economic opportunities in the labour market. SIPRU provides for capacity building programme on IPA gender mainstreaming and absorption of EU funds, and planning its integration into human resources office plans under Chapter 22. In addition, SIPRU provides support to local gender equality mechanisms to prepare project proposals under EU Progress call for proposals.

Mol has a crucial role in preventing and combating trafficking of women, domestic violence and other forms of gender based violence. It has established a Department for the Prevention and Elimination of Domestic Violence, which consists from two Sections: the Section for the Prevention of Domestic Violence, and the Section for Combating Domestic Violence. In the cooperation with the National Swedish Police Committee, the Mol have started the Project on Developing Gender Agenda in the Mol 2016-2018. The Project main objective is the implementation of equal opportunity policies and achievement of the adequate gender representation at all level in line with women's participation in the working population. Gender equality is introduced in training materials of police officers from the basic to advanced level.

#### 3.4.1.2 Civil society

There is a broad scope of CSOs that play active role in promoting and implementing gender equality policies and in advancement of women. The key actors are women's organisations and groups, including shelters and associations of women with disabilities, Roma women, rural women etc., which play leading role in advocacy, campaigning, awareness raising, training, monitoring and reporting with respect to protection and promotion of women's rights and gender equality. Women's groups are particularly active seeking to bring qualitative change in social and political life of the wider community. The other actors include trade unions and women's sections in trade unions, political parties, women's sections in political parties and networks of women parliamentarians, national minority councils, associations of women entrepreneurs. Electronic and printed media also play important roles with this regard.

Religious institutions also influence gender relations, often by promoting a return to traditional gender roles.

In Serbia, there is one only local women's foundation which support and sustain feminist political platform against war, nationalism, racism, and all kinds of discrimination and violence against women: the Reconstruction Women's Fund (RWF). RWF was established in 2004 by the Fund for an Open Society, Women's Studies and Research, Novi Sad, and Women in Black, Belgrade. It works as a part of the feminist movement and supports development of local women's groups.

#### 3.4.1.3 Private sector

By the Law on Equality between Sexes, businesses and employers are obliged to implement equal opportunity policies and promote gender equality. Companies which have more than 50 employees are obliged to adopt and implement a plan of measures for elimination or mitigation of unequal representation of women and men every year. They are also obliged to respect gender equality and non-discrimination clauses in the Labour Law and Law on Employment.

### 3.4.1.4 International actors

The contribution of the international actors in promoting and implementing gender equality policies in Serbia is significant.

UN Women<sup>86</sup> is particularly active in promoting gender equality. Currently it works in the field of ending violence against women, national planning and budgeting, advancing women's economic empowerment and gender equality in disaster risk reduction. UN Women also assists in the implementation of projects supported by UN Funds, such as the UN Trust Fund to End Violence against Women and the Fund for Gender Equality. UN Women also chairs the UNCT Gender Theme Group which serves as a platform for coordination, information sharing and joint actions for the UN in the area of gender equality. In February 2015, UN Women signed a Memorandum of Understanding (MoU) with the Coordination Body for Gender Equality. Under the MoU, UN Women cooperates with the Government to develop the Coordination Body's capacities, support key strategic goals with a focus on women's economic empowerment, develop strategic and policy documents and support participatory dialogue with key stakeholders, including CSOs. UN Women is also partnering with the SEIO and SIPRU to provide pre-EU technical expertise to government counterparts to enhance their understanding of gender equality issues in European integration processes.

Besides actively being involved in the implementation of the Second phase of the "Joint Project Integrated response to Violence against Women and Girls", UNDP<sup>87</sup> supports a wide range of activities in this field. UNDP will support preparing the State's report to the GREVIO on the implementation of the Istanbul Convention, as well as the process of drafting the new strategy against gender based violence. UNDP strives for integrating gender mainstreaming in other projects and programmes. After the devastating floods, it initiated and supported establishing cooperation during emergency situations between local communities and women's NGOs in a number of LSGs. UNDP supports public promotion of women with unconventional occupation. It plans to continue efforts related to integrating gender mainstreaming in various sectors, such as environmental protection, energy efficiency and sustainable transport. In 2017, the activities will be also focused on economic empowerment of Roma women within the readmission process of Roma. Besides the Coordination Body for Gender Equality, its main partners are the MLEVSA, the MESTD, the MYS, and the PSSPDGE.

UNDP's SEESAC<sup>88</sup> initiative supports the State in its efforts to advance gender equality in security sector reform through training and providing practical tools for integrating gender in SALW legislative and policy framework, and supporting the implementation of the UN Res 1325 on Women, Peace and Security. SEESAC also supports national campaigns against armed domestic violence.

UNICEF<sup>89</sup> in Serbia has been working for years contributing to gender equality and women's/girls' rights. Based on the "Situation analyses and the Gender assessment of UNICEF programming in Serbia" that was performed in 2015, UNICEF defined, together with the Government, several gender specific areas that are part of the five-years Country programme. UNICEF programme is aiming at social inclusion. Bearing in mind that position of Roma women and girls is particularly vulnerable and that relevant indicators are far worse than of the rest of the population, their rights in health, education, social protection are prioritized within the entire UNICEF programming. The most important programmes include addressing child marriages, school drop-out prevention, early child bearing and preventing and responding to violence against women and children.

<sup>86</sup> <http://rs.one.un.org/content/unct/serbia/en/home/un-agencies/un-women.html>

<sup>87</sup> <http://www.rs.undp.org/>

<sup>88</sup> <http://www.seesac.org/Gender-in-Security-Sector-Reform/>

<sup>89</sup> <https://www.unicef.org/serbia/>

The OSCE Mission in Serbia<sup>90</sup> runs a number of activities to mainstream gender in policy and practice. It has been particularly active in establishing local gender equality mechanisms and their capacity building. It supports the Women's Parliamentary Network in their efforts to monitor the implementation of gender-related policies. It supports the State's efforts to combat domestic violence and other forms of violence against women, and the process of drafting the new *NAP for the implementation of the UN Res 1325 Women, Peace and Security* for the next five year period (2016-2020).

The Embassy of Norway supports the two-year project "Promoting Tolerance and Understanding towards LGBT Population in the Serbian Society" started in March 2015.

From 2014, the Swedish International Development Agency (SIDA), together with the European Bank for Reconstruction and Development (EBRD), supports promoting women's entrepreneurship within the four-year regional project "SIDA – EBRD: Women i Business Programme – Western Balkans Sub-Programme". Besides, SIDA will continue contributing promoting gender equality in Serbia by supporting the next phase of the Joint Project Integrated response to Violence against Women and Girls started in July 2016.

The Swiss Development Cooperation supports the Government to improve social inclusion (2009-2017), as well as the integration of Roma children in primary education (2014-2017).

Within the Project *Open Regional Fund for South Eastern Europe - Legal Reform*, and in cooperation with FAO, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH coordinates activities related to promoting and monitoring the progress of the SDGs (SDG 5a) in the region. The activities include preparing Serbia Country Profile and Legal Assessment Tool (LAT) concerning Gender and Land rights that include recommendations for legal and policy changes<sup>91</sup>.

A number of other international actors also support promoting gender equality in Serbia: the Embassy of the Kingdom of the Netherlands, the Embassy of Finland, Kvinna till Kvinna, Friedrich Eibert Stiftung, Council of Europe, Mama Cash, the Austrian Development Cooperation and the Fund for an Open Society.

### 3.4.2 Political participation and access to decision making

Thankful to the gender quota introduced in the election laws at national<sup>92</sup>, provincial<sup>93</sup> and local<sup>94</sup> level, the participation of women in the political campaigns and in all the respective assemblies has significantly increased in past 15 years: from 12.4% in the National Parliament in 2000, to 33% in 2014 and 34% in 2016; from 7% as an average representation of women in the local assemblies in 2000, to 29% in 2014; from 6.7% of female deputies in the Assembly of AP Vojvodina in 2000, to 35.8% in

<sup>90</sup> <http://www.osce.org/sr/serbia/117458>

<sup>91</sup> The results of the study have been presented to the stakeholders on 18 October 2016 in Belgrade. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH ORF Legal Reform Project and FAO (2016), *Legal Assessment Tool. Serbia Country Profile: Gender and Land Rights* (unpublished).

<sup>92</sup> For every three candidates on the electoral list, there shall be one candidate of the sex less represented on the list. (Art. 40a), Law on the Election of Members of the Parliament, ("Official Gazette of RS", no. 35/2000, 57/2003 - decision CC, 72/2003 - other law, 75/2003 - other law, 18/2004, 101/2005 - other law, 85/2005 - other law, 28/2011 - decision CC, 36/2011)

<sup>93</sup> Among every group of three candidates on the electoral list, there should be one candidate of the sex which is less represented on the list. Art. 27.3. Provincial Assembly Decision on the Election of deputies of the Assembly of the Autonomous Province of Vojvodina ("Official Journal of APV", no. 23/2014)

<sup>94</sup> "The electoral list shall include no less than 30% of candidates of the less represented sex on the list." (Art. 20.3. Law on Local Elections, ("Official Gazette of RS", no. 129/2007)

2016. Gender quota has also been introduced in the election of national minority councils by the Law on the National Councils of National Minorities<sup>95</sup>.

The practice has shown that number of women parliamentarians used to decrease after the elections, as the law has omitted to foresee the obligation in the event of changes of the female mandate holder she should be replaced by a woman who was next on the election list. Due to this omission, usually male replaces female mandate holders.

Despite advancement in the representation politics, women still face barriers to enter to the executive power, where the gender quota has not been established. In past 15 years, the number of female ministers varies from two to four. In the new Government, formed on 11 August 2016 following the early elections on 24 April 2016, five (25%) out of 20 members are women. Out of 14 members of the Provincial Government, only one (7%) is female<sup>96</sup>. The situation at local level is even worse. In many LSGs, the local executive council has no one female member and only 5% of mayors are women.

Gender balance has not been established in the process of preparing, drafting, reviewing and monitoring legislation and policies, except if it is about strategies related to gender equality and gender issues specifically.

The representation of women holding executive positions with the Ministry of Defence (MoD) and the Army of Serbia amounted to 19.31% in November 2014 in relation to the total number of employed women. At the MoI the number of women holding executive positions has also been increasing (14.5% in relation to 10.3% in 2013)<sup>97</sup>. The results of gender analysis made at the Security Information Agency indicate that there has been an increase of representation of women at executive positions in relation to 2013, especially in respect of strategic level of management. At the Customs Administration of the Ministry of Finance (MoF) representation of women in decision-making amounted to 28.5% in 2014 in relation to the total number of high rank executives. At the Directorate for Enforcement of Criminal Sanctions of the Ministry of Justice and at organisational units, women make 29% of the total number of employees<sup>98</sup>.

Despite some progress in recent years, women are still underrepresented or almost completely absent from the decision making positions in the sectors such as economy, foreign affairs, mining, energy and sports, as well as in the boards of directors of public agencies and companies. In public enterprises, only 13% of directors and managing board members are women<sup>99</sup>.

Women are underrepresented in the leadership positions in trade unions, too. There is only one trade union (of the Association of Free and Independent Trade Unions) currently chaired by a woman. In the Presidency of the Council of the Confederation of Autonomous Trade Unions of Serbia, there are only 4 women (14%) out of 28 members, out of 7 vice-presidents, only one is female; out of 105 members of its Congress, there are 21% women, and out of 46 local councils, only 7 are chaired by a woman. Out of 9 members of the Executive Council of the "Nezavisnost" Trade Unions Confederation, only one is a woman. Activism of women in the trade unions is formalized in women's sections, but by a rule, their influence within the organisation as a whole is weak. They are almost absent in the process

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<sup>95</sup> For every three candidates on the electoral list, there shall be at least one candidate of the sex less represented on the list. (Art. 72.5.) "Official Gazette of RS", no 72/2009, 20/2014- decision CC and 55/2014.

<sup>96</sup> The Provincial Secretary for Finance.

<sup>97</sup> Office for Human and Minority Rights, *The Third Periodic Report on the Implementation of the International Covenant on Civil and Political Rights*, Belgrade, September 2015. <http://www.ljudskaprava.gov.rs/index.php/ljudska-prava/konvencije/53-medunarodni-pakt-o-gradanskim-i-politickim-pravima>

<sup>98</sup> Office for Human and Minority Rights, *The Third Periodic Report on the Implementation of the International Covenant on Civil and Political Rights*, Belgrade, September 2015. <http://www.ljudskaprava.gov.rs/index.php/ljudska-prava/konvencije/53-medunarodni-pakt-o-gradanskim-i-politickim-pravima>

<sup>99</sup> National Economic Reform Programme for 2016-2018, <http://www.mfin.gov.rs/UserFiles/File/dokumenti/2016/Economic%20Reform%20Program%202016%202018.pdf>

of collective bargaining, and the gender quota introduced by the Article 21 of the Law on Equality between Sexes is not respected. The Economic and Social Council, mandated to develop a social dialogue on the issues of importance for realizing economic and social rights, and consisted from the representatives of the Government, trade unions and the Union of Employers, have no female member<sup>100</sup>. Women are present only in its Permanent Bodies. Despite low participation of women in the process of collective bargaining, the Economic and Social Council has not put the issue to its agenda<sup>101</sup>.

Women face 'glass ceiling' in the career advancement in all sectors, even in those that employ women predominantly. For example, the primary and secondary schools employ 72.657 (70.90%) women and 29.814 (29.09%) men; on the other hand, only 42.92% of school managers are female.

Only 16% of top firm managers are female<sup>102</sup>. Companies with women's participation in ownership are more likely to have women at top managerial positions (41%) than solely male-owned companies (6%), mostly due to the social bias toward women in senior positions. Besides, women commonly mention the need to care for the family as an obstacle for career advancement.

Women belonging to vulnerable groups, such as Roma, rural women, and women with disabilities, are notably and permanently absent in the political and public sphere, including in gender equality mechanisms.

The unequal status of women in politics and decision making is mainly result of the authoritative political culture, patriarchy and gender biases. Engagement in politics has not been still considered as a proper model of behaviour for women<sup>103</sup>. Surveys show that only 23% citizens think that women should go in for politics; 42% consider that the salary of a woman, if higher than of a man, leads to quarrelling within the family; 36% think that successful business women neglect a family, and 53% think that small children suffer if a mother is employed<sup>104</sup>. Women politicians face sexism in portraying by the media. They are marginalised within their political parties and face 'glass ceiling' in career advancement. Misogyny and sexism are present in all institutions and the public discourse<sup>105</sup>. As such, many of them have entered in the civil sector and been engaged in NGOs, as this area allows them to take part in the public life and contribute to enhancing gender equality.

### Plans and initiatives by key actors

In the newly adopted National Economic Reform Programme for 2016-2018<sup>106</sup>, the Government committed to increase the professionalization of public enterprises management respecting gender equality principles. The priority structural reform related to the reform of public enterprises include increasing the participation of women director and members of managing boards to 20% in 2018 targeting to reach 30% in 2020.

With the support of the Sweden and the National Swedish Police Committee, the MoI implements the project Developing Gender Agenda in the MoI 2016-2018. The aim of the project is to promote

<sup>100</sup> <http://www.socijalnoekonomskisavet.rs/>

<sup>101</sup> Social and Economic Council of the Republic of Serbia. "Report of the work of the Social and Economic Council and the Secretariat in 2015", Belgrade, 46/2016.

<sup>102</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>103</sup> Čičkarić, Lj. (2016). *Žene i politika iz rodne perspektive*. Beograd: Institut društvenih nauka.

<sup>104</sup> IPSOS Strategic Marketing.(2014). *Rodnopravnost u Srbiji*. Beograd: Ministarstvo za rad, zapošljavanje, boračka i socijalna pitanja

<sup>105</sup> Čičkarić, Lj. (2016). *Žene i politika iz rodne perspektive*. Beograd: Institut društvenih nauka.

<sup>106</sup> National Economic Reform Programme for 2016-2018,

<http://www.mfin.gov.rs/UserFiles/File/dokumenti/2016/Economic%20Reform%20Program%202016%202018.pdf>



adequate gender representation at all rank and title levels in line with the representation of women in the working population.

### 3.4.3 Media

The comprehensive gender analysis of the position of women working in the media and the media content, provided on behalf the Ministry of Culture and Information (MoCI) in December 2015<sup>107</sup>, has shown deep gender gaps in all fields analysed.

The surveys indicate that 58% of journalists and reporters are women, but feminisation of the media profession has not contributed to improving their position. In contrary, there is an evident tendency of worsening economic and social position of journalists, due to privatisation of media<sup>108</sup>, violation of labour rights and a tacit banning of trade unions in the private-owned media<sup>109</sup>. There is no data of a number of free lancers, but surveys indicate that it is increasing. Media owners prefer to engage free lancers as they are cheaper labour force than regularly employed staff. Free lancers do not enjoy any protection of their labour rights. Female media professionals are in worse position than male just due to the fact being women and due to their reproductive role. They also face vertical and horizontal segregation at work that contributes to gender pay gap.

Although providing several research<sup>110</sup> on the position of journalists, their trade union and associations have not gone in for the position of female media professionals specifically, neither have included a gender perspective.

There is no available data on the number of women media professionals, their salaries and other information relevant to their economic and social position. This is the consequence of the lack of transparent and accurate data about media in general (about their number, ownership, professionals they employ<sup>111</sup> etc.). Only available data is the estimation of the Association of Journalists of Serbia that there are approximately 10,000 persons working in the media sector currently. Majority of media, except the state-owned Radio-Television Serbia, do not record gender disaggregated data, as obliged by the law.

The findings of the gender analysis of the media content have been identical with the findings of the Serbia National Report 2015 done within the Global Media Monitoring Project<sup>112</sup>. Despite gender equality legal provisions, including the Bylaw on the Protection of Human Rights in the Provision of Media Services, gender equality policies and measures, and training of journalists, there has not been achieved progress in eliminating gender stereotypes and prejudices in the media contents. Women

<sup>107</sup> Dokmanović, M. *Stanje rodne ravnopravnosti i položaj žena u medijima: Izveštaj*. Januar 2016. Ministarstvo za kulturu i informisanje (neobjavljeno).

<sup>108</sup> More than 1,000 journalists lost their jobs due to the privatisation of the media, and it may be estimated that majority have been women. Sindikat novinara Srbije, "UNS: Oko 1,000 novinara u Srbiji ostalo bez posla", 05.11.2015. <http://www.sinos.rs/srpski/radna-prava/20/2015/11/05/1503/uns-oklo-1-000-novinara-u-srbiji-ostalo-bez-posla.html>

<sup>109</sup> Sindikat novinara Srbije. "Nema sindikata u privatnim medijima", 10.02.2015. <http://www.sinos.rs/srpski/akcije/4/2015/09/03/759/nema-sindikata-u-privatnim-medijima.html>

<sup>110</sup> Sindikat novinara Srbije. "Istraživanja: Nesigurni novinarski život u Srbiji", 11.12.2015. <http://www.sinos.rs/srpski/istrazivanja/7/2015/12/11/1756/nesigurni-novinarski-zivot-u-srbiji.html>; Udruženje novinara Srbije (2014). „Izveštaj istraživanja ekonomskog i profesionalnog položaja novinara – mart/septembar 2014. godine“. <http://www.uns.org.rs/sr/o-nama/files.htm>; Sindikat novinara Srbije (2014). „Istraživanje Sindikata novinara Srbije: Medijska scena Srbije 2014. godine“. <http://www.sinos.rs/srpski/istrazivanja/7/2015/09/03/753/istrazivanje-sinos-a-medijska-scena-srbije-2014-godine.html>

<sup>111</sup> The Association of Journalists of Serbia has estimated that there are approximately 10,000 persons working in the media sector.

<sup>112</sup> Global Media Monitoring Project (2015), *Serbia – Global Media Monitoring Project 2015: National Report*, WACC & Faculty of Political Sciences, Belgrade.

stay almost invisible as politicians (14%), academics (8%), entrepreneurs (4%), scientists (0%), and engineers (0%). On the other side, they are present in the contents on show-business and celebrities<sup>113</sup>. In the informative content of the Television of Serbia, women and men are equally present in the fields of culture and education solely. Women (12%) presented in the media are more often than men (4%) identified on the basis of their family status. Misogyny and hate speech against women are evidently present in the reality programmes, without any response by the Regulatory Body for Electronic Media. The abuse of women in advertising is still an issue. A slight progress has been made in improving reporting on cases of DV<sup>114</sup>. The Press Council has been only twice responding on violation of the Media Code of Conduct, in both cases on the basis of the complaints of the Network “Women against Violence”.

The media reproduce marginalization of women by ‘keeping silence’ on issues related to position of women, particularly women belonging to vulnerable groups, achievements of female scientists and innovators, and events organised by women’s CSOs, as well as on gender equality issues.

As a result, the public has not been properly informed on issues related to women’s rights and gender equality, while reporting about women remains fraught with sensationalism and gender stereotypes, without respect for women’s privacy, dignity and integrity.

### Plans and initiatives by key actors

Adopting the National Strategy on Gender Equality and its Action Plan 2016-2018, the Government has committed to take activities in 2016 and 2017 aimed at promoting affirmative portraying of women, eliminate sexism and increasing gender awareness of journalists. The Ministry of Culture and Information has planned a gender sensitive budget in order to support projects in this field. The Ministry allocates financial resources for projects through competitions. It will continue activities and training regarding eliminating gender stereotypes in the media. It will continue to report on gender equality to the Council of Europe Media Committee.

SIPRU plans to provide training of media professionals on social inclusion and gender equality.

## 3.5 Socio-economic situation

### 3.5.1 Overall social context and demographic situation

In 2015, the population of the Republic of Serbia is estimated to 7095383<sup>115</sup>, of which the share of females equalled 51.3% and of males 48.7%. The rate of natural increase was -5.3%, that of live births 9.3% and of mortality 14.6%. Serbia follows the trend of demographic aging with the most of the rest of the European countries. In the period from 2005 to 2015, the number of population decreased by 345386: the percentage of young people (0-14) fell from 15.8% in 2005 to 14.4% in 2015, while the percentage of the population aged 65 and over increased for 1.5 percentage points (from 17.2% in 2005 to 18.7% in 2015). The average age of the population increased from 40.6 years (2005) to 42.7% (2015). The Southern and Eastern regions are “the oldest” parts of Serbia where 27% of

<sup>113</sup> Republika Srbija. Republička radiodifuzna agencija (2014). *Rodna ravnopravnost i polni stereotipi na prvom programu Radio-Televizije Srbije*. Beograd: Služba za nadzor i analizu, Republička radiodifuzna agencija

<sup>114</sup> Mršević Z., (2013). *Kvalitativna analiza medijskog izveštavanja o nasilju nad ženama u Srbiji*. Beograd: Program Ujedinjenih nacija za razvoj.

<sup>115</sup> Statistical Office of the Republic of Serbia. (2016). *Statistical Yearbook of the Republic of Serbia - Population*. Available at: <http://webzrs.stat.gov.rs/WebSite/repository/documents/00/02/28/82/02-POPULATION.pdf>



inhabitants are over 60. The projected movement of population over 2011-2041 indicates negative natural increase and that the population would get older demographically, so that in thirty years the proportion of persons older than 65 would increase from 17% to 24%.

In the same period, the birth rate decreased from 9.7% to 9.3%. The share of women in fertile period in the total population decreased from 24.0% to 22.1%. Infant mortality was significantly reduced from 8.0 to 5.3 infant deaths per 1.000 live births.

According to the 2011 census data, older people aged 65 or above make up 17.4% of the population (19.6% women vs. 15.1% men). The main feature of the age-gender structure of the population in the Republic of Serbia is that men prevail in the youth, and women prevail in the middle-aged and aged population.

The average life expectancy of population has extended over the last ten years by more than two years (from 70.0 years to 72.6 years for men and from 75.4 to 77.7 years for women).

Besides the negative rate of natural increase, the lowering level of the population is the consequence of economic transition and lack of employment opportunities, causing the massive migration of young educated people abroad. Rough estimates indicate the net migration loss of approximately 15,000 people per year in the period 2009–2011<sup>116</sup>.

Feminisation of the middle-aged and older population is the most intensive in the Belgrade region. Among the middle-aged women there is a higher proportion of tertiary educated and divorced, and less share of the economically independent in relation to the remaining region on Central Serbia<sup>117</sup>. As regards older women, irrespective of spatial distribution, their position is mainly shaped by widowhood, unfavourable education characteristics, lower economic activity and greater economic dependency.

Due to demographic aging and insufficient care services for children and old people, it may be expected increasing needs for these types of social services.

Ethnically, the Republic of Serbia is a multinational community. In addition to Serbs (83.3%), the most numerous are Hungarians (mostly in the APV), then Roma people (in the Southern and Eastern Serbia) and the Bosniaks. Majority of the population are Orthodox (84.6%). The Catholic religion ranges second (5%), and the religion of Islam third (3%).

### 3.5.2 Urban and rural development

In Serbia, the share of urban population is prevailing (60.1%)<sup>118</sup>. The major part of the rural population is concentrated in the region of Šumadija and Western Serbia, which is also the only region in where the rural population accounts for more than 50%. From the demographic viewpoint, the urban population is younger when related to the population of other settlements: the average age of the urban population is lower than the average age of population in other settlements and the difference is 2.4 years. Every fifth resident of villages is older than 65 years, while in the Southern and Eastern Serbia it is every fourth resident. The average age of the rural population in the period 2002-2011 increased from 42 to 43.6 years. The age structure of the population is most unfavourable in the Southern and South-Eastern Serbia, where the average age of rural population reached 45.7 years (for women 47.1 years)<sup>119</sup>.

<sup>116</sup> Institute of Social Sciences (2013): *SEEMG Country Report – Dynamic Historical Analysis of Longer Term Migratory, Labour Market and Human Capital Processes in Serbia*.

<sup>117</sup> Šobot, A. (2012). „Tri demografske posledice rodno specifičnih modela ponašanja na primeru Srbije“. *Stanovništvo*, br. 2, str. 85-109.

<sup>118</sup> SORS. *Estimates of population for the Republic of Serbia*. 30 June 2016.

<sup>119</sup> Ministry of Agriculture and Environmental Protection. *Republic of Serbia IPARD Programme for 2014-2020*. 1 December 2014. [http://www.mpzss.gov.rs/wp-content/uploads/datoteke/razno/IPARD\\_II\\_Program\\_2014-2020.pdf](http://www.mpzss.gov.rs/wp-content/uploads/datoteke/razno/IPARD_II_Program_2014-2020.pdf)

Rural areas are generally characterized by poorer access to basic infrastructure amenities (population/roads, road density, water supply per capita, waste water from public sewage system, telephone grid) and poorer housing quality than holdings in the urban regions, in terms of electricity, water supply systems, sewage disposal systems, central heating, kitchens, toilets and bathroom facilities in the house. Due to unfavourable life quality, limited access to services, education and health care, lack of social life, and dominance of primary agriculture young people migrate to urban communities. In the period 2002-2013, the total population declined by 4.15%, while the rural population decreased by 10.9%<sup>120</sup>. The largest decrease of the rural population was recorded in the Southern and Eastern Serbia (-18.7%). *The National Employment Strategy 2011–2020* estimates that economic empowerment of women would contribute to hold up depopulation trends in the underdeveloped municipalities.

Educational characteristics of the rural population are less favourable compared to urban areas. The rural population has a considerably larger share of population with no education and those who have completed only primary school; also there is very small proportion of people with higher education<sup>121</sup>. The situation is especially unfavourable for the rural female population, of which nearly one-third have not attended any school, and more than half lack any qualifications (no education, unfinished and finished elementary school). The MAEP considers this as a disturbing fact that has to be faced when it comes to empowerment of rural women.

The poor education structure, lack of professional experience, the low level of additional knowledge and skills and an insufficient coverage of active employment measures by the NES hinder labour market opportunities for the rural population, in particular with regard to women and youth.

### Plans and initiatives by key actors

The availability of the IPARD funds, strengthening of social capital and market linkages, would strengthen rural communities and contribute to their sustainable development in the future.

### 3.5.3 Poverty from a gender perspective

Poverty in Serbia remained significant, both expressed in absolute terms (the share of people whose consumption is below the threshold required to meet the basic needs – 8.6% in 2013<sup>122</sup>) and in relative terms (the share of people at risk of poverty stood at 25.6%<sup>123</sup> in 2014)<sup>124</sup>. Judging by the profile of the poor, the living standards are decisively influenced by three elements: employment status, low education attainment and residence outside urban areas<sup>125</sup>. Living standards further declined in 2014. The real net wages in the first ten months of 2014 declined by -0.3% and pensions by 0.4% relative to

<sup>120</sup> Ministry of Agriculture and Environmental Protection. *Republic of Serbia IPARD Programme for 2014-2020*. 1 December 2014. [http://www.mpzss.gov.rs/wp-content/uploads/datoteke/razno/IPARD\\_II\\_Program\\_2014-2020.pdf](http://www.mpzss.gov.rs/wp-content/uploads/datoteke/razno/IPARD_II_Program_2014-2020.pdf)

<sup>121</sup> Ministry of Agriculture and Environmental Protection. *Republic of Serbia IPARD Programme for 2014-2020*. 1 December 2014. [http://www.mpzss.gov.rs/wp-content/uploads/datoteke/razno/IPARD\\_II\\_Program\\_2014-2020.pdf](http://www.mpzss.gov.rs/wp-content/uploads/datoteke/razno/IPARD_II_Program_2014-2020.pdf)

<sup>122</sup> Center for liberal-democratic studies, *Poverty in Serbia 2011, 2012 and 2013*, for the Social Inclusion and Poverty Reduction Unit (2014).

<sup>123</sup> Government of the Republic of Serbia. *Second National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia*. October 2014. Belgrade.

<sup>124</sup> Government of the Republic of Serbia. *Employment and Social Reform Programme*. May 2016.

<sup>125</sup> Irrespective of the concept applied (absolute or relative poverty), the population of Eastern and Southern Serbia has the lowest living standards, while the Belgrade population has the highest living standards. For more information, see the Second National Report on Social Inclusion and Poverty Reduction of the Government of the Republic of Serbia.

2013<sup>126</sup>. The at-risk-of-poverty-or-social-exclusion rate stood at 43.2% in 2014<sup>127</sup>. Using the 2011 Population Census and 2013 SILC data, and defining risk of poverty using the EU standards, the Survey of Income and Living Conditions (SILC) showed that 24.5% of the population (1.8 million people) were at risk of poverty<sup>128</sup>.

Almost one out of two unemployed people is at risk of poverty. Employment reduces the risk of poverty considerably, but the quality of employment remains the key factor for exiting poverty (the self-employed have a significantly higher at-risk-of-poverty rate than those in dependent employment – 38.3% and 6.4% respectively)<sup>129</sup>. The highest rate of poverty risk in 2012 is among the youth of both sexes: 26.8 for women and 27.7 for men, while the lowest rate is among the elderly male population – 15.3<sup>130</sup>.

Research warns of a pronouncedly disadvantaged position of certain groups, such as the Roma, in particular those in informal settlements, children, internally displaced persons, persons with severe disability, the elderly without pensions, individuals without education or with low education levels, non-urban population.<sup>131</sup>

Data show that the number of reported domestic violence cases has been on the increase, as well as the number of children without parental care, single-parent families, the elderly in need of home care services, children and adults with disabilities who are unable to participate in social life without support services.<sup>132</sup> In addition, there are vulnerable groups that are not recognised to a sufficient extent, either within the system, or in the general public; these include young drug or alcohol addicts, treated addicts, former convicts, children victims of forced begging, children without recognised paternity, etc. At the same time, as shown by the mapping findings, community-based services at the local level are still insufficiently available, unevenly developed, and often also unsustainable<sup>133</sup>. Many poor households are exposed to multiple deprivation factors, which requires complex interventions of a preventive nature, as well as active inclusion measures combining cash benefits, employment/activation of the clients and high-quality integrated social care services.

Persons who are disadvantaged on multiple grounds, such as uneducated older women in rural regions (disadvantaged on the grounds of gender, age, education and the geographic location), are at an exceptionally high risk of vulnerability.

As of sources of livelihood, women are more often than men in the category “dependent person” (57.6%), and more often than with men their main source of income is pension (57%), scholarship (56.5%) and social benefits (55.5%)<sup>134</sup>. Sources of livelihood of men are more often than of women loan/savings (64%), property incomes (63.8%), financial compensation for unemployed persons (60%) and salary (58%).

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<sup>126</sup> In absolute terms, in the same period, the average net wage amounted to EUR 378, and the average pension – EUR 203

<sup>127</sup> The rate was higher than in any EU Member State except Bulgaria.

<sup>128</sup> Statistical Office of the Republic of Serbia & World Bank Group (2016). *Poverty Map of Serbia*. Belgrade: Statistical Office of the Republic of Serbia & World Bank Group. <http://pubdocs.worldbank.org/en/859541477472336209/Poverty-Map-of-Serbia.pdf>

<sup>129</sup> Government of the Republic of Serbia. *Employment and Social Reform Programme*. May 2016.

<sup>130</sup> Statistical Office of the Republic of Serbia (2014). *Women and Men in the Republic of Serbia*. Belgrade: Statistical Office of the Republic of Serbia.

<sup>131</sup> Republic of Serbia (2011). First National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia. Republic of Serbia (2014). Second National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia.

<sup>132</sup> World Bank. (2011). *Social safety nets in the Western Balkans: design, implementation, and performance*. Washington, DC; Matković, G., Mijatović, B., Stanić, K. (2014). *Novčana davanja za decu i porodice sa decom u Srbiji*, CLDS i CSP

<sup>133</sup> [http://www.inkluzija.gov.rs/wp-content/uploads/2013/11/mapiranje\\_usluga\\_socijalne\\_zastite\\_izvestaj.pdf](http://www.inkluzija.gov.rs/wp-content/uploads/2013/11/mapiranje_usluga_socijalne_zastite_izvestaj.pdf)

<sup>134</sup> Statistical Office of the Republic of Serbia (2014). *Women and Men in the Republic of Serbia*. Belgrade: Statistical Office of the Republic of Serbia.

Among the poor, the inactivity rate of women (44.4%) is almost double in comparison to men (24.2%)<sup>135</sup>. The working poor are concentrated in the agricultural sector. Inequality at the labour sector contributes to the wide gender gap in pension coverage. In 2011, this gap was 14.0 percentage points: 6.7% of men and 20.7% of women were not receiving pension<sup>136</sup>.

The 2011 Population Census included the homeless for the first time, and, according to the findings, there are 5,719 homeless Roma in Serbia, which is one third of the whole number of homeless people. The slight majority of the homeless Roma are men (51.1%).

Discrimination, together with poverty, remains the main obstacle to social inclusion of Roma. Social and health vulnerability of Roma, especially of children and women, is described in the Multiple Indicator Study on the position of women and children in Serbia, conducted in 2014 by the Serbian Statistical Office, with the technical and financial support from the UNICEF.

It is worrying that the conditions of the Roma situation have worsened since the first *Strategy on improving the position of Roma* had been adopted and active employment policy measures for Roma planned<sup>137</sup>. More than one-quarter (27.6%) of Roma households earn their income receiving social assistance.

### Plans and initiatives by key actors

The Government of the Republic of Serbia has adopted the *Employment and Social Reform Programme*<sup>138</sup> that addresses the key challenges related to social inclusion and social protection. The formulated measures are aimed at increasing the coverage and improve the adequacy of cash benefits, active inclusion of the poor, increasing support to families at risk, developing non-institutional community based services, building mechanisms for non-material support to families at risk, improving the long-term care system and service quality, strengthening regulatory mechanisms, and linking CSWs to health care, education and employment service providers, as well as to the police, the judiciary, CSOs representing vulnerable groups, the Red Cross and LSGs. Better accessibility of health care to vulnerable groups, including Roma, persons with disabilities and older population, has been also planned. Measures specifically targeting women are defined within reforms addressing employment.

The SORS and the World Bank have developed a set of poverty maps for Serbia, showing variability in welfare across the country<sup>139</sup>. Detailed knowledge of these geographical disparities would be useful to help the Government design the right policies and programs to support growth, jobs, poverty reduction, and social inclusion. However, these data do not contain gender disaggregated data, that are necessary in order to formulate and develop efficient poverty reduction strategies and action plans at local level.

<sup>135</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>136</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>137</sup> Valentina Sokolovska, *Social and Cultural Potential of Roma Community*, Novi Sad, 2014.

<sup>138</sup> Government of the Republic of Serbia. *Employment and Social Reform Programme*. Belgrade, May 2016. <http://socijalnoukljucivanje.gov.rs/en/employment-and-social-reform-programme-esrp-adopted/>

<sup>139</sup> Statistical Office of the Republic of Serbia & World Bank Group (2016). *Poverty Map of Serbia*. Belgrade: Statistical Office of the Republic of Serbia & World Bank Group. <http://pubdocs.worldbank.org/en/859541477472336209/Poverty-Map-of-Serbia.pdf>

### 3.5.4 Health

Gender Equality Index 2014 indicates that the self-perception of health is better among men than women; however, women live longer and have longer healthy lives; health care is relatively accessible and gender gaps are very small.

Available health indicators presented in the report produced by the SIPRU and World Bank (2016) suggest that women in Serbia experience worse health conditions than men<sup>140</sup>. Women report a higher share of chronic illness or chronic health problems than men (by 6.6 percentage points). Among the poor and the bottom 40, men report a somewhat higher share of unmet medical needs. Women faced unmet medical (31.7%) and dental (58.5%) services needs more frequently than men (28.9% and 50.2%) due to a lack of affordability in medical and dental services.

Many pregnant women face complications due to late payment of salary compensation during temporary incapacitation. In his opinion issued to the Republic Health Insurance Fund and the Tax Administration, the Protector of Citizens<sup>141</sup> highlighted the issue of delayed and hampered exercise of pregnant women's entitlement to salary compensation during periods of temporary incapacitation due to illness or pregnancy complications in cases where their employer entered into an agreement with the Tax Administration to delay the payment of due health insurance contributions. Due to this issue, pregnant women are unable to receive salary compensation until their employer has fully settled any outstanding due health insurance contributions covered by such debt rescheduling agreement.

By issuing an Opinion in the drafting of the Law amending the Law on Health Insurance, which the Ministry of Health accepted for the most part, the Protector of Citizens contributed to fairer and more efficient disbursement of the applicable share of salary compensation provided from the national budget in cases of temporary incapacitation of pregnancy complications<sup>142</sup>. Amendments to the Law on Health Insurance<sup>143</sup> in compliance with the Opinion of the Protector of Citizens ensured higher efficiency of acting and improved protection of the right of pregnant women and nursing mothers to salary compensation.

As reported by the Protector of Citizens, health care services are not sufficiently available particularly to female Roma, women living in rural areas, women with disabilities and women who have been left without health insurance due to omissions of their employers and other persons<sup>144</sup>. Health care facilities, gynaecologic and dental services are not sufficiently accessible to women with disabilities and are not sufficiently adapted to their specific needs. Women who are insured as employed persons are left without health insurance and health care covered by compulsory health insurance if their employers fail to pay health insurance contributions. Female employees are forced to bear the burden of their employers' negligence. Women who live in rural areas often have no health insurance, while those that do are forced to travel great distances to the nearest health care institution and often have no available public transport links to towns or cities where specialist medical examinations are provided. Specific services aimed at women in particularly vulnerable situations (Roma women, women in extreme poverty and victims of violence) have not been developed and are mostly unavailable to this population of women. Women farmers who are the registered holders of farms and

<sup>140</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.(2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>141</sup> Republic of Serbia. Protector of Citizens.(2016). *Regular Annual Report of the Protector of Citizens for 2015*. Belgrade: Protector of Citizens. p. 104.

<sup>142</sup> Protector of Citizens.(2016). *Regular Annual Report of the Protector of Citizens for 2015*. Belgrade: Protector of Citizens.

<sup>143</sup> Official Gazette of RS,

<sup>144</sup> Protector of Citizens, 2015 Annual Report

women who engage in temporary and occasional work do not have access to compensation of salary during pregnancy leave, maternity leave, child care leave and special child care leave.

### Plans and initiatives by key actors

The new *Strategy for Gender Equality 2016 – 2020* defines improved health of women and access to health care services as one of the specific objectives within the main objective of equal opportunities. A specific set of measures is envisaged for the improvement of the access and quality of health care for women living in rural areas.

#### 3.5.5 Education

Of the total number of population of Serbia aged over 15, 48.9% have completed secondary school, while one over six inhabitants has attained tertiary education<sup>145</sup>. Among persons who have completed secondary school men are the most numerous, but among persons who have attained tertiary education women prevail over men.

Women and men in Serbia are equal in terms of both participation in and attainment of education. There are no significant gender disparities with this respect. The differences arise in secondary and tertiary schools with respect to choice of profession that reflects traditional division of professions on 'female' and 'male' ones. Young women are prevalent among students of education (87%), medicine and social protection (73%), art and humanistic sciences (71%) and law (61%), while young men prefer to study constructions, techniques and ICT (65%)<sup>146</sup>.

Women in the prime (age 25-54) age group have better educational characteristics than men of the same age, while the opposite holds for the older women. Gender educational gaps among the poor and the bottom 40% of the income distribution (the bottom 40) are similar in size relative to the corresponding gaps in the general population<sup>147</sup>.

According to the *Gender Equality Index*<sup>148</sup> in the domain of knowledge, Serbia occupies a position among a third of countries with the lowest scores. In 2012, the difference between women and men in the share of tertiary education graduates was only 0.1 percentage points, while in 2014 it increased to 2.5 percentage points. The indicator on segregation reveals more prominent gender discrepancies, with women concentrated significantly in the area of social sciences, humanities and arts. Participation in lifelong learning is equally low among both women and men.

Regarding the computer literacy, 34.2% of persons aged 15 and over are computer literate, while 14.8% are partially literate<sup>149</sup>. Among computer literate persons the share of men and women is almost equal (50.4% of men and 49.6% of women), while among computer illiterate persons the share of women is higher than that of men (54% and 46% respectively).

<sup>145</sup> Statistical Office of the Republic of Serbia. (2016). *Statistical Yearbook of the Republic of Serbia - Population*. Available at: <http://webzrs.stat.gov.rs/WebSite/repository/documents/00/02/28/82/02-POPULATION.pdf>

<sup>146</sup> Women and Men in Serbia 2014

<sup>147</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank. (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>148</sup> Babovic, M. (2016), *Gender Equality Index 2016: Measuring gender equality in Serbia 2014*, Belgrade: Social Inclusion and Poverty Reduction Unit, Government of Republic of Serbia.

<sup>149</sup> Statistical Office of the Republic of Serbia. (2016). *Statistical Yearbook of the Republic of Serbia - Population*. Available at: <http://webzrs.stat.gov.rs/WebSite/repository/documents/00/02/28/82/02-POPULATION.pdf>



Census 2011 results indicate that 1.96% of the population are illiterate (aged 10 and over)<sup>150</sup>. Illiteracy is most common in women (82.1%) and in the age group 65 and over (70.5%).

In rural areas women have lower average educational attainment, and girls are more likely to leave school early. Roma children – boys and girls are at the biggest risk to drop-out from education early. The 2014 UNICEF MICS shows that only 69% (63 for boys and 76 for girls) of Roma children have timely primary school entry and 64% complete primary school, compared with 97 and 93, respectively, for all children. The proportion of adolescents attending secondary school is 89% for the general population, yet it is only 22% of young Roma. The coverage among boys is slightly higher than among girls (28% vs.15%), which points to the gender dimension of the problem. Another specific problem represents the trend of Roma girls leaving school and starting families between 15 and 19 years of age. As many as 43% of Roma girls in this age group drop out of school to get married. In girls the same age in the general population, this percentage is 4%.

The education at all levels has not been gender sensitive yet. Gender stereotypes still may be found in textbooks, as indicated by a number of researches<sup>151</sup>. Out of the Gender Studies within the Association of Interdisciplinary and Multidisciplinary Sciences and Research at the University of Novi Sad, and Gender Studies Centre within the Faculty of Political Sciences at the University of Belgrade, academic studies of social and humanistic sciences are not gender sensitive, and the interdisciplinary approach to integrate gender issues has not been introduced yet (e.g. gender budgeting in teaching economics). Women's contribution to sciences, art and culture is not adequately present in the curricula. Women have been also neglected as sciences. Only 6% of the members of the Serbian Academy of Sciences and Art are female.

### Plans and initiatives by key actors

The *Strategy for Gender Equality 2016-2020* sets gender sensitive formal education as one of specific objectives. A number of various measures are to be implemented in the coming period. The foreseen measures include increasing visibility of women's contribution to art and sciences. There is a need to eliminate gender stereotypes from textbooks and make them gender sensitive. It was also noticed that religious education in primary schools contributes to perpetuating subordinated role of women in the society and a family.

SIPRU has integrated revision of curricula and textbooks with respect to gender stereotypes and prejudices against national minorities among the activities in *the AP for Social Inclusion of Roma Men and Women 2016-2018*.

*The Strategy for Development of Education in Serbia until 2020* contains various measures that can enable an increase in educational achievements. The *Employment and Social Reform Programme* sets the overall increase of education level of the population as one of the key objectives. Neither of these policy documents applies gender sensitive approach.

UNICEF, in partnership with the Ministry of Education, Science and Technological Development (MESTD) and the Centre for Education Policies, supported the development of innovative tools for preventing drop-out in the education system. Data collected throughout the implementation indicate that significant results were achieved in the 10 schools participating in the pilot project, with a dropout

<sup>150</sup> Statistical Office of the Republic of Serbia. (2016). *Statistical Yearbook of the Republic of Serbia - Population*. Available at: <http://webzrzs.stat.gov.rs/WebSite/repository/documents/00/02/28/82/02-POPULATION.pdf>

<sup>151</sup> Bačević, J. Blagojević, J. Duhaček, D. i dr. (2010). *Analiza rodne dimenzije u visokoškolskom obrazovnom materijalu*. Beograd: Centar za studije roda i politike, Univerzitet u Beogradu FPN i Program Ujedinjenih nacija za razvoj; Đorić, G., Žunić, N. i Obradović-Tošić, T. (2010). *Obrazovanje za rodnu ravnopravnost: Analiza nastavnog materijala za Građansko vaspitanje*, Beograd: Program Ujedinjenih nacija za razvoj.



rate reduced by more than 65%. Individualized support to students at risk of dropout proved to be one of the most efficient measures. Gender specificities are in the heart of these approaches. Child marriage and early marriage were identified as key reasons for the highest drop-out of Roma girls in the pilot schools.

SDC has been actively involved in promoting the integration of Roma children and children with disabilities in primary schools through the project “The social integration of Roma children requires education” 2013-2017.

The School of Romology is an example of good practice of raising sensitiveness of the academics to Roma issues. The School of Romology is initiated by the CSO “Women’s Studies and Research” and co-implemented with the University of Novi Sad from 2003. The attendance at basic and masters level education is open to everyone; until now all the students have been young Roma women. The lecturers are Roma women. This indicates the high level of Roma women’s interest to promote tertiary education of Roma population. Through the School, various issues related to Roma population have been explored and introduced to the academics. In 2015/2016, the lectures have been broadcasted by the Roma Department of the TV Novi Sad. Despite evident positive outcomes, the continuation of this endeavour in 2016/2017 is questionable due to the lack of the support.

The Protector of Citizens issued an opinion to the Republic Health Insurance Fund and the Tax Administration, prompting them to undertake measures to enable the exercise of compulsory health insurance rights to a particularly vulnerable category – pregnant women<sup>152</sup>. Besides, the Protector of Citizens provided a proposal to the MoH and the Republic Health Insurance Fund to put in place measures to ensure that all women have access to medical services at all levels of health care<sup>153</sup>.

### 3.5.1 Social sector spending

The transition to the market economy, started at 1990s and renewed by overall economic reforms at 2000s, proved not to be gender neutral, but gender blind<sup>154</sup>. Macroeconomic policy and structural adjustment programmes did not take into account gender concerns, and that resulted in widening gender disparities.

In the previous socialist period, the dominant ideology advocated equality which, amongst other forms, included gender equality; however, beneath the thin veneer of the official ideology, patriarchal behavioural patterns were being reproduced<sup>155</sup>. Men and women have equally enjoyed a broad scale of economic and social rights. In the changed social and economic context created by transiting to the market economy, the gained level of these rights has been considered as high, non-effective costs that would overburden the State and companies in the market-ruled economy. This caused shrinking the social role of the State, the structural reform of the social safety net and cuts in public spending for the non-productive sphere, such as social protection, health care, education, public security and child care. Due to privatisation of these services, many of them became expensive for the majority of

<sup>152</sup>Republic of Serbia. Protector of Citizens (2016). *Regular Annual Report of the Protector of Citizens for 2015*. Belgrade: Protector of Citizens.

<sup>153</sup>Republic of Serbia. Protector of Citizens (2016). *Regular Annual Report of the Protector of Citizens for 2015*. Belgrade: Protector of Citizens.

<sup>154</sup>Drakulic, D. and Dokmanovic, M. (2011), “Family, Social Networks and Gender Inequalities at the Labour Market in Serbia”, *Montenegrin Journal Of Economics*, Vol. 7, No. 2, December 2011, Podgorica: Economic Laboratory for Transition Research, pp. 65-72.

<sup>155</sup>Babovic, M. (2008), *The Position of Women on the Labour Market in Serbia*, Belgrade, UNDP Serbia and Gender Equality Council, Government of the Republic of Serbia

women; in the previous system they were free or affordable. The burden of child care, as well as of care of old or ill family members, has been transferred from the State to women.

The trend of shrinking social role of the State continues. Social protection expenditures in real terms were in decline – in the period 2010-2013 by as much as 8%<sup>156</sup>. Public expenditure on social welfare has decreased from 3.8% of GDP in 2010 to 3.5% of GDP in 2015; in the same period, the total number of social protection beneficiaries registered at the CSWs increased from 588,919 to 697,428 (51.7% female). Public expenditure on education also decreased from 4% of GDP in 2010 to 3.4% of GDP in 2015.

Under the *Economic Reform Programme 2016-2018*, the adjustment of the general government's expenditure is planned from 46.0% of GDP in 2015 to 40.8% of GDP in 2018. The cut on social assistance and transfers is planned from 17.8% of GDP to 15.9% of GDP<sup>157</sup>. In the expenditures breakdown, expenditures on net pensions prevail, at 12.3% of GDP, with the projection of 11.2% of GDP in 2018. The projected reducing of the government expenditure to health is from 5.6% of GDP in 2015 to 4.9% of GDP in 2018, and for education from 3.4% to 2.7% respectively.

The amendments to the Pension and Disability Insurance Law<sup>158</sup>, passed in 2014, raised the retirement requirements to 65 years of age and 15 years of pensionable service, or 45 years of pensionable service (for men and women). The above age requirement refers to men only, whereas women's retirement age (with the requirement of at least 15 years of pensionable service) gradually increases by 6 months every year until 2020 (to reach 60 years and 6 months in 2020) and then by 2 months per year until 2031 (to reach 64 years and 10 months in 2031). In addition, the amendments introduced penalties for retirement before the statutory retirement age – a deduction of 0.34% for every month short of the statutory age. Pensions play an important role in reducing elderly poverty, which is lower than that of the overall population. About 85% of the population over the retirement age is covered by pensions. The coverage of men aged 65 and over amounts to 93.3%, while the coverage of women aged 60 and over amounts to 79.3%<sup>159</sup>. In the same category, women's average old-age pension is 83% of men's average pension.

On the other hand, data show that there is increasing number of reported domestic violence cases, the number of children without parental care, single-parent families, the elderly in need of home care services, children and adults with disabilities who are unable to participate in social life without support services<sup>160</sup>. The risk of poverty rate before social transfers (pensions excluded) is increasing, from 31.8% (female 31.2% and male 32.5%) in 2013, to 37.2% (female 36.5% and male 38.0%) in 2015. The Government's *Employment and Social Reform Programme 2016-2018* underlines that, in addition, there is a number of vulnerable groups that are not recognised to a sufficient extent, either within the system, or in the general public; these include young drug or alcohol addicts, treated addicts, former convicts, children victims of forced begging, children without recognised paternity, etc. The population is aging. At the same time, the relevant national budgetary expenditures are in cut, while community-based services at the local level are still insufficiently available, unevenly developed, and often also unsustainable<sup>161</sup>. Therefore, there are significant challenges in the sphere of social inclusion and social protection to be addressed in the coming period.

<sup>156</sup> Government of the Republic of Serbia. *Second National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia*. October 2014. Belgrade.

<sup>157</sup> Government of the Republic of Serbia. *Economic Reform Programme 2016 – 2018*. 03 March 2016. <http://www.mfin.gov.rs/UserFiles/File/dokumenti/2016/Economic%20Reform%20Program%202016%202018.pdf>

<sup>158</sup> "Official Gazette of the Republic of Serbia", No. 34/2003, 64/04, 84/04, 85/05, 101/05, 63/06, 5/09, 107/09, 101/10, 93/12, 62/13, 108/13 and 75/14

<sup>159</sup> Government of the Republic of Serbia. *Employment and Social Reform Programme*. May 2016.

<sup>160</sup> Government of the Republic of Serbia. *Employment and Social Reform Programme*. May 2016.

<sup>161</sup> [http://www.inkluzija.gov.rs/wp-content/uploads/2013/11/mapiranje\\_usluga\\_socijalne\\_zastite\\_izvestaj.pdf](http://www.inkluzija.gov.rs/wp-content/uploads/2013/11/mapiranje_usluga_socijalne_zastite_izvestaj.pdf)

## 3.6 Socio-cultural context

### 3.6.1 Family structure and intra-house relationships

An average household in the Republic of Serbia has 3 members<sup>162</sup>. Of the total 2 125 772 families, as recorded in the 2011 Census, almost half (48.9%) belongs to the type “Couple with children”, followed by families “Couple without children” (28.3%), and “Mother with children (13.7%). However, the smallest share is that of families of the type “Father with children” (3.6%), “Consensual couple with children (3.2%) and “Consensual couple without children” (2.3%)<sup>163</sup>. Of the total number of one-parent families, “Mother with children” type family accounts for 79%.

Two-person households (25.6%) are the most numerous, followed by one-person households (22.3%), then by three-person households (19.2%) and four-person households (18.3%)<sup>164</sup>. The largest changes in the structure of households by the number of members, between the 2002 and 2011 Censuses are noted with one-person and four-person households. Namely, the share of one person households in the total number of households has increased from 20% to 22.3% while the share of four-person households has decreased from 21.3% to 18.2%.

Observed by family composition, the most numerous are one-family households of marital/consensual couples with children (every third households), followed by one-person households (22.3%), then households of marital/consensual couples without children (18.5%). Multi-family households are most present in the Region Sumadija and Western Serbia: every third two-family household (34.1%), i.e. every third households with three and more families (37.0%) is in this region.

Men are dominant as reference persons of the household in all multi-person households<sup>165</sup>. Women are more dominant in one-person households (60% of women and 40% of men). In one-person households, whose reference persons are aged 65 and over, almost three-quarters are women.

The patriarchal value system still dominates in gender, partner and family relationships, particularly in rural areas. Keeping patriarchal models inside a household and a family led to the unequal division of labour in which women do the biggest part of unpaid household duties, and have limited access to financial resources<sup>166</sup>. The ruling cultural model reflects in the economic position of rural women; they face difficulties to enjoy their right to inheritance if there is a male descendant in the family, as by a tradition, a male descendant (a son or a brother) has a preference over a female one (a daughter or a sister).

The patriarchal system is also strongly expressed in the urban environments. Duties within the household and those connected with maternity belong to women. Therefore, women are less competitive in the labour market because they are excessively burdened in parental duties and

<sup>162</sup> Statistical Office of the Republic of Serbia (2014). *Women and Men in the Republic of Serbia*. Belgrade: Statistical Office of the Republic of Serbia.

<sup>163</sup> Statistical Office of the Republic of Serbia. (2016). *Statistical Yearbook of the Republic of Serbia - Population*. Available at: <http://webzrzs.stat.gov.rs/WebSite/repository/documents/00/02/28/82/02-POPULATION.pdf>

<sup>164</sup> Statistical Office of the Republic of Serbia. (2016). *Statistical Yearbook of the Republic of Serbia - Population*. Available at: <http://webzrzs.stat.gov.rs/WebSite/repository/documents/00/02/28/82/02-POPULATION.pdf>

<sup>165</sup> Statistical Office of the Republic of Serbia (2014). *Women and Men in the Republic of Serbia*. Belgrade: Statistical Office of the Republic of Serbia.

<sup>166</sup> Drakulic, D. and Dokmanovic, M. (2011), "Family, Social Networks and Gender Inequalities at the Labour Market in Serbia", Montenegrin Journal Of Economics, Vol. 7, No. 2, December 2011, Podgorica: Economic Laboratory for Transition Research, pp. 65-72.

responsibilities, the absence from work because of babysitting and children's diseases. Their possibilities are disparaged for advancement in the workplace and acceptance of demandable and responsible management job positions.

Informal social networks within a family shape women's position in the society and the economy. Patriarchal structure within a family creates social structures with rigid gender roles and discrimination against women. These are evident through care economy, gender pay gap, horizontal and vertical job segregation, gender based violence including sexual harassment at work, stereotyped presentation of gender roles in the media, low participation of women in politics, and perpetuation of patriarchal patterns in education. Patriarchal cultural patterns also prevail in the area of shaping macro- and microeconomic policies, women being almost excluded from decision making.

### 3.6.2 Care economy and allocation of time

Shrinking social role of the state and abolishing free and widely accessible social services contributed to perpetrating traditional gender roles and gender regime<sup>167</sup>. Women are expected to stay at home and leave a job to take care about a family, household and family members who need care (children, old, ill, with disabilities). The burden of unpaid work at home impedes women's position at the labour market. Women are disproportionately burdened with household and family responsibilities, particularly if they have small children. This has negative influence at women's competitiveness at the labour market.

Regardless whether formally have a job or not, women carry out the most of the housework at home<sup>168</sup>. Women spend on unpaid activities almost four and a half hours daily on average, twice more than men. Majority of women's unpaid work is related to preparing food, cleaning and tidying, caring of children, clothes washing, while the only unpaid work category where men are prevailing over women are the activities of repair and maintenance of house. Women's free time on average amounts six hours daily, while for men it amounts one hour more. When comparing the data from 2010 and 2015, the SORS' *Time Use Survey* has shown that both for women and men the time spent on paid work remained on almost the same level as five years before; however, on average, unpaid work slightly decreased for women and men as well. The SORS stressed that if women's work in the house were properly valued, policy makers would have better picture of how social policy affects women and men. Since women's total work is not properly valued, women are under-represented in paid jobs in comparison to men; as a result, they may not have access to social services like health care or vocational training.

GEI indicates that in the domain of time Serbia is behind EU-28 by 6.4 percentage points. On the level of sub-domains, Serbia exceeds the EU index value for the sub-domain of care, while lagging behind in the sub-domain of social activities. Public policies targeting specific issues of gender equality in the area at the crossroads between work and leisure, public and private activities, caring for others and for oneself, have been developing more systematically only recently. Research in the area of reconciliation indicated that having children leads to the bifurcation of roles of women and men, pulling firstly to the private sphere of family care, and secondly towards labour market. This gendered pattern becomes more pronounced with an increase in the number of children in the household<sup>169</sup>.

<sup>167</sup> Blagojevic Hjuson, M. (2013) *Rodni barometar u Srbiji : Razvoj i svakodnevni život*, Beograd: UN Women.

<sup>168</sup> Statistical Office of the Republic of Serbia (2016). *Time Use in the Republic of Serbia, 2010 and 2015*. Belgrade: Statistical Office of the Republic of Serbia.

<sup>169</sup> Babovic, M. (2016), *Gender Equality Index 2016: Measuring gender equality in Serbia 2014*, Belgrade: Social Inclusion and Poverty Reduction Unit, Government of Republic of Serbia.

The SORS concluded that a step forward would be to recognise the amount of unpaid work on the level of the society. Including unpaid work in the total GDP would ensure a more realistic image of the national productivity.

Reconciliation of family life and work, as well as the availability of childcare services, are crucial for economic empowerment of women and their greater participation at the labour market.

### Plans and initiatives by key actors

The recent introduction of the concept of reconciliation of work and family has aligned the issues of gender equality, employment and social protection policies in a more consistent and complementary manner, by developing linkages between sectoral policies (employment, education and social protection)<sup>170</sup>. *The Strategy for Gender Equality 2016-2020* defines as a specific objective ‘*equal participation of women and men in parenthood and care economy*’. It introduces a set of measures that would enable progress in this area: promotion of greater participation of men in household work and family care, promotion of an equal role of men in parenting activities, increased use of parental leave among fathers, support to single mothers and fathers through an alimony fund, support to families by introducing more accessible and alternative services for childcare, care for the elderly, ill, disabled and other persons in need for care of family members. Particularly important are measures aiming to support young mothers to continue education and to employ; that would increase their chances to achieve more adequate economic position and well-being.

## 3.7 Overall economic situation

### 3.7.1 Economic trends, policies and reforms

After a severe recession in 2008 and 2009 caused by the global economic crisis, there was a slight recovery of the economy which significantly accelerated in 2013. In 2014, the economy recorded recession, mostly due to the devastating floods and limited production capacities, primarily in the energy sector<sup>171</sup>. In 2015, a GDP per capita equalled 4,626 EUR, with the 0.7% real growth after negative trend (-1.8%) in 2014<sup>172</sup>. Foreign trade deficit remain negative (-4,346.4 million EUR) as -13.3% of GDP. Net foreign direct investments almost doubled as % of GDP in comparison to 2012 (5.5% and 2.4%, respectively), but is still lags behind 2011 (9.9% of GDP). The total public debt equalled 24.818,6 million EUR and raised to 74.7% of GDP in comparison with 70.4% of GDP in 2014. The MF estimated that the cyclical analysis of economic activity indicates additional acceleration of economic activities, currently by 2.4% above the level before crisis<sup>173</sup>. After a slowdown in June 2016, a recovery of the economic activity followed. A GDP growth of 2.7% was made in the first nine months. A positive contribution was achieved in all of the sectors, the most significant being

<sup>170</sup> Babovic, M. (2016), *Gender Equality Index 2016: Measuring gender equality in Serbia 2014*, Belgrade: Social Inclusion and Poverty Reduction Unit, Government of Republic of Serbia.

<sup>171</sup> Ministry of finance. Department for macroeconomic and fiscal analyses and projections. *Current macroeconomic developments*. 30 November 2016.

<sup>172</sup> Ministry of Finance. *Basic macroeconomic indicators, November 30, 2016*. [www.staviti.link](http://www.staviti.link)

<sup>173</sup> Ministry of finance. Department for macroeconomic and fiscal analyses and projections. *Current macroeconomic developments*. 30 November 2016.

contribution of agriculture and construction<sup>174</sup>. The growth for 2016 is revised upwards to 2.7%. In November 2016, the MFIN estimated that the conducted reforms in the field of construction and work legislation, along with the stronger fiscal discipline and reduction of bureaucracy procedure had a positive influence on the business ambience. In the third quarter of 2016, export was almost doubled compared to the export in the period before crisis<sup>175</sup>. Trade deficit is reduced by 6.0% with higher export-import ratio (77.7%)<sup>176</sup>. About 2/3 of foreign trade are related with EU countries. Trade imbalance has continued to decline.

In 2015, there were 1,896 thousands employed persons in total, and 743 thousand unemployed persons<sup>177</sup>. In the second quarter of 2016, development on the labour market marked improvement. The unemployment rate compared to the same period of the previous year decreased by 2.1 percentage points and amounted to 15.2%<sup>178</sup>. Total number of employed persons increased by 6.7%, which was mostly influenced by the increase of employment in the services sectors, and to a lesser extent in the industry and agriculture. The informal employment rate increased by 3.0 percentage points to 22.7%. Long-term employment rate decreased by 0.9 percentage points and totalled 10.2%<sup>179</sup>.

Average net salary was 44.432 RSD with negative real growth rate (-2.1%), and the average pension benefit was 22.747 RSD, also with negative growth rate (-5.2%)<sup>180</sup>. In the period January-September 2016, the average net salary increased by 2.8% in real terms. Real and nominal decline in salaries in the public sector in 2015 and the increase in the salaries of the private sector influenced the reduction of the gap between salaries in these sectors from 14.9% in November 2014 to 6.6% in September 2016<sup>181</sup>.

### Plans and initiatives by key actors

In March 2016, the Government adopted the *Economic Reform Programme 2016-2018* as a general framework of the economic policy in the EU accession negotiation process<sup>182</sup>. The main goals of the economic and fiscal policy in the following period are to maintain macroeconomic stability, prevent further growth of debt and set a downward trend, and to continue implementing structural reforms, particularly with regard to public enterprises, and to improve public sector efficiency. Reforms within the *Programme of Public Finance Management Reform 2016-2020* include improving the programme structure of the budget, primarily through the introduction of gender responsive budgeting at all levels

<sup>174</sup> Ministry of finance. Department for macroeconomic and fiscal analyses and projections. *Current macroeconomic developments*. 30 November 2016.

<sup>175</sup> Ministry of finance. Department for macroeconomic and fiscal analyses and projections. *Current macroeconomic developments*. 30 November 2016.

<sup>176</sup> Ministry of finance. Department for macroeconomic and fiscal analyses and projections. *Current macroeconomic developments*. 30 November 2016.

<sup>177</sup> Ministry of Finance. *Basic macroeconomic indicators, November 30, 2016*. <http://www.mfin.gov.rs/pages/article.php?id=10752>

<sup>178</sup> Ministry of finance. Department for macroeconomic and fiscal analyses and projections. *Current macroeconomic developments*. 30 November 2016.

<sup>179</sup> Ministry of finance. Department for macroeconomic and fiscal analyses and projections. *Current macroeconomic developments*. 30 November 2016.

<sup>180</sup> Ministry of Finance. *Basic macroeconomic indicators, November 30, 2016*. [www.staviti link](http://www.staviti.link)

<sup>181</sup> Ministry of finance. Department for macroeconomic and fiscal analyses and projections. *Current macroeconomic developments*. 30 November 2016.

<sup>182</sup> Government of the Republic of Serbia. *Economic Reform Programme 2016 – 2018*. 03 March 2016. <http://www.mfin.gov.rs/UserFiles/File/dokumenti/2016/Economic%20Reform%20Program%202016%202018.pdf>



of government<sup>183</sup>. It is estimated that gender responsive budgeting will contribute to improving the effectiveness and transparency of budgets and programmes and will provide better insights into the benefits that women and men have from budget policies.

### 3.7.2 Agriculture

Women living in the rural areas are among the most vulnerable groups at risk of discrimination in all spheres of public and private life. Their vulnerability increases when the geographical setting intersects with other grounds of discrimination, such as age, disability, ethnicity, sexual orientation and health conditions. The causes of unfavourable position of rural women are twofold: besides the prevalent patriarchal context they live, their status is strongly influenced by economic and social underdevelopment of rural areas. Gender disparities are evident in all spheres of life. Women own only 12% of houses they live in, and 16% of land.

Rural labour market is characterised by high level of unemployment, low rates of job creation, poor qualifications, unfavourable education structure, and lack of skills with rural youth and women as the most vulnerable groups<sup>184</sup>. The gender employment rate gap is two times wider in rural areas than in urban areas (18.9 vs. 8.9 percentage points), because of higher employment rates among men in rural areas, mainly in agriculture<sup>185</sup>. Women have lower average educational attainment: the highest educational attainment is completed primary school or lower among 42.5% of women, compared with 35.3% of men<sup>186</sup>. More than 55% of unemployed persons in rural areas are female. While men most often report their professional status in agriculture as self-employed, women mainly work as unpaid family members (74%) who do not receive remuneration for their work<sup>187</sup>. Therefore, they have less access to social security, health insurance and pensions<sup>188</sup>, so they are at greater risk of poverty, particularly when getting old and/or widowed. Women working in agriculture and as agriculture household holders cannot enjoy their rights during pregnant and maternity leave, childcare leave and a leave due to special care of a child. On the other hand, they almost completely take care about children and other family members, a household and other unpaid work in home. Rural women are particularly exposed to violence within a family and intimate partnership<sup>189</sup>, while their access to shelters and protection services is limited. Entrepreneurship of women in rural areas is constrained by limited ownership of land. If rural women inherit a land, by a customary law it would be registered in

<sup>183</sup> Government of the Republic of Serbia. *Economic Reform Programme 2016 – 2018*. 03 March 2016. <http://www.mfin.gov.rs/UserFiles/File/dokumenti/2016/Economic%20Reform%20Program%202016%202018.pdf>

<sup>184</sup> Kotevska, A. et al. (2015). *The Impact of Socio-Economic Structure of Rural Population on Success of Rural Development Policy: Macedonia, Serbia and Bosnia and Herzegovina*. Skopje: Association of Agricultural Economists of Republic of Macedonia; Babovic, M, Vukovic, O. (2008) *Žene na selu kao pomažući članovi poljoprivrednog domaćinstva: položaj, uloge i socijalna prava*, UNDP, Beograd.

<sup>185</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>186</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.(2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>187</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>188</sup> Богданов, Н., Томановић, С., Цвејић, С., Бабовић, М. и Вуковић, О. (2011), *Пристап жена и деце услугама у руралним областима Србије и предлог мера за унапређење стања*, Београд: SeCons; Благојевић, М. (2010), *Жене на селу у Војводини: свакодневни живот и рурални развој (резултати анкетног истраживања)*, Нови Сад: Завод за равноправност полова

<sup>189</sup> Jovanović, A. (2016), *Rodna socijalizacija i izloženost seoskih žena nasilju u braku*, (master rad, neobjavljeno), Beograd: Fakultet za specijalnu edukaciju i rehabilitaciju



the names of their husbands or other male relatives. Regarding geographic disparities, in the most unfavourable position are women in the rural areas in the Southern and Eastern Serbia.

From 2009, the provincial gender equality mechanisms have implemented numerous activities aimed at promoting creativity of rural women, establishing database of women's groups in rural areas, and capacity building. The Fair of the Creativity of Rural Women is in place from 2009. This manifestation contributed to increasing number of rural women's associations and their networking<sup>190</sup>. Specific projects aimed at empowering rural women have also been implemented<sup>191</sup>.

### Plans and initiatives by key actors

The basic directions for the development of the agriculture sector are defined by *the Strategy of Agriculture and Rural Development 2014-2024*<sup>192</sup>. *The National Programme for Agriculture 2015-2020* and the *National Programme for Rural Development 2015-2020* are prepared as mid-term strategic documents. *The Strategy of Agriculture and Rural Development 2014-2024* has defined the promotion of entrepreneurship of women and youth in rural areas as one of the development objectives in the next period.

Recognising the vulnerable position of rural women, the *Strategy for Gender Equality 2016-2020* defined a specific objective and measures aimed at achieving equal contribution of development and equal access to the development of women and men in rural areas. The measures target developing comprehensive legal and political framework for improving position of rural women, including a specific Strategy. The measures call for systematic activities for economic empowerment of rural women, and for enhancing their entrepreneurship potentials. It is estimated that a prerequisite to women's mobility and the access to services is fostering development of the infrastructure.

Key barriers to the agricultural development are related to the unfavourable structure of agricultural holdings (fragmented small-sized holdings without enough incentives for land consolidation), technical and technological obsolescence, fragmented holdings in households and a low degree of processing in the food industry<sup>193</sup>. These problems have been caused by insufficient funding earmarked for agriculture and rural development. The Government's *Economic Reform Programme 2016-2018* defined improvement of the competitiveness and status of agricultural holdings priorities as a priority structural reform. It is expected that the implementation of reforms from the IPARD and national programme will increase the quality of life and work in rural areas, and provide opportunities for additional income. The gender equality principles are taken into consideration in preparing *the IPARD Programme for 2014-2020* as well as in designing of individual supportive measures. In the selection criteria, priority is given to entrepreneurial women. The programme ensures integration of rural women organisations in the partnership of Local Action Groups (LAGs) and gender equality in a managing body of the LAGs. The uptake of the support under the measures by female-managed agricultural holdings and enterprises will be specifically monitored. All monitoring and evaluation reports will include a section on equal opportunities, in which the effects of the IPARD Programme on gender equality will be examined. Management body of the LAG must ensure gender equality and age diversity (at least 30% should be women). The information and publicity actions will also target equal participation of women and men.

<sup>190</sup> Currently 345 rural women's associations are in place.

<sup>191</sup> In 2003, the project "Organic food – chance for all" included a number of activities related to promoting organic production of food, training for women beginners in the agribusiness, and study tours for exchange of practices.

<sup>192</sup> "Official Gazette of RS", no. 85/2014

<sup>193</sup> Government of the Republic of Serbia. *Economic Reform Programme 2016 – 2018*. 03 March 2016. <http://www.mfin.gov.rs/UserFiles/File/dokumenti/2016/Economic%20Reform%20Program%202016%202018.pdf>

Affirmative measures have been adopted aimed at economic empowerment of women. Selection criteria include measures for female applicants and for companies that employs the structure of at least 30% of women<sup>194</sup>.

### 3.7.3 Employment and labour

In 2015, the share of working age population (aged 15 – 64) equalled 66.9% of the total population<sup>195</sup>. Less than a half of the population is economically active (41.3%), whereby the share of male labour force (57.2%) prevails over that of female labour force (42.8%)<sup>196</sup>.

In the labour market, women of the same characteristics as men have an equal chance of employment. However, women face difficulties in entering the labour market<sup>197</sup>. The employment rate is substantially lower among women (38.5%) than men (53.8%). The activity rate of women (15-64 years) was 46.0% in comparison with the activity of men 62.7%. The unemployment rate of women is for 2 percentage points higher than of men (16.4% vs. 14.3%)<sup>198</sup>. The gender employment rate gap is most pronounced among older workers (55-64 age-group) due to the higher inactivity rate among women (66.3% vs. 41.5%)<sup>199</sup>. Among the inactive who are not looking for a job because of the need to take care for children or older family members, 96.1% are women<sup>200</sup>.

Women's inactivity reflects unpaid work in the household, inadequate support to women in reconciling work and family responsibilities, employers' discriminatory treatment of young women, the existing wage gap, lower statutory retirement age, as well as the existence of a statutory minimum social insurance contributions base, which discourages formal part-time work, an option more commonly used by women with family responsibilities in other countries<sup>201</sup>. The inactivity of women strongly relates to the fact that they take care of children, whereas the determinants of inactivity among women who do not have children are low education level, lack of work experience and availability of household income<sup>202</sup>. Women whose labour market inactivity derives from family obligations typically have a very unfavourable educational profile.

Although the unemployment rate of women is higher than of men, the situation may differ at local level, as there are municipalities in which there are more unemployed men than women. Therefore, the local action plans have to address the issue by developing adequate programmes and measures. GEI shows that in the domain of work Serbia has the lowest result, indicating for immediate policy interventions. In the area of segregation and quality of work, GEI indicators are not even to the level of one quarter.

Women are less frequently employed in full-time equivalent jobs than men, and less frequently work with flexible working hours. They are concentrated in the typically female professions and low-paid

<sup>194</sup> Rule book on Stimulus for Promoting Economic Activities in Rural Areas through Supporting Non-Agricultural Activities, "Official Gazette of RS", no. 67/2016

<sup>195</sup> SORS. *Estimates of population for the Republic of Serbia*. 30 June 2016.

<sup>196</sup> Statistical Office of the Republic of Serbia. (2016). *Statistical Yearbook of the Republic of Serbia - Population*. Available at: <http://webzrs.stat.gov.rs/WebSite/repository/documents/00/02/28/82/02-POPULATION.pdf>

<sup>197</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>198</sup> APC, P3C, II keapman 2016

<sup>199</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>200</sup> SORS (2015). "Labour Force Survey in the Republic of Serbia, 2014". Bulletin 593, Belgrade: SORS.

<sup>201</sup> Government of the Republic of Serbia. *Employment and Social Reform Programme*. May 2016.

<sup>202</sup> Arandarenko, M., Žarković-Rakić, J., Vladislavljević, M. (2012). From Inactivity to Employment: analysis of public policy impacts and factors affecting inactivity – opportunities for activity and employment increase in Serbia, Belgrade, FREN, p. 37.

sectors (education, health care, social protection, public administration). Women's working life is 5 years shorter than men's. Gender pay gap is estimated at 16.7% in 2015. The wage gap in the public sector is more hidden than in the private sector, because women working in the public sector on average have more education and work in better jobs<sup>203</sup>. If there were no discrimination, women in the public sector would have higher average wages than men, because they are on average better qualified<sup>204</sup>.

In the formal sector, dominated by industry and services, women show higher shares of wage employment, work full time and more frequently than men in the public sector<sup>205</sup>. On the other hand, part-time work in the informal sector is more frequent among women, particularly in agriculture.

Employed women, on average, have better jobs than men. Almost half of employed women (44.7%) work as professionals, technicians and clerks, compared with 30.2% of men. However, women work less frequently as managers, as they face a 'glass ceiling' in career advancing. Men hold managerial and executive positions even in the sectors in which female's labour prevail, such as in the education, footwear and textile industry.

On the other hand, women are the majority of those participating in active labour market programs that seek to improve the chances of getting jobs (vocational training, efficiency training etc.)<sup>206</sup>.

As indicated by surveys, research and complaints received by the CPE and the Protector of Citizens, working women experience violations of labour rights due to lack of the protection. The country's progress towards market economy has been accompanied with the removal of obstacles to privatization and foreign investments by increasing labour market flexibility, weakening labour law standards and abolishing mechanisms of the control for respecting labour rights (such as payments of salaries, overwork and taxes for pension fund, social security and employment insurance). Former specialized labour rights courts have been abolished; instead, a procedure at regular courts have been established, and it proved to be ineffective.

In 2015, much like in previous years, most complaints to the CPE alleged discrimination in the job recruitment process or workplace related discrimination (36.3%), this being an area where women prevail in the number of complaints filed<sup>207</sup>. The position of women at labour market and at work is framed by scarce opportunities to reconcile between work and family life. The presence of small children in the household is associated with lower competitiveness and probability of participation of women at the labour market<sup>208</sup>. The use of formal facilities for childcare up to school age is far below Barcelona targets<sup>209</sup>: the use of childcare services for under-3-year-olds is 17 percentage points below the Barcelona targets, while the share of children between the age of 3 and the mandatory school age

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<sup>203</sup> Avlijas, S, Ivanovic, N, Vladislavjevic, M, Vujic, S. (2013) *Gender Pay Gap in the Western Balkan Countries: Evidence from Serbia, Montenegro and Macedonia*, Belgrade: FREN.

<sup>204</sup> Avlijas, S, Ivanovic, N, Vladislavjevic, M, Vujic, S. (2013) *Gender Pay Gap in the Western Balkan Countries: Evidence from Serbia, Montenegro and Macedonia*, Belgrade: FREN.

<sup>205</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>206</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>207</sup> CPE 2015 Annual Report

<sup>208</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>209</sup> At the Barcelona Summit in 2002, the European Commission concluded that member states should remove disincentives to female labour force participation and strive to provide childcare by 2010 to (1) at least 90% of children between 3 years of age and the mandatory school age and (2) at least 33% of children under 3 years of age.

cared through formal arrangement is even lower - 30 percentage points below the Barcelona target<sup>210</sup>. The low utilization of formal childcare services is due to the lack of sufficient and affordable services. Women are the most vulnerable group at the labour market, but the level of their vulnerability differs with respect to if sex intersects with other grounds of discrimination, such as age, illiteracy, parental status, minority origin, disability, etc. For women over 50 it is almost impossible to find a job if lose a one. The differences in employment rates among women and men with children are large<sup>211</sup>.

The National Employment Service (NES) keeps gender disaggregated data, including data on vulnerable groups of women. It reports on particularly vulnerable position of women with small children without work experience, pregnant women, self-supported mothers, women with disabilities, female Roma, uneducated women in rural surroundings etc. Out of all unemployed women, 3.3% are Roma and 1.6% are women with disabilities. Besides other obstacles for employment, Roma women face lack of willingness of employers to hire or engage Roma.

There is a marked gender difference among active Roma who perform a profession, where men make up 77.5% and women 22.5%, a significant difference compared to the general national level where men make up 57.9% and women 42.1% of the total active population performing an occupation. Workers, both men and women, still face widespread violation of their rights at work. In 2015, most complaints filed to the Protector of Citizens (11.36%) and to the CPE (36.2%) were in the field of labour and employment. Employers in the private sector still tend not to pay social insurance that is a practice negatively affecting both employees and their families. At work, women are more often than men victims of mobbing and sexual harassment. They are more often exposed to lose a job due to pregnancy, maternity leave, and absence from a work for a child care. They have limited protection by trade unions, as their position is weak. Many employers in private sectors tacitly forbid organising in trade unions. Women working in the informal sector are particularly facing high risks of violation of their rights. Both female and male employees avoid reporting violation of their rights in fear to lose a job. Women's sections in trade unions are active in promoting gender equality, empowering women at work and protecting their rights, but their role and influence are limited. Women are underrepresented in trade unions leadership positions and in the process of collective bargaining.

Despite widespread discrimination against women at work and violation of their labour rights, the Social and Economic Council has not discussed any issue with this respect<sup>212</sup>.

Evidently, the position of women in the labour market is closely tied with their position in the family and household. For example, for men, the main reasons of inactivity in all educational categories are retirement and education. For women with lower levels of education, the most frequent reason for inactivity is responsibilities within the household and caring for the family. Women more often than men tend to work part time due to family reasons. Almost the entire inactive population not looking for work because of the lack of care options for children and elderly are women.

Budget spending on active labour market programmes has been significantly dropped in recent years. In 2011, the annual expenditures equalled 0.2% of gross domestic product (GDP), but were halved in 2012, and were reduced additionally in subsequent years to less than 0.1%<sup>213</sup>.

<sup>210</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>211</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

<sup>212</sup> Social and Economic Council of the Republic of Serbia. "Report of the work of the Social and Economic Council and the Secretariat in 2015", Belgrade, 46/2016.

<sup>213</sup> Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). *Women's Access to Economic Opportunities in Serbia*. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

## Plans and initiatives by key actors

*The Programme for Decent Jobs in Serbia 2013-2017*<sup>214</sup>, signed in June 2013 by the MLESP, the ILO, the Union of Independent Trade Unions, the United Branch Trade Unions "Nezavisnost" and the Serbian Association of Employers, recognised the importance of promoting equal opportunities in employment with respect to enhancing economic prosperity. The document has recognised the unfavourable position of women in the labour market, and set up priorities to eliminate obstacles that experience women in accessing decent jobs, self-employment and entrepreneurship.

The newly adopted policy papers, including the *Strategy for Gender Equality 2016-2020*, and the *Program of Reforms of Employment and Social Policy in the Process of Joining the EU*, have also recognised women as a vulnerable group at the labour market, and defined measures to promote women's position during employment and at work. In its *Economic Reform Programme 2016-2018*, the Government estimated the lack of gender equality as one of the main problems and challenges faced by the labour market in Serbia<sup>215</sup>.

The policy reforms for smart, sustainable and inclusive growth<sup>216</sup> provides for designing specific programmes for women as a vulnerable group by:

- Developing specific measures for supporting the employment of women, especially single mothers;
- Stimulating local-level initiatives contributing to job creation for unemployed women with no/very low qualifications;
- Developing women's entrepreneurship promotion programmes, in particular for Roma women.

SIPRU has prepared an analysis of the harmonisation of the national labour legislation with the EU Directives that would contribute eliminating gender pay gap.

*The National Strategy for Employment in the period 2011 – 2020*<sup>217</sup> has emphasised the significance of promoting gender sensitive approach in developing and monitoring active programmes at the labour market, as that would contribute not only to decreasing gap between women and men in the labour market, but to increasing efficiency of employment measures. Various sets of measures and activities have been adopted aimed at improving position of women at the labour market, taking into account specifics of groups exposed to multiple and intersectional discrimination. The NES implements a number of various affirmative actions aimed at stimulating employers to employ women and vulnerable women. Besides, the NES implements several projects, supported by donors, specifically aimed at enhancing employment of women:

- "Economic empowerment of Roma women: increasing capacities for employment and self-employment", 2016-2017, supported by the EUD,
- "Poverty reduction and promoting employment opportunities of marginalised population with the focus on Roma women" 2014-2017, implemented in a number of selected LSGs, , supported by the SDC,
- "Development of Private Sector in the South-West Serbia", 2013-2017, supported by the SDC,
- "Empowering young Roma families", 2016-2017, supported by the Ministry of Foreign Affairs of Germany.

<sup>214</sup> Ministarstvo rada, zapošljavanja i socijalne politike. "Srbija - Dokument programa dostojanstvenog rada za Republiku Srbiju 2013-2017." <http://www.minrzs.gov.rs/lat/dokumenti/rad/program-dostojanstvenog-rada>

<sup>215</sup> Government of the Republic of Serbia. *Economic Reform Programme 2016 – 2018*. 03 March 2016. <http://www.mfin.gov.rs/UserFiles/File/dokumenti/2016/Economic%20Reform%20Program%202016%202018.pdf>

<sup>216</sup> Government of the Republic of Serbia. *Employment and Social Reform Programme*. May 2016.

<sup>217</sup> "Official Gazette of RS", no. 37/2011

NES has taken activities aimed at introducing mainstreaming gender in preparing, implementing and monitoring programmes and measures in this field contributing to reducing gender gap in employment and at labour market. NES collaborates with LSGs and CSWs in preparing specific measures in local action plans targeting women and vulnerable groups of women. In its 21 local branches, NES has established mobile employment units in order to reach vulnerable population in rural areas, such as rural women. Taking into account the tendency of reducing number of employees in the public sector, majority of them being women, NES develops programmes and measures aimed at increasing competencies and employment opportunities of women who will become a working surplus.

MLEVSA has announced special measures to be taken from 2017 to foster employment and economic empowerment of victims of domestic violence and trafficking. NES will provide for affirmative measures aimed at supporting their employment.

Besides, NES supports wider implementation of flexible work contracts favourable for women and their reconciliation of work and family life.

Equal opportunities employment policies in the AP Vojvodina focus on increasing economic participation of rural women, employment of victims of DV and enhancing women's entrepreneurship. The Provincial Secretariat responsible for gender equality and the Provincial Guarantee Fund provide for affirmative measures for women entrepreneurs requesting support or renewing business plans and for single parents. Capacity building projects have been targeted and supported rural women's NGOs, increasing rural women computer capacities, knowledge and skills in organic agriculture.

The Protector of Citizens and the CPE have filed a joint motion for a constitutional review regarding the Article 20 of the Law on Determining the Maximum Number of Employees in the Public Sector, which provides that the employment of every public sector employee shall be terminated upon reaching the mandatory requirements for retirement (after completing the required number of years of employment covered by insurance contributions and after reaching the required age)<sup>218</sup>. The two independent authorities stressed that the provision violated the prohibition of discrimination set out in Article 21 of the Constitution, because it affected only women employed in the public sector. The *right* of women to use the affirmative measure to retire before men has been turned into their *obligation* to retire. The Constitutional Court found that setting an age threshold that applied only to women as a statutory basis for retirement, thus effectively indirectly turning a right granted under the law (namely the right to retire under more favourable conditions in terms of the retirement age threshold) into a statutory basis for termination of employment, was inconsistent with the prohibition of gender-based discrimination provided for in the Constitution and indirectly also with the Constitutional guarantee of accessibility of all jobs to all citizens under equal conditions.

Following the Recommendation of the Protector of Citizens, in 2015 the Government passed a Resolution<sup>219</sup> to terminate the irregular and unfair collection of solidarity tax from pregnant women and nursing mothers who had received past-due salary compensations from their employers past and to make refunds to those from whom the tax had already been collected in this manner.

Following the assessment of the availability and use of childcare services, UNICEF recommended SORS and MoE to harmonize methodologies in data collection, processing, and presentation on preschool education, and aligning the relevant statistics with the EU practice. UNICEF also suggested improving the availability of data on children in vulnerable groups who are in preschool<sup>220</sup>.

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<sup>218</sup> Protector of Citizens, 2015 Annual Report

<sup>219</sup> Resolution of the Government 05 number 121-13591/2015 of 16 December 2015.

<sup>220</sup> UNICEF (2012), "Investing in Early Childhood Education in Serbia: Costing Models for Ensuring Preschool Education for All". UNICEF Working Paper, September, Belgrade: UNICEF Serbia.

### 3.7.4 Entrepreneurship

In Serbia, out of total number of MSMEs, 96.3% are micro enterprises, employing 2.4 persons in average. Every third MSME is active in trade; then in services and manufacturing; only 4.3% of MSMEs are exporters. The Government emphasises the importance of start-ups as job creators and as a way of fostering economic development and decreasing unemployment. There is a raising interest in enhancement of MSMEs started by women. Within the 2016 Year of Entrepreneurship, MoE has implemented numerous programmes aimed at fostering entrepreneurship, including entrepreneurship of women<sup>221</sup>. About 12,000 firms applied for the governmental financial support; 14,200 entrepreneurs passed training and workshops; increasing number of female entrepreneurs has been observed<sup>222</sup>. Within the Programme for the support of purchasing equipment, the survey indicates that out of 244 interviewed companies, 49 (20%) were owned by a woman. Up-to-date, out of 104 approved requests within the Programme for the support of start-ups, 38 have been related to women. MoE implements a special Programme for the support women's entrepreneurship within the Programme of the support of MSMEs. For this purpose, 71 requests have been submitted out of 473 in total. Besides, during the whole year, MoE was active in organising media and public promotion of successful women entrepreneurs, as well as public campaigns across the country.

However, female entrepreneurship has still remained a large underutilized potential, although it is widely recognised that entrepreneurship and innovation are crucial forces for development and economic recovery<sup>223</sup>.

Research indicates increase of female entrepreneurs - from 7.9% in 2007, 14.9% in 2011<sup>224</sup>, to 31.7% in 2014<sup>225</sup>. However, only 19.6% of female entrepreneurs run enterprises. Women entrepreneurs operate mainly in the service sector – trade, administration, finance and informational technology (80.4%)<sup>226</sup>, while men prevail in transport and constructions. In average, female entrepreneurs are middle-aged (43.7 year-old), married or living with a partner (71.0%); having children (75.8%); with secondary school education (55.9%); 82.2% of female entrepreneurs are living and working in urban areas; run a small firm, employing no more than ten people (99%), majority of employees are females (73.4%), usually work in the service sector<sup>227</sup>. Female owned business are more fragile than male – among entrepreneurs who failed, majority were women.

Gender disparities in this field are still large, while research indicates that 20.6% of female entrepreneurs experienced discrimination on basis of gender; 76% have stressed that they are not accepted in the business as seriously as their male colleagues. Besides gender prejudices, obstacles that women face in entering private business include lack of accessible financial support for the start-up, lack of information, support and training, burden of unpaid work at home, lack of affordable child

<sup>221</sup> <http://godinapreduzetnistva.rs/Preduzetnickiduh.aspx?id=52>

<sup>222</sup> There is no accurate data, as in 2016 gender analysis of the programmes has not been prepared yet.

<sup>223</sup> Dokmanović, M. (2014). »Uspostavljanje podržavajućeg okruženja za žensko preduzetništvo u Srbiji pred pristupanjem u EU«, 2014, *Tematski zbornik radova XXI naučnog skupa: Tehnologija, kultura i razvoj, zbornik radova*, Beograd: Tehnologija i društvo, str. 231-240.

<sup>224</sup> However, these data should be interpreted carefully due to different methodologies of the research. Babović, M. (2012). *Profil preduzetnica u Srbiji, Skraćeni izveštaj na osnovu polazne studije o preduzetništvu žena u Srbiji*, Beograd: Program Ujedinjenih Nacija za razvoj.

<sup>225</sup> Babović, M. (2014), *Položaj žena u biznis sektoru u Srbiji*, Beograd: Ministarstvo za rad, zapošljavanje, boračka i socijalna pitanja.

<sup>226</sup> Zlatkov Cvetković, M. (2015), *Women entrepreneurship in Serbia: A qualitative study of the perceived enabling factors for the female entrepreneurship*. Uppsala: Swedish University of Agricultural Sciences.

<sup>227</sup> Babović, M. (2014), *Položaj žena u biznis sektoru u Srbiji*, Beograd: Ministarstvo za rad, zapošljavanje, boračka i socijalna pitanja.



care services. Female entrepreneurs are more likely than male to be part of networks because they need additional support and through networks they share information, contacts, knowledge and experience<sup>228</sup>. They are also more likely to be motivated by family and work balance, as the most important pull factor.

An evident obstacle for promotion of entrepreneurship is the lack of micro financing and lack of legal framework for micro financing. The finances are sold through business banks, making them expensive, particularly for women entrepreneurs who lack assets and start up business. There is also a lack of relevant data and a central database, amongst others due to reluctance of banks to provide gender disaggregated data.

Although women predominantly run micro firms, that are also predominant in the Serbian MSME sector, there is a lack of legal and policy framework supportive and friendly to micro family businesses. Besides, there are signs that business dynamic within the spouse-run family sector does not support the idea that the changes are leading in the direction of greater gender equality<sup>229</sup>.

### Plans and initiatives by key actors

MoE will continue efforts in supporting women's entrepreneurship, including by supporting start-ups. The National Agency for Regional Development and the Association of Business Women in Serbia have been commissioned by the Government to promote women entrepreneurship. *The Strategy for Supporting the Development of Small and Medium Enterprises, Entrepreneurship and Competitiveness 2015-2020* specifically targets development of female entrepreneurship, improving statistics in this field and providing for policies and measures for supporting women in business. The Strategy has recognised gender inequalities in this field and obstacles that women face in entering the business. It provides for measures for improving the framework for micro financing and family businesses. *The Strategy for Gender Equality 2016-2020* provides for measures for developing preconditions favourable for exploitation of economic potentials and creativity of women, and for increasing accessibility to knowledge and skills, specifically targeting women in rural areas and other vulnerable groups.

NES implements and supports specific measures aimed at enhancing women's entrepreneurship and self-employment of women, particularly women belonging to vulnerable groups.

The Association of Business Women and the Chamber of Commerce and Industry of Serbia plans joint project on the inclusion of business women in the chain of suppliers by providing training, guidelines and on line directory.

From late 2014, SIDA and ERBD support promoting women's entrepreneurship in Serbia within the four-year regional project "SIDA – ERBD: Women i Business Programme – Western Balkans Sub-Programme". The project supports women-led enterprises in accessing finance for their sustainable growth and job creation, developing sustainable credit mechanisms targeted to women-led enterprises through technical assistance to participating financial institutions, and assisting them to access advice and know-how.

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<sup>228</sup> Zlatkov Cvetković, M. (2015), *Women entrepreneurship in Serbia: A qualitative study of the perceived enabling factors for the female entrepreneurship*. Uppsala: Swedish University of Agricultural Sciences.

<sup>229</sup> Đurić Kuzmanović, T., Markov, S., Fischer, J. and Mandić, S. (2015). "Spouses in Household and Family Business - Who (Does) the Care and Who (Does) the Work". *Gender Studies*. De Gruyter 1(14). <http://eds.b.ebscohost.com.proxy.kobson.nb.rs:2048/eds/detail/detail?vid=10&sid=550d71b1-82ee-4a78-ad91-7a0e61017c3%40sessionmgr104&hid=121&bdata=JnNpdGU9ZWZlWxpdmU%3d#AN=113528540&db=edb>

### 3.8 Intersecting inequalities

Women often face discrimination on the basis of two, three or more personal characteristics in the same time - when being discriminated, they are discriminated on the grounds of *sex and gender*, and very often, at the same time, on the grounds of *sexual orientation, maternity, pregnancy, disability, age, race, ethnical origin* etc. Statistic, data, research and survey indicate that the most discriminated groups are Roma women, older rural women, women with disabilities, lesbians etc. When recorded, data indicates worse position of women experiencing intersectional discrimination<sup>230</sup>. For example, *Roma Inclusion Index 2015*<sup>231</sup> provides for the evidence on the gender gap in all sectors observed. Every second complaint (50.4%) filed to the CPE on the ground of national affiliation was against Roma minority<sup>232</sup>. The rights of citizens with different sexual orientation and gender identity are also not fully protected<sup>233</sup>. The legal framework has not been fully harmonised with the human rights standards with this regard. Multiple discriminated women face difficulties in accessing enjoyment of human rights, such as the access to justice, employment, health care, and decision making. These obstacles contribute to worsening position of women and deepening inequalities in the society. Besides, policy makers missed to take into considerations so far to respond the unfavorable social status of vulnerable groups that are almost completely invisible, such as homeless women, women in prisons, women in mental health institutions and women sexual workers.

The general *Anti-Discrimination Strategy 2013-2018* identified eight vulnerable groups, but it missed to address the issue of multiple discrimination and intersectionality - how the identified grounds of discrimination intersect with each other, and where are possible entering points for policy interventions.

Intersectional discrimination has not been addressed by law so far. The Recommendation no. 11 (b) of the CEDAW Concluding observations on the Combined Second and Third Periodic Reports of the Republic of Serbia on the implementation of the CEDAW (CEDAW/C/SRB/2-3) suggests introducing the concept of the intersectional discrimination in its legislation. The *Strategy on Gender Equality* includes this suggestion, so it is expected that this recommendation will be realised in the coming period.

The newly enacted Law on Police<sup>234</sup> is a step forward in the treatment by administrative authorities of persons belonging to a vulnerable group. Article 27.3 specifically provides that the police shall develop the professional capacities, competences and ethics of police officers for socially responsible acting of the police service, with full respect for human and minority rights and freedoms and protection of all vulnerable groups. In cases of domestic violence, police officers must cooperate with other competent authorities and immediately undertake the required measures and actions in accordance with the applicable law which prevents continued violence that may result in bodily harm or death (Art. 28).

<sup>230</sup> Mršević Z., (2008), Dvostruka diskriminacija invalidkinja kao marginalizovane grupe žena, (srp 41-52, eng 43-56) Ed: P. Teofilović. Ombudsman protiv dvostruke diskriminacije žena (Ombudperson against double discrimination of women) Novi Sad, Pokrajinski Ombudsman.

<sup>231</sup> Kushen, R. (ed.). *Roma Inclusion Index 2015*. Budapest: Decade of Roma Inclusion Secretariat Foundation.

<sup>232</sup> CPE 2015 Annual Report

<sup>233</sup> Petrušić, N. (ur.) (2013), *Diskriminacija na osnovu pola i rodnog identiteta: zbornik mišljenja, preporuka i upozorenja Poverenika za zaštitu ravnopravnosti*, Beograd: Poverenik za zaštitu ravnopravnosti.

<sup>234</sup> "Official Gazette of the Republic of Serbia", No. 6/2016

## Plans and initiatives by key actors

Recognising the importance of the holistic approach to improvement of the position of social groups that are particularly exposed to intersectional discrimination, the *Strategy for Gender Equality* stresses the importance of the multisectoral and comprehensive approach to prevention and elimination of intersectional discrimination and protection of the vulnerable groups. The starting point should be integrating a definition of intersectional discrimination into legislation. A specific goal has been set up aiming at improving the position of the multiple discriminated and vulnerable groups of women, including women with disabilities. The measures include *ex ante* analysis of the effects of national and local strategies and policies on the position of vulnerable groups, implementing activities for their economic empowerment, and ensuring equal access to employment, justice, resources, property rights, education, health care, social care, infrastructure, and decision making in the public and political life. The Draft Law on the Planning System provides for *ex ante* and *ex post* impact assessment of policy documents and regulations. SIPRU has developed the *Guidance for Social Impact Assessment*. Responding to the lack of gender disaggregated data recording by local authorities, SIPRU is developing a database for monitoring inclusion of Roma women and men at local level.

The OHMR and the CPE jointly implements the Twinning IPA 2013 Project “Support to Promoting Human Rights – Zero Tolerance to Discrimination” 2015 – 2017 aimed at capacity building of relevant actors at national and local level. The implementation of the Project is supported by the Ludwig Boltzman Human Rights Institute, Austria, and the National Minority Office of the Republic of Slovenia. The CPE and the Protector of Citizens have warned on vulnerability of LGBTI persons and their exposure to discrimination and introduced relevant recommendations to the state authorities. These two IHRIs have jointly formed a working group for developing legal changes related to legal status of transgendered persons. Besides, in 2013, NGO “Gayten-LGBT” has prepared and introduced a Proposal on the Bill on Gender Identity. The aim of the proposed Bill is to regulate the right to gender identity, prohibit gender identity based discrimination, and define means for the protection of these rights. The proposed Bill suggests regulating the rights of people with gender dysphoria in different spheres of life, such as the access to health care, right to the pension insurance, the right to family and marital life.

The Protector of Citizens issued several proposals related to improving the position of the vulnerable groups. The proposals include enacting a law on free legal assistance; ensuring LGBTI persons full exercise and protection of their rights; establishing support services for young LGBTI persons who had to leave their homes after being disowned by their families; and providing for an explicit prohibition of discrimination based on sexual orientation and gender identity in the legislation on education system. The Protector of Citizens also advocates for taking measures for the introduction of gender sensitive language in the work of public authorities, including the drafting of laws and other legal and policy instruments.

## 3.9 Gender based violence

In past ten years, the State has developed a broad legal framework in the field of combating DV and other forms of GBV that includes the Penal Code, the Law on Criminal Procedure, the Family Law, the Law on Public Order, the Misdemeanour Law, the Law on Juvenile Offenders and on the Legal Protection of Juveniles, the Law on the Protection of Participants in Criminal Proceedings, the Law on

Police, the Law on Arms and Ammunition, the Law on Special Measures on Prevention of Sexual Offences against Juveniles, the Law on the Execution of Penalties, the Law on Social Protection, and the Law on the Protection of Personal Data. The Law on Preventing Domestic Violence<sup>235</sup> has been enacted on 23 November 2016, together with the amendments of the Penal Code<sup>236</sup>, in line with the Istanbul Convention. Female genital mutation (Art. 121a), forced marriage (Art. 187a), staking (Art. 138a) and sexual harassment (Art. 182a) has been introduced as criminal offences. The sentences for rape, intercourse a helplessly person, statutory rape and intercourse by abuse of the position have been intensified.

The Law on Preventing Domestic Violence introduces urgent protection measures - eviction and barring orders by the police. The Law calls for strict coordination and cooperation of all state actors responsible to respond cases of domestic violence: police, judiciary, prosecution, and centres for social work, as well as of other institutions in the field of social protection, child care, education and health care, and local gender equality mechanisms.

The new Law on Arms and Ammunition<sup>237</sup> that came in force at the beginning of 2016 introduced stricter conditions to purchase the firearms licence in order to decrease gun violence within a family and intimate partnership.

The *National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Relationships 2011-2015* expired last year. It is expected that the new Strategy will be drafted soon.

In 2014, the Provincial Assembly has adopted the *Decision on the Program for the Protection of Women from Violence within a Family and Intimate Partnership and Other Forms of Gender Based Violence in the period 2015 – 2020*<sup>238</sup> that is fully in accordance with the Istanbul Convention. Thereby the provincial authorities have continue the implementation of policies aimed at combating violence against women set up in the relevant provincial strategy in 2008. Many activities have been supported by the provincial budget. Amongst others, the Provincial Government, together with the B92 Fund, has supported building shelters in several municipalities. In November 2015, the Provincial Government established the Intersectoral Committee as a monitoring and reporting body.

The measures taken by the provincial authorities have been evaluated as good practices in the field that are to be replicated elsewhere. The model of the Central electronic record with accompanied software has been developed. The provincial free helpline has been established. Innovative measures include economic empowerment of victims of DV, programmes of work with women belonging to vulnerable groups, supporting intersectoral collaboration of stakeholders, developed indicators for measuring the progress, continuous training of professionals, research, supporting shelters, media and public raising campaigns.

The State's and women's organisations efforts regarding preventing and combating VAW have been supported by the joint UNCT Project "Integrated Response to Violence against Women in Serbia" implemented in 50 municipalities in AP Vojvodina and Central Serbia, funded by the UN Trust Fund to End Violence against Women in the period 2012 - 2015. The Evaluation of the Project done in 2015 has shown that the biggest success can be seen in the way it has continuously worked to address the challenges reflected in changing public discourse from stressing the importance of traditional family values at expenses of women survivors. The Project has succeeded in expanding the existing mechanisms to prevent and end VAW by engendering the school curricula and addressing GBV, creating a new resource of peer educators, school mentors and teachers and developing research and

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<sup>235</sup> "Official Gazette of RS", no. 94/2016

<sup>236</sup> "Official Gazette of RS", no. 94/2016

<sup>237</sup> "Official Gazette of RS", no. 20/2015

<sup>238</sup> "Official Gazette of APV", no. 54/2014

monitoring instruments to be used by schools in targeted locations. The project managed to raise visibility of GBV issues and protection mechanisms availability, and improved the work of CSW professionals. The General Protocol and the set of special protocols had been developed for line ministries, the police, the judiciary and centres for social work, providing them instructions in their work with VAW survivors and perpetrators.

In January 2015, the Republic Public Prosecutor's Office signed a Memorandum of Understanding with the CSO "Victimology Society of Serbia" as one of the key partners in organizing support services for victims and witnesses. In this way, victims and witnesses will be sent to relevant organizations that provide support and help, and where the necessary services will be provided for the victims.

Despite evident results, the prevalence of DV indicates the urgent need to foster implementation of relevant legislation, policies and measures. The protection of women from DV and intimate partner violence is still insufficiently effective. The number of women who are victims of domestic and intimate partner violence remains alarmingly high and the fact that the number of women who were murdered in intimate partner and domestic violence increased in 2015 and 2016 is a particular concern.

In 2015, 18.746 cases of domestic violence have been reported to CSWs. Majority of victims (69%) were women. Children were victims in 35% cases. According to media and women's groups' reports, between 1 January and 21 September 2016 at least 24 women have been murdered by their spouses or partners. Last year, 35 women were murdered as victims of violence within a family and intimate partnership; in 2014, the number of victims was 27.

The response of competent authorities remains inefficient, while their capacities are low, and budget funding for the implementations of national and international commitments remains scarce<sup>239</sup>. The numbers of shelters are not sufficient, particularly in the rural areas. There is no national free helpline. Women and girls belonging to vulnerable groups, such as rural women, Roma women, refugee and migrant women, homeless women, older women, women with disabilities, still faces obstacles in accessing protection, justice and support services as guaranteed by the law.

Economic violence against women is also an issue that needs to be addressed. Property management and inheritance patterns put older people, particularly female, at a high risk of breach of human rights and entering poverty<sup>240</sup>. Older women often experience financial abuse within the family context, as well as other forms of violence<sup>241</sup>.

In 2014 the Protector of Citizens prepared the Special Report on Implementation of the General Protocol and the Special Protocols on the Protection of Women against Violence. The Report identified a number of shortcomings, including insufficient recognition of violence against women, misunderstanding of the situation faced by women who are victims, insufficient availability of information on the existence and content of the General Protocol and the Special Protocols, lack of appropriate records and unsatisfactory cooperation between competent authorities. Legislation and procedures have not been yet harmonised to the standards set by the Istanbul Convention. Stereotypical interpretations of gender based violence and domestic violence is still largely present in the system. Procedures for monitoring and reporting on gender based violence have not been

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<sup>239</sup> Golemac Powell, A., Hrelja Hasecic, Dz., Novovic, T. and Vukovic, O. (2015), *Evaluation of the Project Integrated Response to Violence against Women in Serbia*, Belgrade: SeCons

<sup>240</sup> Petrusic, N., Todorovic, N., Vracarevic, M. & Jankovic, B. (2015). "Financial Abuse of Older Women in Serbia". *Journal of Elder Abuse & Neglect*. pp. 410-421.

<sup>241</sup> Janković, B., Todorović, N. i Vračarević, M. (2015). *Dobro čuvana porodična tajna – zlostavljanje starijih osoba*. Beograd: Crveni krst Srbije.

developed. A number of recommendations has been issued to relevant state institutions in order to improve their responses to DV<sup>242</sup>.

Monitoring of the prevalence of GBV and DV is still problematic due to the lack of national level standardized methodology for collecting data. Different initiatives, survey and research exist, particularly in civil sector, but none of them can fully enable adequate and regular monitoring of violence against women in the private or public spheres<sup>243</sup>.

### Plans and initiatives by key actors

In the next period, the main challenge is related to the implementation of the newly enacted Law on Preventing Domestic Violence and other relevant legislation. The Law provides for establishing a Central Record on cases of domestic violence. The Council for Preventing Domestic Violence is to be established by the Government as a monitoring body. The implementation of the Law on Preventing Domestic Violence will start on 1 June 2017. Up to then the relevant bylaws are to be adopted.

The drafting of a new strategy in this field for the coming period has been planned by the overarching Strategy for Gender Equality 2016- 2020. The Action Plan for the implementation of the National Gender Equality Strategy foresees a number of activities related to preventing GBV to be implemented by the end of 2016, such as establishing the support for women's organisations that provide social services to victims of gender based violence, setting up a national helpline, setting up a regular practice by the Council of the Regulatory Body for Electronic Media to monitor media reporting on cases of violence against women. The relevant Ministries have been tasked to report annually on the progress regarding the protection of women against gender based violence and the effectiveness of taken measures.

One of the recommendations made by the Protector of Citizens in the Special Report on Implementation of the General Protocol and the Special Protocols on the Protection of Women against Violence was to conduct regular, planned, coordinated and continual information and training of professionals at the authorities and institutions responsible for protecting women from violence. In 2011 and again in 2012, the Protector of Citizens submitted to the Ministry of Justice an Initiative to Amend the Penal Code with regard to criminal law protection of victims of domestic violence and sexual abuse.

The MESTD will continue activities within the programme "Schools without Violence" that includes various measures and actions aimed at eliminating and preventing GBV, DV and sexual violence. A Strategy for Prevention of Sexual Violence in the Educational System has been drafted. The Ministerial Group for Protection from Violence and Discrimination provides for additional support to educational institutions and parents in preventing all forms of violence and solving cases.

UNCT has evaluated that there is a need to continue the joint project "Integrated Response to Violence against Women". The second phase of the project, started in June 2016, work towards changing normative framework, institutional practices and behaviours pertaining to violence against women and girls at state, community and individual level. On more operational level, the project will provide support to strengthen assistance services and access to effective protection from violence, prosecution of perpetrators, including allocation of state funding for general and specialist services. Prevention aspect will be addressed through work on changing social and normative environment by recalling the state on due diligence and rising awareness on women's human rights and zero

<sup>242</sup> Zaštitnik građana (2016). *Zaštita žena od nasilja u porodici i partnerskim odnosima – Izabrane preporuke Zaštitnika građana*. Beograd: Zaštitnik građana.

<sup>243</sup> Babovic, M. (2016), *Gender Equality Index 2016: Measuring gender equality in Serbia 2014*, Belgrade: Social Inclusion and Poverty Reduction Unit, Government of Republic of Serbia.

tolerance towards violence against women as well as changing gender stereotypes. The project, funded by SIDA, will last three years.

UNDP will continue to support the new cycle of planning public policies in this field, capacity building of professionals for providing services to women belonging to vulnerable groups (Roma women, rural women, women with disabilities), and improving protection mechanisms. UNDP will develop platforms for exchange of knowledge and good practices at local level, and work on capacity building for collecting data and reporting. The activities will include working with the youth, boys and girls aiming at deconstructing gender stereotypes, as well as working with men by twofold approach: as with perpetrators and as with allies in eliminating GBV.

UNICEF continues supporting policy and institutional changes (in health, education and social welfare) as well as inter-sectoral collaboration (nationally and locally). The programme includes also targeted interventions related to digital violence, sexual and gender based violence, violence in schools/peer violence, violence against children with disabilities as well as establishing stronger linkages between national and local mechanisms established for protection of women and protection of children from violence. UNICEF is currently finalizing "Study on drivers of violence".

UNICEF will support the revision of General and Special protocols for protection of children from violence in accordance with the action plan for the EU Chapter 23. The project will aim at strengthening health, education and social welfare systems as well as inter-sectoral collaboration for protecting children from violence nationally, in 4 main cities and 12 selected municipalities. Among other priorities, greater attention will be given to gender perspective and understanding of violence against children in the context of domestic violence. Stronger linkages between protocols for protection of children and protection of women from violence need to be established. In addition, starting in November 2016, in partnership with Association of child and adolescent psychiatrists and aligned professions (DEAPS), trainings on recognizing and responding to child sexual violence will be organized for health (primarily paediatricians), education and social welfare professionals engaging both international and national experts as trainers.

Red Cross of Serbia and the CPE urge for improving the normative framework of legal protection of older people, with special emphasis on older women, from violence financial abuse in a family context.

## 4 CONCLUSIONS

In brief, the study indicates that:

- men, dominantly, take decisions and leadership in all sectors and at all levels; do work in both formal and informal economy; own resources and have access to resources; contribute to development; do have access to enjoy results of development;
- women, prevalently, do not take decisions neither leadership in any of sectors neither at any of levels; do work in both formal and informal economy, dominantly in care economy; do not own resources and have limited access to resources; contribute to development; have limited access to enjoy results of development.

Women in more extent than men experience physical, political, economic and social insecurity. The level of women's social exclusion increases when inequality on the basis of sex and gender intersects with other inequalities (age, ethnicity, disability, sexual orientation, rural/urban disparities, marital and family status etc.).



Up to recently, legislation and policies have been prevalently gender blind, sustaining traditional gender roles. Macroeconomic policy and structural adjustment programmes have particularly reinforced subordinated gender roles and gender based discrimination.

In recent years, an evident progress has been made in promoting gender equality, but mainly with respect to improving legal and policy framework, while their implementation remains scarce and fragmented. The authorities in the AP Vojvodina lead in developing and implementing gender equality policies.

At national level, major achievements in 2016 are related to adopting the new *Strategy for Gender Equality 2016-2020* and the accompanied *AP 2016-2018*, then legislation related to combating domestic violence and other forms of gender based violence (the Law on Preventing Domestic Violence and the amendments of the Penal Code), and the new Budget System Law. The latter has introduced gender sensitive budgeting as mandatory for all budget users at national, provincial and local level, to be gradually implemented by 2020. It is expected that this novelty will enforce mainstreaming gender through sectors and programmes.

There is also a progress in transforming gender blind legislation and policies by introducing gender awareness of their implications to gender regime and the position of women and men. With this respect, a big step forward will be the adoption of the Draft Law on Planning System and the draft regulation on public policy management. The new Law will oblige policy makers to conduct *ex ante* and *ex post* policy impact assessment on target groups that are affected by policy measures, and to include them into consultation procedure. In terms of gender equality, impact analysis should be implemented especially when there is an indication of an aggravating state of gender inequality. In this sense, it shall be particularly important to analyse the causes and consequences of the identified key issue. SIPRU has already developed the *Guidance for Social Impact Assessment* that assists the public administration and other stakeholders to assess social impacts, including on gender equality and vulnerable groups, when developing a policy proposal. It is expected that implementation of these measures will contribute transmuting gender blind policies to gender-aware and gender-transformative policies.

Good practices and initiatives by the key state actors to be realised in coming period have been also observed. Regarding the implementation of the AP on the implementation of the Strategy for Gender Activity, SIPRU is particularly advancing. Affirmative measures for the advancement of women, including women belonging to vulnerable groups, have been included in the newly developed policy papers, such as the *Employment and Social Reform Programme in the Process of Accession to the EU*, as well as in the plans and programmes of the stakeholders in the coming period, such as of the NES, MoA, MoI, MoD, SEIO, MLEVSA, MESTD, and other ministries and state institutions. International donors play a crucial role in making progress in the field by supporting initiatives and activities. Women's NGOs are particularly responsible for promoting gender equality as they lead in protecting and promoting women's rights, campaign, awareness raising, training, research, monitoring legislation and policies, and advocacy for legal, policy and social changes.

The new Law on Gender Equality is in the process of drafting. It is expected that the Law will establish strong and effective national machinery for gender equality, so that the existing gap in regular monitoring and evaluation of legislation and policies will be eliminated. Besides, the national mechanism is to get competencies to coordinate activities related to gender equality among all state and local actors.

However, in spite the efforts done up to now, gender inequalities persist in all spheres of public life. The gender distribution of the political participation has been improved at all levels thankful to gender quota in the elections laws. However, there is a slight progress at the level of decision making due to

the 'glass ceiling' women experience in advancing in leadership positions. The resources in the activity in the form of time, money, work and space are distributed unequally between men and women.

The main causes of women's unfavourable position are re-patriachalisation of the society, pushing back women from the public sphere and the labour market to family and child care, insufficient jobs, cuts in social services and public spending on health care, child care, education and subsidies. These trends are the direct consequences of the implemented model of economic transition, as it was based on favouring market economy by: eliminating the control of private companies; opening to foreign investments and trade; deregulation of areas that may lower profits of the private sector (such as environmental protection, occupational health and security of salary payments); devastating industry and socially-owned firms by prompt and uncontrolled privatization; depriving the gained basic economic and social rights of both women and men; shrinking the social role of the State and cutting budgetary spending for so-called 'non-for-profit' activities such as childcare, health care, education, social protection, and infrastructure in remote rural areas. The transition process increased unemployment, poverty and social exclusion, destroyed the middle-class, and widened the gap between the rich and the poor. This process has also widened gender disparities that are difficult now to tackle solely by laws, policy papers and similar means.

Women, particularly vulnerable groups, became the main losers of the transition. The loss of accessible and affordable childcare facilities impacts the ability of women to participate at the labour market. The provision of affordable formal care services is crucial to employment, self-employment and entrepreneurship of women.

The factors that contributed to deepening gender disparities include the lack of *ex ante* gender impact assessment of the transition process, structural adjustment programmes, economic policy, privatization, labour flexibility, deregulation of the private sector, trade, foreign debts and poverty.

Institutional obstacles for promoting gender equality are related to:

- Lack of recognition of significance of gender equality as a factor of development;
- Lack of local ownership with respect to gender equality and gender mainstreaming;
- Lack of gender awareness of policy makers and proper understanding of the gender regime and patterns that perpetuate gender inequalities;
- Lack of effective, strong and sustainable gender equality mechanisms at all levels with clear mandates and responsibilities;
- Lack of coordination of gender equality mechanisms;
- Lack of regular monitoring, evaluation and revising of legislation and policies;
- Lack of budgetary support to implementing gender equality policies at national, provincial and local levels;
- Lack of skilled and trained human resources;
- Lack of knowledge and skills to implement gender mainstreaming, gender impact assessment and gender analysis;
- Lack of cooperation with CSOs, women's NGOs and gender studies, and lack of supporting them in efforts to change the patriarchal gender regime and eliminate gender based discrimination.

Nevertheless, there are a lot of entry points for legal and policy improvements. They are relevant for all three selected sectors (agriculture, labour market and poverty reduction), because they target women's economic empowerment as a way for increasing physical, economic and social security of women:

- Open opportunities for women's employment, self-employment and entrepreneurship by developing legal and policy framework supportive and friendly to micro family businesses, including in rural areas. Support creating friendly environment for micro business that would include fiscal, economic,

education, employment and development policies, and development of infrastructure. Support 'Think small!' initiatives.

- Open direct financial lines for cheap loans to support micro family businesses, social cooperatives, women's business initiatives and women's headed households, particularly in rural areas.
- Stimulate opening and work of female micro firms in the care sector (child care, care on older people, care on persons with disabilities, care on persons with health issues, etc.), particularly in rural areas.
- Stimulate opening and work of micro firms in the sector of green economy, organic food production, rural tourism and other sectors that are favourable by women.
- Enable regular exchange of good practices, particularly with respect to stimulating entrepreneurship of rural women.
- Support initiatives and plans of the stakeholders that are aimed at eliminating negative impacts of gender blind provisions to the status of women or other vulnerable groups.
- Support creativity of women, particularly rural women, and promote their achievements.
- Support implementation of the Guidance for Social Impact Assessment and the new regulation on policy planning and public policy management by capacity building training etc.
- Support activities aimed at understanding gender equality as a local ownership and a development stirrer-up in local communities, particularly in rural areas.
- Support governmental plans to develop infrastructure in rural areas.
- Support measures provided in the Strategy for Gender Equality 2016-2020 to advance position of women, particularly in rural areas.
- Involve women, including rural and other vulnerable groups of women, in the processes;
- Use the expertise of women's CSOs to advance in promoting gender equality.

It is particularly important to increase the sense of local ownership in local communities, particularly in rural areas, as designed activities are to be implemented at local level, targeting to improve economic and social position of local population.

The following section contains proposed indicators to track progress in achieving gender equality in selected sectors: agriculture and rural development; labour market, employment, self-employment and entrepreneurship; and poverty reduction.

## 5 INDICATORS TO TRACK PROGRESS IN ACHIEVING GENDER EQUALITY

AGRICULTURE AND RURAL DEVELOPMENT			
Outcome indicators	Data source	Impact indicators	Data source

AGRICULTURE AND RURAL DEVELOPMENT			
Outcome indicators	Data source	Impact indicators	Data source
Men and women have equal inheritance rights over movable and immoveable property	Law on Inheritance Law on Cadastre Institutions Women's NGOs IHRIs	% of movable and immoveable property owned by women  Number of cases related to the right to inherit reported, tried and awarded by women	RGI SORS IHRIs
Men and women have equal property rights over movable and immoveable property	Law on Inheritance Law on Cadastre Institutions Women's NGOs IHRIs	% of movable and immoveable property owned by women	RGI SORS
Women's <i>de facto</i> access to agricultural land	Institutions Women's NGOs IHRIs	% of land titles owned or co-owned by women	RGI SORS
Women's access to loans and financial resources	MAEP	% of women beneficiaries of loans	MAEP
Women's access to state subsidies and individual measures for support	MAEP	% of women beneficiaries of state subsidies  % of women beneficiaries of individual measures for support  % of women in IPARD funds	SORS
Participation of women in agro business	MAEP	% of women owners of commercial agro farms, by municipality  Number of family businesses lead by women, by municipality  Number of micro businesses lead by women, by municipality	SORS LSGs
Public policies respond better to the needs of women in rural areas	Survey	Number of rural women with social and health care insurance  At-the-risk-of-poverty-or-	SORS LSGs Women's NGOs reports

AGRICULTURE AND RURAL DEVELOPMENT			
Outcome indicators	Data source	Impact indicators	Data source
		<p>social-exclusion-rate, women and vulnerable groups, by municipality and by region</p> <p>% and number of women users of basic educational, health care, social and economic services, per municipality and region</p> <p>% and number of women from vulnerable groups users of basic educational, health care, social and economic services, per municipality and region</p>	
Critical points related to women's position in agriculture revealed in the least development and remote rural areas	Gender analysis Coordination Body	Identified entry points for policy interventions, by municipality and by region	SIPRU SCTM
Regular assessment of social and gender impacts of agricultural policies and LAPs	LSGs	Number of LSGs using the Guidance for Social Impact Assessment	SIPRU
Participation of women in social cooperatives	Coordination Body	% and number of women in social cooperatives, by municipality and by region	SIPRU LSGs
Participation of women in decision making and policy designing	LSGs	<p>% of women in executive bodies local communities</p> <p>% of women from vulnerable groups in executive bodies of local communities</p>	Coordination Body
Networking of rural women's NGOs and business associations, and sharing good practices	Coordination Body	<p>Database on rural women's NGOs and business associations</p> <p>Number of capacity building training, per year</p> <p>Number of consultative meetings, per year</p>	SCTM

AGRICULTURE AND RURAL DEVELOPMENT			
Outcome indicators	Data source	Impact indicators	Data source
Integration of rural women's associations in the partnership of LAGs	LSGs	% of women in the management body of the LAG, per municipality	LSGs Coordination Body
		% of women from vulnerable groups in the management body of the LAG, per municipality	
Development of organic agricultural production, green economy, rural tourism	MAEP	% of women owners or co-owners of organic agricultural farms  % of women participating in green economy  % of women owners or co-owners of touristic resorts	SORS
Mapping of innovative models and good examples of rural development	MAEP	Number of innovative models and good examples of rural development integrated / implemented in LAPs	SCTM
Promotion of creativity of rural women's	SCTM	Number of Fairs of Women's Creativity, per municipality, region and year	Coordination Body
Investment in infrastructure in rural areas, against the baseline value	MAEP MFIN	Number of childcare services, health care services, social protection services, schools and other service providers equipped and/or built  Number of km of roads built and repaired	MAEP

LABOUR MARKET, EMPLOYMENT, SELF-EMPLOYMENT AND ENTREPRENEURSHIP			
Outcome indicators	Data source	Impact indicators	Data source
Relationship between paid and unpaid work for	SORS	Number of childcare, health care and other services accessible and	MLESP SORS

**LABOUR MARKET, EMPLOYMENT, SELF-EMPLOYMENT AND ENTREPRENEURSHIP**

Outcome indicators	Data source	Impact indicators	Data source
women and men		affordable for women, per municipality and per region  % of total paid and unpaid work burden, by sex and region  Examples of good practice of the support to a comprehensive childcare system	
Total value of care economy, including paid and unpaid work	SIPRU	Investments in care economy, by source and amount  Changes in public spending on childcare, health care, as % of GDP  Number of old people accommodated in nursing houses, by sex	
Existence of legislation and protection mechanisms on worker's rights	Coordination Body		
Awareness of decision makers about the cost of DV and other forms of GBV (e.g. in losses of work days) and their influence on productivity	Coordination Body		
Proportion of women/men in leadership position in private companies	SORS		
No of reported cases of sexual harassment, discrimination and exploitation related to workplace and employment	Labour Inspectorate CPE Protector of Citizens Trade unions		
Regular assessment of social and gender impacts of economic policies	MoE	Number of measures targeting increasing employment and self-employment of women	SIPRU



**LABOUR MARKET, EMPLOYMENT, SELF-EMPLOYMENT AND ENTREPRENEURSHIP**

Outcome indicators	Data source	Impact indicators	Data source
		and vulnerable groups	
Participation of women in decision making in economic and employment policies at all levels	MoE PSSPDGE LSGs	% of women participating in executive bodies at national, provincial and local level	SORS Coordination Body
Participation of women in decision making in trade unions at all levels	Trade unions	% of women on decision making and executive positions in trade unions	Coordination Body
Gender pay gap	SIPRU	Number of measures targeting a better balance between 'female' and 'male' professions  Number of measures to eliminate 'glass ceiling' for the career advancement of women  Number of women using pension and disability insurance	Coordination Body
Participation of women in informal economy	SORS		
Women's access to bank loans and start-up subsidies	Association of Business Women	Proportion of female and male-owned registered companies	SORS
Number of women/men ratio of entrepreneurship programmes	Association of Business Women	% of women attendees of the entrepreneurship programmes	MoE
Availability and access to micro finance for men and women	MoE	% of women owners of micro and small business	SORS
Survival rate of women's owned MSMEs and family businesses	MoE	% of women owners of MSMEs, per year  Improved legal and policy framework for supporting family businesses	SORS  MoE
Share of female-owned companies in high growth companies	MoE	Measures to support women's increased participation in knowledge economy	Association of Business Women
Decent jobs growth	MLEVSA	Number of complaints to trade unions, IHRIs	IHRIs

**LABOUR MARKET, EMPLOYMENT, SELF-EMPLOYMENT AND ENTREPRENEURSHIP**

Outcome indicators	Data source	Impact indicators	Data source
			Women's NGOs

**POVERTY REDUCTION**

Outcome indicators	Data source	Impact indicators	Data source
Unemployment rate	SORS	% of decrease of unemployment rate of women and vulnerable groups of women	SORS SILC
Working poor by sex	SORS	% of working population in working age population, by sex and age group  Number of local municipalities with services for women victims of violence, by type, service provider and beneficiary number	SORS
Non-working poor by sex	SORS	% of women and men without income, by age, education and region  % of population without access to community based social services, by sex, region and type of missing services  Number of new social services developed in the reporting period	SORS SILC
Existence of LAPs to increase access of women and other vulnerable groups to employment, self-employment and other sources of income	LSGs	Number of LAPs with measures and indicators for monitoring poverty reduction plans  % of population at-risk-of-poverty-and-social-inclusion by sex, vulnerable groups, municipality and region	SCTM SIPRU
Existence of national action plan for gender	MME		

POVERTY REDUCTION			
Outcome indicators	Data source	Impact indicators	Data source
and water			
Existence of national action plan for gender and food security	MAEP		

## ANNEXES

## Annex I. Statistics

### REPUBLIC OF SERBIA, INDICATORS, 30 NOVEMBER 2016

Estimated population	1 <sup>st</sup> January 2016.	7 076 372
Marriages	2015	36 949
Divorces	2015	9 381
Live births	2015	65 657
Deaths	2015	103 678
Natural increase	2015	-38 021
Quarterly Gross Domestic Product	3 <sup>rd</sup> quarter 2016 / 3 <sup>rd</sup> quarter 2015	real growth 2.6%
Gross Domestic Product	2015	real growth 0.8%
CPI - COICOP	October 2016 / September 2016	growth 0.7%
CPI - COICOP	October 2016 / October 2015	growth 1.5%
Industrial production	October 2016 / October 2015	growth 3.2%
External Trade	January - October 2016	USD 28251.0 million
External Trade	January - December 2015	USD 31589.1 million
Turnover of goods (in current prices)	October 2016 / October 2015	growth 6.2%
Turnover of goods (in constant prices)	October 2016 / October 2015	growth 5.2%
Average salary (Gross salary)	October 2016	RSD 62414
Average salary (Net salary)	October 2016	RSD 45281
Unemployment rate (Total - persons aged 15+)	III quarter 2016	13.8%
Unemployment rate (person aged 15-64)	III quarter 2016	14.4%
Relative poverty line	2015	RSD 14920
At-risk-of-poverty rate	2014	25.4 %
Average monthly individual consumption expenditures per household	2015	RSD 59052
Average monthly individual consumption expenditures per household	2014 (revision data)	RSD 58713
Usage of information – communications technologies (the households possess a computer)	2016	65.8%
Usage of information – communications technologies (the households have Internet connection)	2016	64.7%

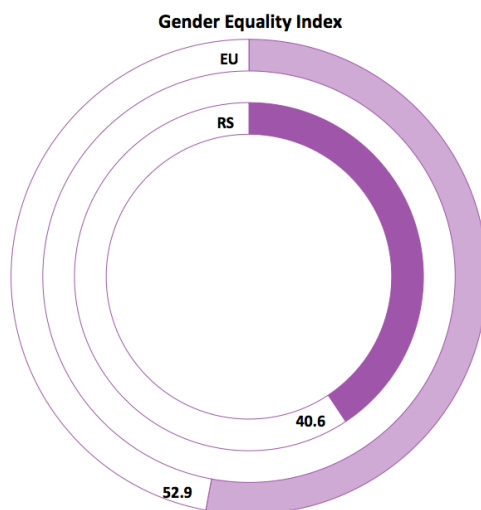
Source: SORS

# REPUBLIC OF SERBIA, MACROECONOMIC INDICATORS

	2010	2011	2012	2013	2014	2015
GDP, EUR bn	29.8	33.4	31.7	34.3	33.3	33.1
GDP, per capita, EUR	4.082	4.619	4.400	4.781	4.672	-
GDP, real growth in %	0.6	1.4	-1.0	2.6	-1.8	0.8
Inflation (CPI), %/yr-1	6.5	11.0	7.8	7.8	2.9	1.9
RSD/EUR exchange rate, period average	103.0	102.0	113.1	113.1	117.3	120.7
Current account deficit, % GDP	-6.8	-10.9	-11.6	-6.1	-6.0	-4.8 <sup>244</sup>
Foreign direct investments, net % GDP	3.8	9.9	2.4	3.8	3.7	-
NBS reserves, EUR bn	10.0	12.1	10.9	11.2	9.9	10.4
Consolidated fiscal deficit, % GDP <sup>245</sup>	4.6	4.8	6.8	5.5	6.6	3.7
Public debt, % GDP	41.8	45.4	56.2	59.6	70.4	75.5

Source: Ministry of Finance, updated on 24 February 2016, NBS, updated on 19 February 2016.

## Gender equality index for Republic of Serbia 2014 and EU28-average 2014

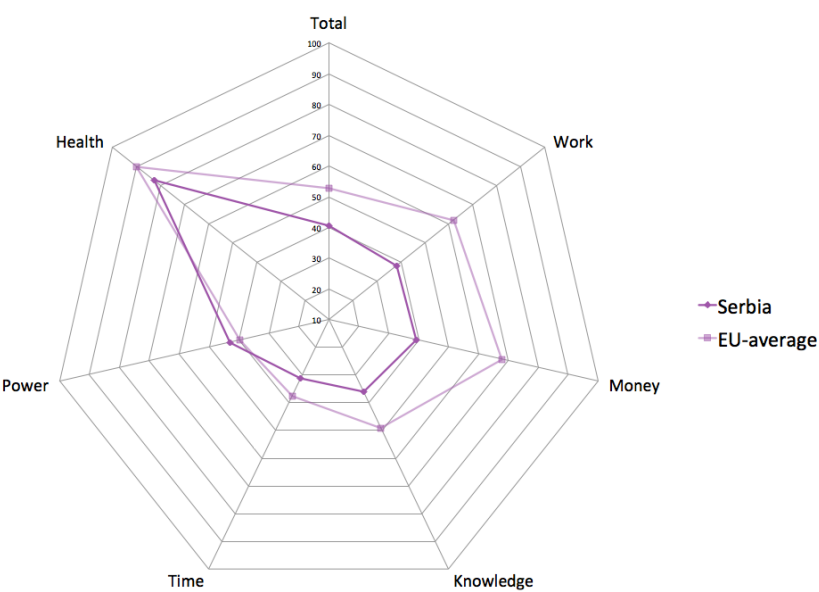


Source: Gender Equality Index 2016

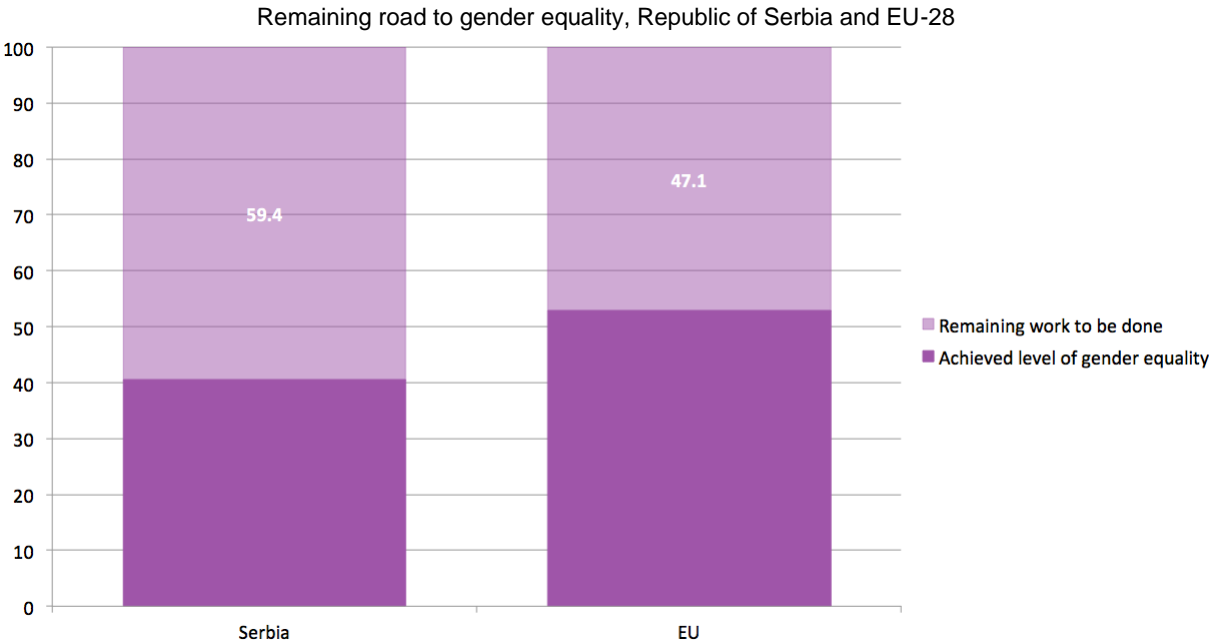
<sup>244</sup> According to the NBS estimate – Key Macroeconomic Indicators, updated on 19 February 2016.

<sup>245</sup> According to NBS – Key Macroeconomic Indicators, updated on 19 February 2016.

Gender Equality Index by domains, Republic of Serbia 2014 and EU28-average 2012 comparison



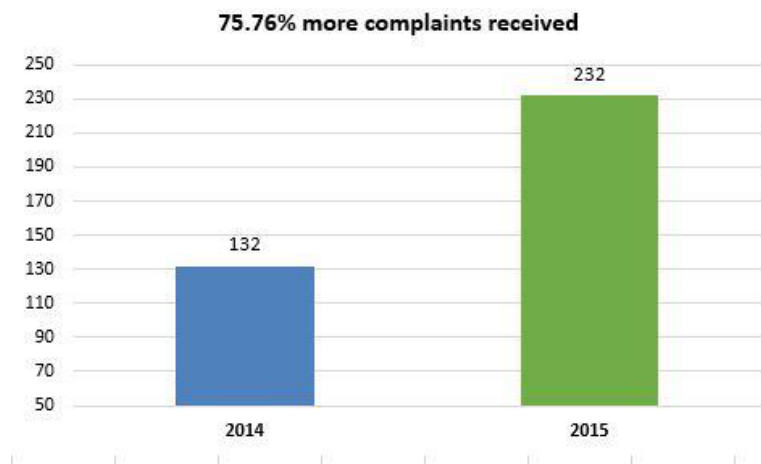
Source: Gender Equality Index 2016



Source: Gender Equality Index 2016



Gender equality – Number of complaints received by the Protector of Citizens  
in 2015 compared to 2014



Source: Protector of Citizens 2015 Annual Report

GENDER EQUALITY - VIOLATION OF RIGHTS REPORTED TO THE PROTECTOR OF CITIZENS REPORTED BY COMPLAINANTS		
	Number	Percentage
Special rights in the field of gender equality	196	50.65%
Economic, social and cultural rights	148	38.24%
Civil and political rights	39	10.08%
Right to good governance	4	1.03%
<b>Total</b>	<b>387</b>	<b>100</b>

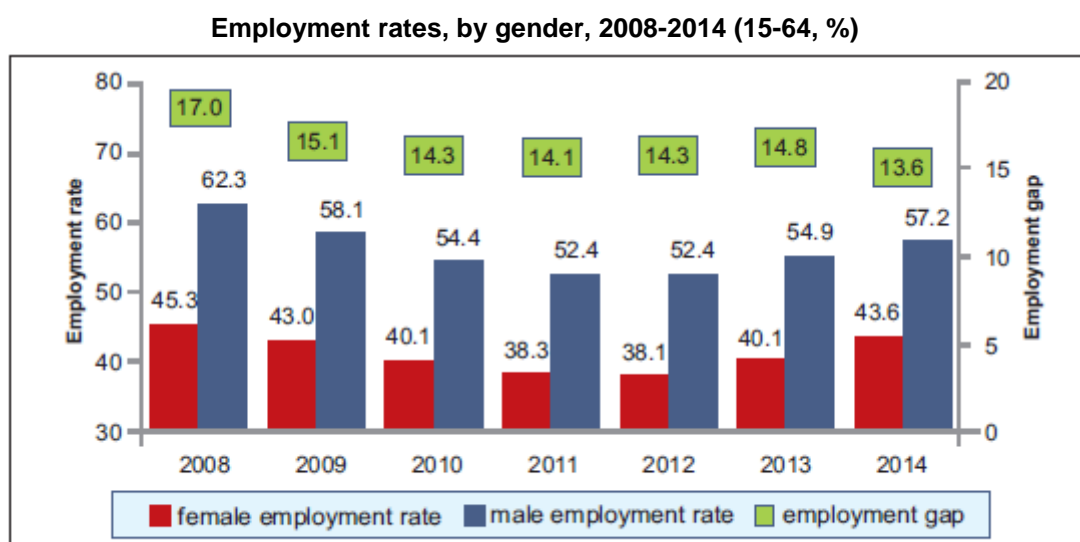
Source: Protector of Citizens 2015 Annual Report

SPECIAL RIGHTS IN THE FIELD OF GENDER EQUALITY, THEIR NUMBER AND PERCENTAGE, TYPE OF RIGHT VIOLATED		
	Number	Percentage
Right to salary compensation during pregnancy leave, childbirth leave and child care leave	136	69.39%
Domestic violence	37	18.88%
Rights of pregnant women and nursing mothers	17	8.67%
Sexual violence	3	1.53%
Parental right	3	1.53%

Source: Protector of Citizens 2015 Annual Report

INDICATORS OF THE LABOUR MARKET, ACTIVE POPULATION, 15-64 YRS, BY SEX		
	Women	Men
Activity rate	46,0	62,7
Employment rate	38,5	53,8
Unemployment rate	16,4	14,3
Inactivity rate	54,0	37,3

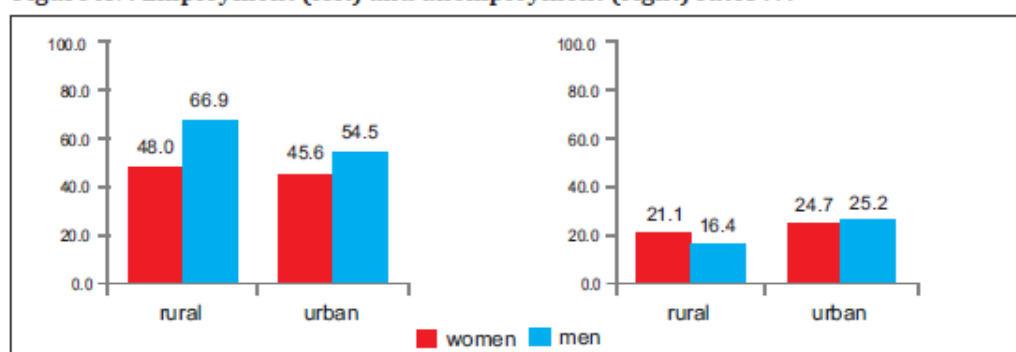
Source: LFS, II quarter 2016



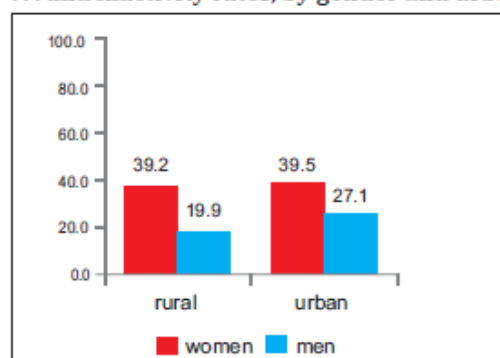
Source: Based on LFS data.

Source: Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). Women's Access to Economic Opportunities in Serbia. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

**Figure A7: Employment (left) and unemployment (right) rates ...**



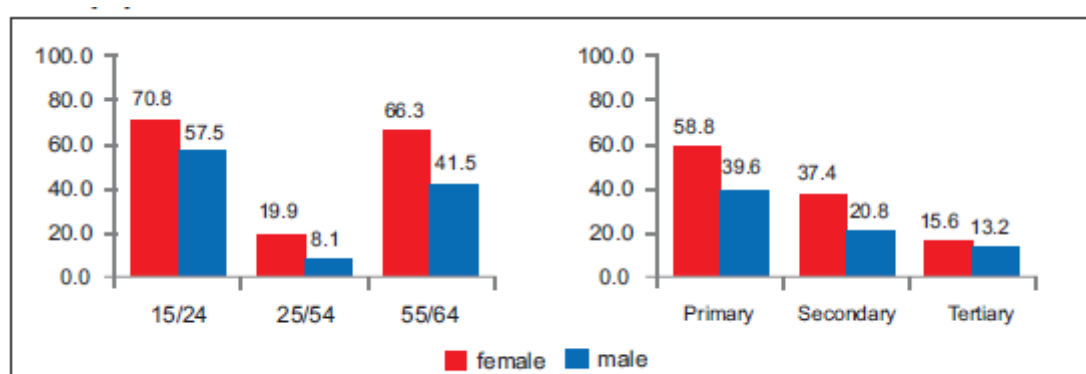
**... and inactivity rates, by gender and urban or rural residence, 2013 (15–64, %)**



Source: Based on 2013 SILC data.

Source: Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). Women's Access to Economic Opportunities in Serbia. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

**Inactivity rates, by gender, age (left) and educational attainment (right), 2013, %**



Source: Based on 2013 SILC data.

Source: Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank (2016). Women's Access to Economic Opportunities in Serbia. Social Inclusion and Poverty Reduction Unit, Government of Serbia & World Bank.

PARTICIPATION OF WOMEN IN UNEMPLOYMENT BY VULNERABLE GROUPS			
Vulnerable groups	Number of women, in total, in vulnerable group	% of women in vulnerable group	% of women from vulnerable groups in total unemployment of women
Persons with disabilities	5.586	36,7	1,6
Young (by 30 yrs old)	85.318	51,3	24,0
Long-term unemployed	250.258	53,2	70,3
Unemployment benefit recipients	12.866	45,7	3,6
Labour force surplus	27.669	51,9	7,8
Labour force surplus - older than 55 yrs	5.495	35,2	1,5
Self-supported parents	14.923	83,7	4,2
Both parents unemployed	28.564	47,9	8,0
Internally displaced persons	3.465	52,3	1,0
Refugees	427	47,4	0,1
Social security family benefit recipients	32.590	48,0	9,2
Children in foster families	99	54,7	0,0
Returnees from abroad under the Agreement of readmission	35	38,0	0,0
Returnees from prisons	45	6,8	0,0
Roma	11.834	46,3	3,3
Victims of trafficking	4	100,0	0,0
Victims of domestic violence	88	100,0	0,0
Other vulnerable categories	13.830	51,0	3,9
Persons without primary education	27.325	51,3	7,7

Source: National Employment Service, October 2016

AVERAGE SALARIES OF WOMEN COMPARING TO AVERAGE SALARIES OF MEN, RATIO - TOTAL	
Time Period	Data Value
2009	96.5
2010	93
2011	91.1
2012	89.9
2013	88.3
2014	86.9
2015	83.3

Source: SORS - Statistics on Employment and Earnings

EMPLOYMENT STRUCTURE BY WORKING STATUS, %						
Time Period	Employees Female	Employees Male	Self-employed Female	Self-employed Male	Unpaid family workers Female	Unpaid family workers Male
2013	71.7	64.5	15.4	31.6	13	3.8
2014	72.9	64.9	13.6	30.6	13.6	4.5
2015	75.4	65.7	11.6	29.9	13	4.4

Source: LFS

PERCENTAGE OF WOMEN AMONG CONTRIBUTING FAMILY MEMBERS, PERCENT - TOTAL	
Time Period	Data Value
2015	69.1
2014	69.6
2013	71.4
2012	67.7

PERCENTAGE OF WOMEN AMONG CONTRIBUTING FAMILY MEMBERS, PERCENT - TOTAL	
Time Period	Data Value
2009	71.2

Source: LFS

PUBLIC EXPENDITURE ON EDUCATION AND ON SOCIAL WELFARE AS A PERCENTAGE OF GDP, PERCENT - TOTAL		
Time Period	Education, Data Value	Social Welfare, Data Value
2001	3.8	3.3
2005	3.5	3.5
2010	4	3.8
2015	3.4	3.5

Source: Ministry of Finance

TOTAL NUMBER OF SOCIAL PROTECTION BENEFICIARIES REGISTERED AT THE CENTRE FOR SOCIAL WORK, NUMBER			
Time Period	Female	Male	Total
2011	306437	282482	588919
2012	327502	304201	631703
2013	336812	317746	654558
2014	353362	328810	682172
2015	360712	336716	697428

Source: Republic Institute for Social Protection

RELATIVE AT RISK OF POVERTY GAP BY SEX AND AGE, %					
Time Period	Female	Female 18-64 yr	Male	Male 18-64 yr	Total
2013	35.7	35.7	37.9	39.1	36.6
2014	38.8	42.9	40.7	44.4	40.3
2015	35.8	39.3	38.6	40.1	37.6

Source: Survey on Income and Living Conditions (SILC)

SEATS HELD BY WOMEN IN THE NATIONAL PARLIAMENT PERCENT - TOTAL	
Time Period	Data Value
2002	12.4
2004	10.8
2005	11.6
2007	20.4
2008	21.2
2012	33.2
2014	34
2016	34

*Source: SORS - Elections of deputies for the National Parliament*

PERSONAL COMPUTERS PER 100 POPULATION			
Time Period	Female 16-74 yr	Male 16-74 yr	Total 16-74 yr
2006	38.1	49.5	43.2
2010	53.1	59.8	56.3
2015	66.9	76	71.3
2016	70.5	75.2	72.8

*Source: SORS - Department of Informational - Communicational Technologies*



## Annex II. List of Relevant Laws and Strategies

Civil Procedure Law, "Official Gazette of the Republic of Serbia", No. 72/2011 49/2013- decision of CC, 74/2013 - decision of CC, 55/2014

Constitution of the Republic of Serbia, "Official Gazette of the Republic of Serbia", No. 98/2006

Criminal Procedure Code, "Official Gazette of the Republic of Serbia", No. 72/2011, 101/2011, 121/2012, 32/2013, 45/2013 and 55/2014

Decision of the Provincial Assembly on Amending the Decision of the Provincial Assembly on the Provincial Governance ("Official Gazette of the APV", no 37/2016)

Decision of the Provincial Assembly on Gender Equality, "Official Gazette of AP Vojvodina", No. 14/2004 and 18/2009

Decision of the Provincial Assembly on the Provincial Protector of Citizens – Ombudsperson, "Official Gazette of the AP Vojvodina No. 37/2014 and 40/2014

Decision on the establishment of the Coordination body for Gender Equality, "Official Gazette of the Republic of Serbia", No. 121/2014, 147/2014, 37/2015, 5/2016 and 91/2016

Declaration on Gender Equality, "Official Gazette of the AP Vojvodina", No. 14/2004

Family Law, "Official Gazette of the Republic of Serbia", No. "Official Gazette of the Republic of Serbia", No. 18/2005, 72/2001 – other law, and 6/2015

Family Law, "Official Gazette of the Republic of Serbia", No. 18/2005, 72/2001 – other law, and 6/2015)

Judicial Reform Strategy (2013-2018)

Labour Law, "Official Gazette of the Republic of Serbia", No. 24/2005, 61/2005, 54/2009, 32/2013 and 75/2014

Law on Advertising, "Official Gazette of the Republic of Serbia", No. 6/2016

Law on Agriculture and Rural Development, "Official Gazette of the Republic of Serbia", No. 41/2009 and 10/2013 – other law

Law on Arms and Ammunition, "Official Gazette of the Republic of Serbia", No. 20/2015

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## Annex IV. List of Key Informants

1.	Ana Manojlovic	Friedrich Ebert Stiftung
2.	Boris Ilijevski	Association of Citizens Resource Centre - Majdanpek
3.	Borjana Perunicic	Office of the Protector of Citizens
4.	Branka Draskovic	Assistant to the Deputy Prime Minister, Coordination Body for Gender Equality
5.	Danica Todorov	Former Deputy of the Provincial Ombudsperson for Gender Equality
6.	Dragan Sikimic	National Employment Service
7.	Dragana Djokovic Papic	SORS, Unit for Justice and Gender Statistics
8.	Dragana Nikolic	SORS, Unit for Justice and Gender Statistics
9.	Emilija Stanojevic	Head of the Sector, Commissioner for the Protection of Equality
10.	Irena Radinovic	Social Inclusion and Poverty Reduction Unit
11.	Ivan Sekulovic	Social Inclusion and Poverty Reduction Unit
12.	Jelena Tadzic	UNDP
13.	Jelena Zajeganovic Jakovljevic	UNICEF Belgrade
14.	Kosana Beker	Advisor, the Commissioner for the Protection of Equality
15.	Ljiljana Cickaric	Institute of Social Sciences
16.	Ljiljana Loncar	Coordination Body for Gender Equality
17.	Maja Zagorac	Ministry of Agriculture and Environmental Protection, Department for Legal Issues
18.	Maja Zaric	Ministry of Culture and Media, Media Department
19.	Marina Eufrozina	Women's Multiethnic Group, Seleus
20.	Marina Iles	Provincial Secretariat for Social Policy, Demography and Gender Equality
21.	Milana Lazic	Coordination Body for Gender Equality
22.	Milana Rikanovic	UN Women
23.	Milica Stankovic	Ministry of Economy, Department for SME Development
24.	Mirjana Kecman	Assistant to the CPE
25.	Nadezda Sataric	NGO AmitY
26.	Natasa Todorovic	Red Cross of Serbia
27.	Ranka Savic	President, Association of Free and Independent Trade Unions
28.	Rozeta Aleksov	Standing Conference of Towns and Municipalities
29.	Sanja Copic	Institute for Criminology Research
30.	Sanja Popovic Pantic	Association of Women Entrepreneurs of Serbia
31.	Sanja Prodanovic	Ministry of Agriculture and Environmental Protection, Department for Rural Development
32.	Slobodan Saric	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
33.	Snezana Vojcic	Embassy of Sweden, Development Programme Section

34.	Svenka Savic	School of Romology & Gender Studies, University of Novi Sad
46.	Svetlana Djordjevic	Office for Human and Minority Rights
35.	Svetlana Milosevic	Ministry of Economy
36.	Svetlana Selakovic	Provincial Secretariat for Social Policy, Demography and Gender Equality
37.	Tatjana Djuric Kuzmanovic	Business School, Novi Sad
38.	Vasilija Zivanovic	Republic Geodetic Authority
39.	Vesna Ackovic	Ministry of Education, Science and Technology Development
40.	Vesna Nikolic Ristanovic	Victimology Society of Serbia
41.	Zorica Mrsevic	Institute of Social Sciences
42.	Zorica Savic Nikolic	United Trade Unions Independence, Women's Section





