

Pursuant to Article 45, paragraph 1 of the Law on Government (Official Gazette of RS, No 55/05, 71/05 – corrigendum, 101/07 and 65/08, 16/11, 68/12 – Constitutional Court and 72/12, 7/14 – Constitutional Court and 44/14),

the Government has adopted

## **NATIONAL GENDER EQUALITY STRATEGY 2016 – 2020**

### **WITH THE ACTION PLAN 2016 – 2018**

#### **Introduction**

The National Gender Equality Strategy (hereinafter: Strategy) is the fundamental strategic document of the Republic of Serbia adopted to advance gender equality in the period from 2016 through 2020. The adoption of the Strategy is based on the Constitution of the Republic of Serbia which guarantees human rights envisaged in ratified international treaties, the generally accepted provisions of international law and legislation (Article 18, paragraph 1), provides for equality of men and women and the development of an equal opportunities policy (Article 15) and prohibits discrimination on any grounds, including gender-based discrimination (Article 21, paragraph 3). The Law on Gender Equality (Official Gazette of RS, No 104/09) obliges all public authorities to implement an active equal opportunities policy, to monitor the exercise of gender-based equality principle in all fields of public life and the implementation of international standards and the respective rights guaranteed by the Constitution.

By adopting and implementing the Strategy hereof, the Government achieves a continuity and reaffirms its commitment to the reforms aimed at providing for comprehensive respect for human rights, at the same time meeting its obligations derived from the process of accession to the European Union. The adoption of the Strategy is a priority envisaged in the National Program for the Adoption of the Acquis (2014 – 2018). The Strategy also indicates the commitment of the Government to fulfil the recommendations of UN human rights mechanisms relating to advancing gender equality. Under the recommendations of the UN Human Rights Council, after the Republic of Serbia underwent the second cycle of the Universal Periodic Review on January 30 2013, ten of the 139 accepted recommendations refer to gender equality, while 15 refer to preventing domestic violence<sup>1</sup>. The UN Committee on Economic, Social and Cultural Rights<sup>2</sup>, as

---

<sup>1</sup> Recommendations of the Human Rights Council A/HCR/WG.6/15/L.13.

<sup>2</sup> E/C12/SRB/CO/2 as of May 15, 2014 relating to the Second Periodic Report of Serbia on the implementation of the International covenant on Economic, Social and Cultural Rights.

well as the UN Human Rights Committee<sup>3</sup>, indicate that there is a need to strengthen national gender equality mechanisms, eliminate gender-based discrimination and eliminate domestic violence. Furthermore, both Committees called upon the Republic of Serbia to conduct comprehensive reforms in order to eliminate the provisions and practices supporting gender-based discrimination, and to implement specific measures to increase the representation of women in public administration, local governments and decision-making processes.

Finally, the Anti-discrimination Law (Official Gazette of RS, No 22/09) obliges the state to implement comprehensive measures of prevention and protection against multiple discrimination, which is described as a severe form of discrimination (Article 13, item 5). The Strategy focuses specifically on the elimination of multiple discrimination and improving the status of women discriminated against on multiple grounds (Roma women, elderly women, women with disabilities, women in rural areas, women with HIV, women who are members of national minorities and sexual minorities, single mothers, victims of gender-based violence, displaced women, migrant women, impoverished women...).

The initiative to develop and adopt the Strategy was launched by the Gender Equality Coordination Body, since the relating activities envisaged in the National Strategy for Improving the Status of Women and Promoting Gender Equality (Official Gazette of RS, No 15/09) and its Action Plan (Official Gazette of RS, No 67/10) refer to the period from 2009 through 2015. The previous Strategy set out a comprehensive and consistent national policy aimed at eliminating discrimination against women, improving their position and mainstreaming gender equality principles across all areas that are in the jurisdiction of institutions, as a factor underlying modernization and democratization of society. The previous strategy covered areas referring to the participation of women in policy making, decision making, economy, education, health, prevention of violence against women and eliminating gender stereotypes in media.

The findings of the Evaluation of the Action Plan for the Implementation of the National Strategy for Improving the Status of Women and Promoting Gender Equality 2010 – 2015, adopted in October 2015, indicate that certain progress in these fields was achieved, in particular in view of improving the legal framework in the field of equal participation of women and men in political life, anti-discrimination, labour and employment, establishment of institutional gender equality mechanisms, advancing gender-sensitive statistics and increased visibility of the issue of violence against women. The evaluation confirmed that the selected strategic areas and targeted interventions were relevant and that some areas should be expanded or redefined. Unfortunately, the desired impact failed to be achieved in a number of key areas. Participation of women in public authority bodies apart from legislative bodies is still low, economic position of women is unfavourable, violence against women, including femicide<sup>4</sup>, is widely present and media content is still characterised by sexism and misogyny. Employment, entrepreneurship and economic empowerment measures have yielded weak results, including measures for advancing

---

<sup>3</sup> CCPR/C/SRB/CO/2 as of 24 March 2011 relating to the Second Periodic Review of the Republic of Serbia on the implementation of the International Covenant on Civil and Political Rights.

<sup>4</sup> “Femicide” pertains to gender-based killing of women and/or intentional killing of females by males because they are females. Femicide is a form of violence against women motivated by hate, contempt and intolerance for women. Femicide is expressed differently in different cultures (burning of widows, abortion of female foetuses, genital mutilation, “honour” killings, killing for dowry, killing by intimate partners, etc.). In Serbia, the most pronounced form of femicide is the killing of women as a consequence of prolonged exposure to domestic and intimate partner violence.

the status of groups discriminated against on multiple grounds. The implementation of the Action Plan was fragmented and had limited horizontal and vertical impact. Gender perspective was not mainstreamed across all relevant strategies. Allocated resources were not even closely sufficient for an effective implementation of defined operational activities. Such results of the implementation of the Action Plan 2010-2015 were partly due to the lack of consistent and effective management, overseeing and reporting mechanisms. The findings of the Evaluation were taken into account in the development of this strategy and the selection of strategic goals for the next medium-term period.

An overview of the state of play in the field of gender equality in the Republic of Serbia (Chapter 2) was prepared based on statistical data of the Statistical Office of the Republic of Serbia, information and data of public administration bodies and institutions, the Provincial Secretariat for Economy, Employment and Gender Equality, the Centre for Women/Gender Studies, annual reports of the Ombudsman, the Commissioner for the Protection of Equality and the Provincial Ombudsman, the Second National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia, the findings of relevant surveys and studies of independent experts, women and other associations; the findings of the Evaluation of the Action Plan for the Implementation of the National Strategy for Improving the Status of Women and Promoting Gender Equality 2010-2015 (hereinafter: Evaluation of the Action Plan 2010-2015), and the state of play and the conclusions of consultative meetings conducted in local communities in the course of development of the Strategy hereof. Assessment of gender equality given in the Screening Report of the European Commission for Serbia, Chapter 23 – Judiciary and Fundamental Rights (EU MD 45/14 as of 15 May 2014), the European Commission Progress Report for Serbia (SWD (2014) 302) and the Concluding Observations of the Committee on the Elimination of Discrimination against Women on the Second and Third Periodic Reports on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW/C/SRB/2-3) were also taken into account.

Since the Strategy is a multisectoral document, its development involved all the relevant ministries, Government bodies, institutions and organizations. Pursuant to Article 28 of the Decree on the Principles for Internal Organization and Job Systematization in Ministries, Special Organizations and Government Services (Official Gazette of RS, No 81/07 – revised text, 69/08, 98/12 and 87/13), the Deputy Prime Minister and Minister of Construction, Transport and Infrastructure adopted the decision to establish a Special Working Group for Preparing the Draft Gender Equality Strategy (hereinafter: Working Group). The Working Group comprised representatives of the Ministry of Agriculture and Environmental Protection, the Ministry of Health, the Ministry of Labour, Employment, Veteran and Social Affairs, the Ministry of Economy, the Ministry of Youth and Sports, the Ministry of Trade, Tourism and Telecommunications, the Ministry of Education, Science and Technological Development, the Office for Cooperation with Civil Society, the Office for Human and Minority Rights, the European Integration Office, the Provincial Secretariat for Economy, Employment and Gender Equality, the Standing Conference of Towns and Municipalities, the Serbian Chamber of Commerce, the Social Inclusion and Poverty Reduction Unit of the Government of the Republic of Serbia and the Centre for Gender and Policy Studies at the Faculty of Political Sciences of Belgrade University. The preparation process also involved the Ministry of Culture and Information and the Statistical Office of the Republic of Serbia. Local governments, local gender equality and human rights mechanisms, political parties, businesses, media, education and health

institutions, youth, women and other associations and expert community were involved in the preparation of the Strategy through consultative meetings organized at the local level.

The preparation process involved partner organizations such as the European Union Delegation in Serbia, the United Nations Development Programme (UNDP), the United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN), the Organization for Security and Co-operation in Europe (OSCE) and the Women's Parliamentary Network.

The implementation of equal opportunities and gender equality policy implies the use of non-discriminatory gender-sensitive language. The National Strategy for Improving the Status of Women and Promoting Gender Equality, which expired in 2015, recommended the introduction of non-discriminatory terminology and the standardization of the Serbian language in terms of adequate use of gender and appropriate terms in regulations and communication. The recommendation has not been implemented. Lacking standardized terminology in the field of gender equality, the significance of specific terms applied in this Strategy has been unified so that the terms have the following meaning:

- a) "gender" pertains to socially established roles, position or status of women and men in public and private life, from which discrimination based on biological sex is derived as a result of social, cultural and historical differences;
- b) "sex" pertains to biological characteristics of a person;
- c) "gender equality" refers to equal participation of all persons irrespective of their gender in all areas of social and private life, including equal position, equal opportunities for exercising their rights and equal benefits from achieved results in compliance with the Constitution of the Republic of Serbia (hereinafter: Constitution), the generally accepted rules of international law, ratified international treaties and laws;
- d) "mainstreaming gender equality in public policies" signifies that gender equality should become mainstreamed in the planning, development and implementation of public policies, laws, programmes and measures; the needs, priorities and specific position of women and men, including vulnerable groups, are included systematically in public policies, whose impact on the position of women and men, including vulnerable groups, is actively considered at all stages (planning, development, implementation, overseeing and valuation) and at all levels, with equal participation of women and men in these processes;
- e) "gender perspective" represents respect for gender diversity in relevant public policy areas;
- f) "gender-sensitive language" is the language of gender equality;
- g) "gender-responsive budgeting" represents the introduction of a gender equality principle in the budget development process; it pertains to a gender-based analysis of the budget and mainstreaming of a gender perspective in all budget processes and restructuring of revenues and expenditures to improve gender equality;
- h) "vulnerable group" refers to a segment of the population with specific characteristics or found in a situation exposing them to a more pronounced risk of discrimination and discriminatory behaviour than others.

## **International Legal and Political Framework**

The protection of women from discrimination and respect for gender equality represent the basis for achieving human rights established by international documents signed by the Republic of Serbia. The European integration process requires adherence to the highest international standards originating from these documents in the field of exercise and protection of fundamental human rights.

The key international instruments this strategy is harmonized with are the UN Universal Declaration of Human Rights (1948), the Convention on the Elimination of All Forms of Discrimination against Women, UN General Assembly Resolution 34/180, 1979 (“Official Journal of SFRY – International Treaties”, No 11/81), the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (“Official Journal of FRY – International Treaties”, No 13/02); the International Covenant on Civil and Political Rights, UN General Assembly Resolution 2200 A(XXI), 1966 (“Official Journal of SFRY – International Treaties”, No 7/71); International Covenant on Economic, Social and Cultural Rights, UN General Assembly Resolution 2200 A(XXI), 1966. (“Official Journal of SFRY – International Treaties”, No 7/71); the Optional Protocol to the International Covenant on Civil and Political Rights (“Official Journal of FRY – International Treaties”, No 4/01); the Optional Protocol to the International Covenant on Social and Economic Rights (“Official Journal of FRY – International Treaties”, No 4/01); the UN Convention on the Rights of Women, 1952; the Convention on the Elimination of All Forms of Racial Discrimination, 1966; the Nairobi Forward-looking Strategies for the Advancement of Women, UN, 1985; the Vienna Declaration and Action Programme, UN, 1993; the Beijing Declaration and Platform for Action, adopted at the Fourth World Conference on Women, 1995; the UN Millennium Development Goals, adopted at the UN Millennium Summit, 2000; UN Security Council Resolution 1325 (2000), UN General Assembly Resolution 3521 (XXX) Equality between Men and Women and Elimination of Discrimination against Women, 1975; Resolution 58/142 Women and Political Participation, 2003; Convention against Discrimination in Education, 1960; Convention on the Nationality of Married Women, 1957; Convention concerning Discrimination in Respect of Employment and Occupation (ILO-C-19) 1958; Maternity Protection Convention (ILO-C-103) 1952; Convention concerning Equal Opportunities and Equal Treatment for Men and Women Workers (Workers with Family Responsibilities) (ILO-C-156), 1981; Convention concerning Equal Remuneration for Men and Women Workers for Work of Equal Value (ILO-C-100), 1951; General Recommendation 33 of the Committee for the Elimination of Discrimination against Women on Access to Justice, 2015.

The Strategy is harmonized with all Council of Europe documents in the field of human rights and gender equality. These documents are: the European Convention for the Protection of Human Rights and Fundamental Freedoms, 1950, amended pursuant to Protocol No 11 (“Official Journal of SMNE – International Treaties”, No 9/03, 5/05 and 7/05 – corr.) with Protocol 7 (1984) and Protocol 12 (2000); European Social Charter, 1961 and Revised European Social Charter, 1996; Declaration on Equality between Women and Men as a Fundamental Criterion of Democracy, 1997; Recommendation of the Committee of Ministers of the Council of Europe No R (97) 20 – on “hate speech”; Recommendation by the Committee of Ministers of the Council of Europe No R (97) 21 – on the media and the promotion of a culture of tolerance; Resolution 176 (2004) on gender mainstreaming at the local and regional level; Recommendation of the Committee of Ministers on: education CM/Rec(2007)13; family violence P(85); elimination of

sexism in language P(90)4; sexual abuse, pornography, prostitution, trafficking of children and youth P(91)11; equality between women and men P(1229)1994; reconciling work and family life P(96)5; role of women in science and technology P(1435)1999; gender mainstreaming P(98)14; participation of women in the political life of European regions P(68)1999; improving the status of women in rural areas P(1321)1997; protection of women from violence P(2002)5; balanced participation of women and men in political and public decision-making P(2003)3; representation of women in media P(2002)1555; standards and mechanisms to achieve gender equality P(2007)17; inclusion of gender differences in healthcare policy P(2008)1; on representing women in the election system P (2010) 1899.

In drafting this Strategy, the Republic of Serbia also took under consideration the strategic goals established in the Council of Europe Gender Equality Strategy 2014-2017, adopted on 06 November 2013: (1) elimination of gender stereotypes and sexism, (2) prevention and combating violence against women, (3) guaranteeing equal access of women to justice, (4) achieving balanced participation of women and men in political and public decision-making, and (5) achieving gender equality in all policies and measures.

The Strategy is also based on the strategic goals adopted by other bodies, such as certain European institutions and associations, vital for improving gender equality, such as the European Charter for equality of men and women in local life of the Council of European Municipalities and Regions (2006).

Considering its European Union membership candidate status, the Republic of Serbia is committed to fully adopting the EU acquis. Therefore, this Strategy takes into consideration key documents in this field: the Treaty of Amsterdam (1997) regulating human rights, particularly the principle of equal treatment of men and women and the prohibition of sex-based discrimination; the European Union Charter on Fundamental Rights, the European Disability Strategy 2010-2020, the European Platform against Poverty and Social Exclusion, the Strategy for Equality between Men and Women 2010-2015, the Strategy of Smart, Sustainable and Inclusive Growth “Europe 2020” COM(2010) 2020, Directive no. 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, Directive no. 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation, Directive no. 2006/54/EC on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation, Directive 2010/41/EU of 7 July 2010 on the application of the principle of equal treatment between men and women engaged in an activity in a self-employed capacity, Directive 86/613/EEC of 11 December 1986 on the application of the principle of equal treatment between men and women engaged in an activity, including agriculture, in a self-employed capacity, and on the protection of self-employed women during pregnancy and motherhood, Directive 2004/113/EC implementing the principle of equal treatment between men and women in the access to and supply of goods and services, Directive 92/85/EEC on the introduction of measures to encourage improvements in the safety and health at work of pregnant workers and workers who have recently given birth or are breastfeeding (tenth individual Directive within the meaning of Article 16 (1) of Directive 89/391/EEC), Council Recommendation on the promotion of positive action for women; Commission Recommendation on the protection of dignity of women and men at work; Council Resolution on the promotion of equal opportunities for women; Council Resolution on the balanced participation of men and women in decision-making; Council Resolution concerning the state of women’s health in the

European Community; Council Resolution on women in science; Resolution of the Council and of the Ministers for Employment and Social Policy on the balanced participation of women and men in family and working life; European Parliament Resolution on women in international politics; Small Business Act, 2008; the Programme of the action for the integration of gender equality in Community development cooperation – Communication from the Commission to the Council and the European Parliament (A Roadmap for equality between women and men 2006-2010), etc.

### **National Legal and Political Framework**

The Constitution of the Republic of Serbia guarantees human rights established by ratified international treaties, the generally accepted rules of international law and legislation, whereby legislation shall in no case influence the essence of the guaranteed right (Article 18, paragraph 1). Article 19 of the Constitution states that the purpose of the constitutional guarantees is “preserving human dignity and achieving full freedom and equality for every individual”. Article 15 establishes an equal opportunities policy as a state obligation and guarantees the equality of women and men.

The highest legal instrument of the Republic of Serbia proclaims the principle of equality before the Constitution and the law and prohibits direct and indirect discrimination on any grounds, including discrimination based on sex (Article 21, paragraph 3). It guarantees the right to equal legal (Article 21, paragraph 2) and judicial protection (Article 36), the legal protection of all fundamental human rights to all citizens without discrimination, including addressing international institutions with the aim of protecting guaranteed rights (Article 22, paragraph 2). The Constitution envisages the Republic of Serbia may introduce special measures “to achieve full equality of persons or a group of persons in an essentially unequal position with other citizens” (Article 21, paragraph 4). This constitutional provision paves the way to developing a gender equality policy and improving legislation, as well as introducing measures aimed at eliminating discrimination against women.

The Constitution, additionally, guarantees the right to rehabilitation and compensation of material or non-material damages caused by the unlawful or irregular activities of state or other bodies (Article 35), the inviolability of physical and mental integrity (Article 25, paragraph 1), prohibits slavery and statuses similar to slavery, as well as all forms of human trafficking (Article 26, paragraphs 1 and 2), guarantees the protection of children from psychological, physical, economic and any other form of exploitation or abuse (Article 64, paragraph 3), guarantees special protection for families, mothers, single parents and children (Article 66), stipulates the provision of equality and representation of genders in the National Assembly in accordance with the Law (Article 100, paragraph 2). The Constitution guarantees a set of economic rights guaranteeing the right to employment, the right to work and the right to a free choice of occupation for women and men under equal conditions.

The key laws this Strategy relies on are the Anti-Discrimination Law (“Official Gazette of RS”, No 22/09) and the Law on Gender Equality (“Official Gazette of RS”, No 104/09).

The Anti-Discrimination Law provides for the general prohibition of discrimination, forms and cases of discrimination and mechanisms of protection. The envisaged grounds of discrimination include, *inter alia*, sex, gender identity, sexual orientation, marital and family

status (Article 2, paragraph 1). The Law defines discrimination based on sex as acting “against the principle of the equality of sexes, i.e. the principle of respecting equal rights and freedoms for women and men in the political, economic, cultural and other aspects of public, professional, private and family life” (Article 20, paragraph 1). Article 14 of the Law envisages the application of special measures introduced to achieve full equality, protection and progress for persons and/or groups of persons found in an unequal position.

The Law on Gender Equality (“Official Gazette of RS”, No 104/09) provides for the creation of equal opportunities for exercising rights and obligations, undertaking special measures to prevent and eliminate discrimination based on sex and the procedure of legal protection of persons exposed to discrimination. Under equality of the sexes the Law denotes “the equal participation of women and men in all areas of the public and private sector, in accordance with the generally accepted rules of international law, ratified international treaties, the Constitution of the Republic of Serbia and legislation, which are to be respected by all” (Article 2, paragraph 1). Public authorities, bodies of the autonomous provinces, local self-government administration bodies, organizations entrusted with executing public competences, as well as legal persons founded or financed in their entirety or predominantly by the Republic of Serbia, the autonomous province and local self-government unit, shall monitor the achievement of equality of sexes in all areas of social life, the implementation of international standards and the constitutionally guaranteed rights in this field (Article 2, paragraph 4). The Law obliges public authorities to lead an active equal opportunities policy in all areas of social life (Article 3). An equal opportunities policy involves achieving equality of the sexes in all phases of planning, adopting and implementing decisions of importance for the status of women and men. The Law distinguishes between the terms *sex* and *gender*, stating that *sex* pertains to the biological characteristics of a person (Article 10, paragraph 1, item 1), while *gender* denotes “socially established roles, position and status of women and men in public and private lives out of which, due to social, cultural and historic differences, discrimination ensues on the basis of biologically belonging to a sex” (Article 10, paragraph 1, item 2). Gender-based discrimination is defined as “any unjustified differentiation or unequal treatment or failure to treat (exclusion, restriction or prioritizing) aimed at hindering, jeopardizing, preventing or denying exercising or enjoyment of human rights and freedoms to a person or a group of persons in the area of politics, economy, social, cultural, civil, family life or any other area” (Article 4, paragraph 1). It is also considered discrimination if a person is unjustifiably treated less favourable than others, exclusively or mostly because they have asked or intend to ask for legal protection from discrimination, or have offered or intend to offer evidence of discriminatory treatment. Unjustifiable differentiation, exclusion, restriction and treatment or other measures undertaken, as per this Law, are particularly considered to be: 1) if the measure undertaken is not justified by legal or legitimate aims; 2) the measures undertaken are not proportional to the goal being achieved by the measures undertaken. Just like the Anti-Discrimination Law, the Law on the Equality of Sexes envisages undertaking special measures to eliminate and prevent the unequal position of women and men and achievement of equal opportunities for both sexes (Article 7).

The Strategy supports the realization of anti-discriminatory provisions and special measures intended to improve the status of members of vulnerable groups under the following laws:

- Law on Preventing the Discrimination of Persons with Disabilities (“Official Gazette of RS”, No 33/06);



- Law on the Protection of the Rights and Freedoms of National Minorities (“Official Journal of FRY”, No 11/02 and “Official Gazette of RS”, No 72/2009 – other law));
- Criminal Code (“Official Gazette of RS”, No 85/05, 88/05 – corr., 107/05 – corr., 72/09, 111/09, 121/12, 104/13, 108/14);
- Family Law (“Official Gazette of RS”, No 18/05);
- Law on Social Protection (“Official Gazette of RS”, No 24/11);
- Labour Law (“Official Gazette of RS”, No 24/05, 61/05, 54/09, 32/13, 75/14);
- Law on Employment and Unemployment Insurance (“Official Gazette of RS”, No 36/09);
- Law on Public Information and Media (“Official Gazette of RS”, No 84/14, 58/15);
- Law on Electronic Media (“Official Gazette of RS”, No 83/14);
- Law on the Fundamentals of the Education System (“Official Gazette of RS”, No 72/09, 52/11);
- Law on Higher Education (“Official Gazette of RS”, No 76/05, 97/08);
- Law on Churches and Religious Communities (“Official Gazette of RS”, No 36/06);
- Law on the Election of Members of Parliament (“Official Gazette of RS”, No 35/00, 57/03, 72/03, 18/04, 101/05, 104/09, 28/11, and 36/11);
- Law on Local Elections (“Official Gazette of RS”, No 129/07, 34/10 – CC, 54/11);
- Law on Health Protection (“Official Gazette of RS”, No 107/05, 72/09 – other law, 88/10, 99/10, 57/11, 119/12, 45/13 – other law, 93/14);
- Law on Free Access to Information of Public Importance (“Official Gazette of RS”, No 120/04);
- Law on Local Self-Government (“Official Gazette of RS”, No 129/07);
- Law on the Professional Rehabilitation and Employment of Persons with Disabilities (“Official Gazette of RS”, No 36/09);
- Law on Youth (“Official Gazette of RS”, No 50/2011);
- Law on Preschool Education (“Official Gazette of RS”, No 18/2010);
- Law on Sports (“Official Gazette of RS”, No 24/11 и 99/11 – other law);
- Law on Preventing Abuse at Work (“Official Gazette of RS”, No 36/10);
- Law on the National Councils of National Minorities (“Official Gazette of RS”, No 72/09, 20/14 – CC, 55/14);
- Law on Public Media Services (“Official Gazette of RS”, No 83/14);
- Culture Law (“Official Gazette of RS”, No 72/09).

### **Connection to Other Strategic Documents of the Republic of Serbia**

The Strategy is based on priority Government objectives<sup>5</sup>, and its responses are harmonized with the priorities defined in the National Program for the Adoption of the EU Acquis (2014–2018), specifically with the following chapters:

- 1.2.3. Economic and Social Rights (poverty reduction, protection of youth, social inclusion of the Roma, persons with disabilities);
- 3.11.1.3. State Aid in Agriculture (incentives in agriculture and rural development);

---

<sup>5</sup> [www.rsjp.gov.rs/pripritetni-ciljevi-vlade-srbije-utvrdjeni-akcionim-planom-za-sprovodjenje-programa-vlade](http://www.rsjp.gov.rs/pripritetni-ciljevi-vlade-srbije-utvrdjeni-akcionim-planom-za-sprovodjenje-programa-vlade)

- 3.8.1. Statistics (improving official statistics);
- 3.19.2. Safety and Health at Work (labour legal protection of women workers, in particular pregnant women, amendments to the Law on Gender Equality in view of the transposition of provisions prescribed in Directive 2006/54/EC on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation);
- 3.19.3. Social Dialogue (improving collective negotiation);
- 3.19.4. Employment and European Social Fund (creating and targeting active employment policy measures at hard-to-employ persons: youth, the elderly, redundant workers, persons without qualifications, persons with low qualifications, the Roma, persons with disabilities; better efficiency of employment policies aimed at vulnerable groups);
- 3.19.5. Social Inclusion (continuation of activities aimed at improving the status of vulnerable groups, in particular the social inclusion of children with development challenges and adults with intellectual disabilities and mental health problems; the protection of elderly persons and person with illnesses, better availability of social protection services in rural and remote regions and higher awareness of the rights of the elderly);
- 3.19.7. Prevention of Discrimination and Equal Opportunities (adoption of the National Strategy for the Promotion of Gender Equality for 2016-2020, in accordance with the evaluation of the previous strategic document and realistic goals based on current results, with the participation of all relevant partners; adoption of the National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Partner Relationships for 2016-2020 in accordance with EU policies in this field and the Council of Europe Convention on the Prevention and Combating Violence against Women and Family Violence; adoption of the Strategy for Improving the Status of Persons with Disabilities in the Republic of Serbia for the period after 2015, raising public awareness on the importance and need for respect and application of the principle of gender equality and advocating policies of providing assistance and support to victims of gender discrimination, as well as work on the economic empowerment of women and their political participation);
- 3.20.4. Small and Medium-Sized Enterprises Policy (improving youth, social and women's entrepreneurship);
- 3.23.3. Fundamental Rights (implementation of the Strategy for Prevention and Protection against Discrimination for 2014-2018; application of the United Nations mechanisms on respecting human rights – the eight basic treaties on human rights and the Universal Periodic Review; priorities aimed at the prohibition of discrimination and planned projects and programmes financed from international development assistance funds targeting women, children, the Roma and persons with disabilities as end beneficiaries; free-of-charge legal assistance, rights of victims).

This strategy is complementary to the Strategy for Prevention and Protection from Discrimination adopted by the Government in 2013 ("Official Gazette of RS", No 60/13) identifying women as one of the nine vulnerable social groups particularly exposed to the risk of

discrimination and discriminatory treatment. The goals and measures envisaged by this strategy are harmonized with the goals and measures envisaged by the Strategy for Prevention and Protection from Discrimination regarding the prevention and protection of women from discrimination and the relevant Action Plan adopted in October 2014.

This Strategy is also harmonized with other national strategies tackling in part the improvement of gender equality and the status of women in the field, such as:

- National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Partner Relationships 2011-2015;
- Strategy for Support to the Development of Small and Medium-sized Enterprises, Entrepreneurship and Competitiveness 2015-2020 and the relevant Action Plan;
- Youth Strategy 2015–2025;
- Strategy for the Development of Sports 2014–2018;
- Agriculture and Rural Development Strategy 2014–2024;
- Strategy for the Development of Education in the Republic of Serbia by 2020;
- National Social Housing Strategy 2012–2022;
- Strategy for the Development of the Public Information System by 2016;
- Strategy for the Professional Development of Public Servants 2011–2013;
- National Employment Strategy 2011–2020;
- Strategy for the Development of the Free Legal Aid System;
- Strategy for the Development of Information Society by 2020;
- Career Guidance and Counselling Strategy;
- Scientific and Technological Development Strategy 2010–2015;
- Strategy for the Improvement of the Status of Roma 2015–2020;
- Public Health Strategy;
- Strategy for the Development of Official Statistics 2009–2012;
- Strategy for Prevention and Protection of Children from Violence;
- Birth Promotion Strategy;
- Adult Education Development Strategy;
- Vocational Education Development Strategy;
- Strategy for the Improvement of the Status of Persons with Disabilities;
- Social Protection Development Strategy;
- Strategy for the Development of Agriculture;
- Ageing Strategy;
- Strategy for the Development of Information Society;
- Judicial Reform Strategy;
- Strategy for Combating Human Trafficking;
- First and Second National Report on Social Inclusion and Poverty Reduction;
- National Action Plan for the Implementation of the United Nations Security Council Resolution “Women, Peace and Security” in the Republic of Serbia (2010–2015).

In defining the problem, goals and objectives, as well as the measures intended to achieve the goals, the Strategy also took into account the following:

- Recommendation of the Government of the Republic of Serbia for lines of action provided in the Second National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia: Review and State of Social Exclusion and Poverty for the Period 2011-2014 with Priorities for the Next Period (October 2014),

- Conclusion by the Government of the Republic of Serbia (05 No 337–1685/2015, of 19 February 2015) accepting the Report of the Political Council on the implementation of the National Action Plan for the Implementation of Resolution 1325 of the UN SC “Women, Peace, Security” in the Republic of Serbia (2010-2015) for the period 2011-13,
- Recommendations for the effective suppression of discrimination against women and establishing effective gender equality provided in the Special Report of the Commissioner for the Protection of Equality on the Discrimination of Women, their Status, Frameworks and Key Issues in Achieving and Protection from Discrimination (“Official Gazette of RS”, No 44/15),
- Recommendations by the Ombudsman,
- Recommendations by the Commissioner for the Protection of Equality,
- Recommendations of the Provincial Ombudsman,
- Recommendations and platforms of women’s and other associations, including: Women’s Platform for the Development of Serbia 2014-2020, Palić, 2014; Platform of the Roma – Women’s Network of Serbia of 16 June 2010; Platform for the Development of Women’s Entrepreneurship in Serbia of 30 March 2015; Academy of Women’s Leadership with the support of 50 associations and 68 individuals; Initiative to the Government of the Republic of Serbia towards sustainable and efficient solutions for achieving a gender equality policy in the Republic of Serbia of 11 August 2014; YUCOM (2012), Recommendations for Improving the Status of Women and Promoting Gender Equality, Belgrade: YUCOM,
- Conclusions from discussions organized with associations, including those at the local level.

## **1. STATE OF PLAY IN THE FIELD OF GENDER EQUALITY IN THE REPUBLIC OF SERBIA**

Formally regarded, women and men in the Republic of Serbia have equal rights. However, indicators show that the overall socio-economic status of women is significantly less favourable than that of men, and that there is a wide gap between the proclaimed principles and specific practices in policy implementation. This is the key and common conclusion of a series of studies on the status of women conducted by the Ministry of Labour, Employment, Veteran and Social Affairs in 2014. This assessment of the state of gender equality is also confirmed by the findings of the Evaluation of the Action Plan for the Implementation of the National Strategy for Improving the Status of Women and Promoting Gender Equality 2010 – 2015, the reports and recommendations by independent bodies tackling the protection of the rights of citizens, as well as surveys and studies in this field.

The UN Committee for the Elimination of Discrimination against Women issued a total of 24 recommendations to the Republic of Serbia in its Concluding Observations on the Combined Second and Third Periodic Reports on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW/C/SRB/2–3). According to the provided recommendations, the Republic of Serbia should improve the legal and institutional framework for the prohibition of discrimination and improvement of equality, and provide adequate and sustainable budgetary and human resources to implement the strategies, policies and measures for the elimination of discrimination against women, particularly members of vulnerable groups. The Committee, *inter alia*, supports the elimination of patriarchal gender stereotypes, preventing and reducing violence against women, strengthening efforts to establish gender-sensitive education, undertaking special measures to improve the status of vulnerable groups of women, particularly women in rural areas, and states the need for greater participation of women in public and political life.

### **1.1. Gender Equality in Partner and Family Relations – Economy of Care and Distribution of Time**

Population and demographic policy and gender stereotypes lead to parenthood being seen as predominantly the responsibility and role of women, and young women are primarily regarded as mothers-to-be. This is also one of the basic reasons for institutional and individual discrimination against women in the labour market<sup>6</sup>, and the form of discrimination best recognized by citizens.

The unfavourable status of women is pronounced across all types of families, but it is most evident in families with children of up to six years of age, as well as in cases of single parents who are mostly women. The majority, i.e. 79% of single-parent families are of the “mother with children” type. The coverage of children by preschool education is not satisfactory (only slightly more than half the four-year-olds are included in preschool education, while in certain municipalities the coverage is lower than 40%). The availability of childcare services is

---

<sup>6</sup>Commissioner for the Protection of Equality (2013). *Regular Annual Report of the Commissioner for the Protection of Equality for 2012*, Belgrade: Commissioner for the Protection of Equality;  
Commissioner for the Protection of Equality (2014). *Regular Annual Report of the Commissioner for the Protection of Equality for 2013*, Belgrade: Commissioner for the Protection of Equality.

inadequate, particularly in view of achieving a balance between professional and private life. Women account for 63% of all persons leaving work or reducing the number of working hours due to caring for children or other family members, the remaining 37% being men, while persons who are labour-inactive due to caring for children or other family members and nearly exclusively women.

The birth-rate is negative, the number of intentional terminations of pregnancy is high, awareness and availability of contraception are unsatisfactory and sexual education has failed to “enter” schools. Underage pregnancies and births constitute a specific problem – there are 1.4% of women over 20-24 among the general population who gave birth before their eighteenth birthday, while in Roma settlements this number totals 38.3%.

Data of the Statistical Office of the Republic of Serbia indicate that the majority of the population older than 65 comprises women, particularly in single-member households, women accounting for 78% of single-member households. Services for the elderly, for children and adults with developmental problems, as well as persons with disabilities, are unavailable in most municipalities and towns, particularly in rural settlements. Palliative care is underdeveloped and unavailable. Surveys indicate that the burden of this type of care is on women. Therefore the differences in the use of time between women and men are not merely indicators of gender relations, but also indicate the level of development of social relations and services in society and the state. The UN Development Programme (UNDP) set the relation of paid and unpaid labour within the household as one of the human development indicators. In fact, gender inequality is one dimension of social development, and differences in the use of time are a relevant indicator.

The survey on the use of time by the Statistical Office of the Republic of Serbia showed significant differences in the workload of women and men, particularly based on unpaid labour between women and men. Although men are spending more time on paid labour, women spend significantly more time on unpaid labour, and in the overall sum exceed men by one hour per day. Unpaid activities involve so-called housework: dealing with food, maintaining the household, care for the child/children or adult household members, production and care for textiles, shopping and services, repairs, gardening, as well as travel regarding the above activities. In total, 95% of women and only 77% of men participate daily in unpaid work. These women (95% of all women) spend 5.08 hours, while men performing unpaid labour (77% of all men) spend 2.58 hours, i.e. around 40% less. The survey on the use of time also showed that women spend the time travelling to and from work in public transport, while men mostly travel in cars. Men enjoy their free time one hour longer per day than women.

A family with such characteristics represents a basis for the reproduction of gender roles and unequal power relations. The consequences of this can also develop into violence. Measures are required to make the distribution of resources more equal, including time, as well as the burden of housework and caring for children and the elderly.

## **1.2.Participation in Political and Public Life**

The findings of the Evaluation of the Action Plan for the Implementation of the National Strategy for Improving the Status of Women and Promoting Gender Equality 2010 – 2015 have shown that, due to changes in the election laws, the share of women in legislative authority has increased. The Law on Gender Equality (“Official Gazette of RS”, No 104/09) prescribed

provisions for equal representation and equal opportunities for access to decision-making positions (Article 2, Article 3, Article 4, Article 14, Article 37), while election laws have introduced quotas as temporary special measures to advance the underrepresented gender<sup>7</sup>. The share of women in the National Assembly has increased due to these quotas (from 12.4% of women in 2000 to 33% in 2014) and local self-government assemblies (from 7% in 2000 to 29% in 2014). Practice, however, shows that the number of women in assemblies declines after the elections, since the law does not envisage the obligation that the position should be replaced by the next woman on the election list in case of a change in the mandate holder. Because of this omission, in most cases a man is appointed to the post of a woman who holds the mandate.

Women are still rarely seen in positions of executive power. The number of female ministers in the Government has varied since 2001 from two to four. Many executive councils of municipalities and towns have no women. Only 5% of women are in the position of president of a municipality or mayor. Women are also notably absent in positions of managing National Assembly committees (10%), in deputy groups (10%) and public administration bodies, as well as sectors such as security, economy, energy, foreign policy and sports. There are no women in the managing boards of public agencies (0%) or institutions (0%), and they are rarely found in managing positions in public enterprises and legal entities with significant financial power and profitable business activities. This is evidence of continued practice whereby the higher a position in an institution and/or decision-making body, the lower the percentage of women. Their presence increases at lower levels of decision-making, particularly in executive positions without impact on decision-making. Gender equality is hard to achieve without the proportional and direct participation of women in decision-making in all fields of public life and at all levels. Roma women, women with disabilities and members of other vulnerable groups are notably absent from public and political life.

### **1.3. Gender Equality in the Sphere of Economy**

Despite having the capacity, knowledge, needs and interests, women do not participate on an equal footing with men in creating economic and development policy. If they do, it is in fields directly related to women, such as women's entrepreneurship. The specific status of women is also unrecognized in so-called "mainstream" economic policy. Economic gender mainstreaming will also include roles both women and men have or can have in creating new economic value. Decision-making in development and economic development is vital for improving the economic status of women. An economic policy based on gender equality, and one that stimulates it, must be multi-sectoral. Such an economic policy does not distinguish the planning of economic measures from measures in other fields, such as education, social policy, agriculture, healthcare and violence against women, since the effects of such policies on the status of women and men are mutually interlinked and intertwined.

#### **1.3.1. Labour Market**

---

<sup>7</sup> Law on the Election of Members of Parliament ("Official Gazette of RS", Nos 35/00, 57/03, 72/03, 18/04, 85/05, 101/05, 104/09, 28/11 and 36/11), Law on Local Elections ("Official Gazette of RS", Nos 129/07, 34/10–CC, 54/11), Provincial Assembly Decision on the Election of Representatives to the Assembly of the Autonomous Province of Vojvodina ("Official Gazette of AP Vojvodina", No 23/14)

Women are the most numerous vulnerable group in the labour market of the Republic of Serbia. Despite making up half the working age population, they are a minority among participants in the labour market, and an even greater minority among those employed.

The employment rate for men (50.0%) is significantly higher than the employment rate of women (35.0%). The activity rate for working-age men (15-64) is also higher (69.9%) than the activity rate of women (53.8%). The employment rate of women aged 25 to 54 is 14 percent below the employment rate of men of the same age (56% versus 70%). Employed women primarily work in the service sector (76%). Women comprise the majority of those employed in the field of education, healthcare and social protection, while the male workforce is primarily concentrated in the fields of construction, transport, agriculture, mining and the processing industry. There are twice as many men (57,568) than women (25,772) in managerial and governing positions.

There are twice as many self-employed persons among men than among women (there are 29% men and 14% women in the age group of 15 to 64). Women work more frequently in the grey economy than men. The rate of informal employment of women is 23.5%, compared to 20.9% for the informal employment rate of men. There are more informally employed women and men among self-employed persons than among employed workers across all age groups. The highest number of those informally employed are between 25 and 54 years of age. The unemployment rate of working age men (15-64) in 2014 was 19.2%, and 20.4% for women.

In addition to young women and women with small children, women older than 45 years having lost their job are also in a difficult position on the labour market, considering their limited options for finding new employment. Reduced budget expenditures on account of healthcare, education and social protection place women at risk of job loss more than it does men, since they comprise the majority of those employed in the above fields. The same is the case with women employed in public administration and local self-government, wherein a reduction of the administrative staff is envisaged by the Law on the Method for Determining the Maximum Number of Public Sector Employees ("Official Gazette of RS", No 68/15). On the other hand, the employment of men, primarily concentrated in industry, transport and energy, is endangered by a lack of investment activities in the economy.

The average earnings of men are higher than the average earnings of women both in the public and private sector, primarily due to the concentration of the female workforce in less paid sectors. Education has a key role in the mobility of women on the labour market, but does not provide for equal earnings. There are 114 women for every 100 employed men with higher education; in the same category, the difference between average earnings is 5.1% in favour of men. Due to the lower earnings, women on average also have lower pensions. Women comprise somewhat over 50% of all beneficiaries of old-age pensions, while nearly two thirds of all beneficiaries of disability pensions are men. In both categories women on average receive lower pensions than men, nearly 20% lower for old-age pensions, and over 16% lower for disability pensions.

The status of women on the labour market is significantly affected by factors such as unpaid labour in the family and insufficient support for the harmonization of family and work obligations. Women working less than full time do so mostly due to caring for children or incapacitated adults, while men opt for working less than full time primarily due to lack of



options for finding full-time employment, or due to education and training activities. Childcare and other family reasons are the main reasons for women giving up active job-seeking.

Widespread discrimination of women in the field of labour and employment is also indicated by the fact that more than half the complaints in this field submitted to the Commissioner for the Protection of Gender Equality in 2014 regarded sex/gender-based discrimination. Legal provisions regarding the protection of pregnant women and new mothers are frequently not respected. Regarding the discrimination of women due to their use of pregnancy, and/or maternity leave, as many as 38% of citizens state they know of cases where a woman was fired due to this reason. Women are rejected in employment competitions more frequently than men, with the justification that certain jobs are not for members of their sex (71%) or due to their age (65%). Women are insufficiently included in collective negotiation with employers through unions, thus their options of actively influencing improvements of their status at work are limited. Women working in the informal economy are at an even greater disadvantage, since they are outside union protection.

The economic status of women and men is also determined by their sources of income and ownership over property and means of work. Men comprise the majority of persons for whom the main source of living funds are earnings (58%), followed by financial compensation for unemployed persons (60%), property income (63.8%), as well as loans/savings (64%). Women comprise the majority among persons for whom the main source of income is a pension (57%), scholarships (56.5%) and social income (55.5%). Most supported persons are also women (57.6%). Significantly fewer women hold the status of household bearer than men. They represent only 17.3% of all heads of households across the Republic of Serbia. Women are owners of property that represents a significant economic capital, apartments, office space, land, etc. in significantly fewer cases than men.

### **1.3.2. Entrepreneurship**

The gender gap in entrepreneurship is still pronounced. The role of owner and founder of small and medium-sized enterprises in the business sector is still most frequently held by men (77.9%). Women are most frequently the owners of shops (34.3%) and medium-sized companies (22.1%). While in the Belgrade region one in six women are owners of their own business, in the region of Southern and Eastern Serbia this is the case for one in four. Women most frequently run businesses in trade and other services, while construction work, transport of goods and passengers and vehicle maintenance are business activities reserved for men. Data indicates that companies headed by women are less sustainable, i.e. they are characterized by a higher shutdown rate.

The perception of gender-specific problems indicates that 20.6% of active women entrepreneurs have experienced different treatment compared to their male colleagues, while 76% believe women are not accepted and are not taken seriously in business. One form of gender discrimination is reflected in the lack of trust in the business environment, sometimes even the refusal to do business with a woman. Female managers meet obstacles to their progress and equal remuneration as male managers.

The greatest challenges for female entrepreneurs include a lack of financing and favourable sources of finance to successfully start a business, insufficient tax incentives, poor business contacts and a lack of information. The unfavourable status of women in the business sector is the result of a higher burden placed on women by caring for the family and the

household and various forms of discrimination and gender prejudice. Women also own less real estate registered in their name, making it more difficult to obtain loans due to the lack of securities. Additionally, the entry of women into entrepreneurship is frequently conditioned by the existence of stereotypes, underdeveloped and non-flexible childcare, as well as difficulties in harmonizing family and business obligations.

Policies and regulations directly aimed at regulating and developing entrepreneurship do not include the gender perspective sufficiently, therefore these policies and regulations do not recognize the specific problems of women in entrepreneurship, nor do they allow for specific forms of support.

### **1.3.3. Agriculture and Rural Areas**

Rural areas in the Republic of Serbia are characterized by poverty, regional and development inequalities, migration, depopulation, an unfavourable demographic and educational situation, vulnerable employment, low level of local initiatives and reduced competitiveness, along with a loss of natural and cultural heritage. Women living in rural areas comprise one of the most vulnerable groups regarding equal opportunities for making use of human rights in all areas of public and private life, from the possibility of participating on an equal footing in positions of power and decision-making in the state, community and family, to access to healthcare, educational, social and other services, finance and other resources, as well as the inheritance of farms and other property. Housework and caring for children and the elderly are almost entirely left to them. With intensive agricultural work, this presents a significant burden. The lifestyle of women in villages is primarily traditional and patriarchal, so they are doubly marginalized: because they are members of rural agricultural households and because they have limited access to income, property and decision-making within the economic and familial organization of the household. They most frequently do not make decisions on agricultural production.

Gender-property inequalities are strongly pronounced. Houses where women live in villages are owned by men in 88% of the cases, they do not hold any land properties in 84% of the cases, and they have almost no funds for agricultural production. Women represent 55% of the unemployed rural population and 74% of unpaid assisting members of agricultural households. There are significant differences in informal employment between men (28.8%) and women (43.4%), while women from rural areas are eight times as frequent in informal employment as women from urban areas (5.5%). They are significantly less covered by pension and health insurance compared to male household members. A total of 12% of women have no health insurance, while over 60% of women are not covered by pension insurance. The situation is even less favourable for women under the status of assisting members of households – as many as 93% do not make payments for pension insurance, mostly due to lack of funds. This status places them at a greater risk of poverty.

The utility infrastructure in rural areas in the Republic of Serbia is underdeveloped, contributing to poorer quality of life for the rural population, making access to social, healthcare and other services more difficult. Healthcare is scarce and reduced to the elementary melioration of health problems. The coverage of rural areas by healthcare institutions is unsatisfactory, so most women have to travel to towns for specialist examinations and to purchase medicines, which accounts for significant expenses in both money and time. Therefore the health of many women in villages is very vulnerable, particularly those who are poor, young, elderly, and/or

women with disabilities. Regional differences are also significant in this respect. A total of 87% of villages in Vojvodina have an outpatient department, in Central Serbia outpatient departments exist in 33% of villages, in Western Serbia in 27% of villages, in South-Eastern Serbia in 20% of villages. Other services are also underrepresented – educational services, social protection services, services strengthening the economic potential of the population, information-communication technologies, support services for long-term care for the elderly, and those relevant for socio-cultural participation. Consequently, the economic and creative potential of women in villages is underutilized, while they are exposed to a high degree of economic, physical and social insecurity, as well as violence in family and partner relations. They are very frequently discriminated on multiple grounds, such as age, ethnicity and disability. Members of marginalized groups are in a particularly difficult situation – Roma women, elderly women, women with disabilities and illiterate women. The reasons are the deeply rooted patriarchal gender roles and stereotypes, as well as insufficient state care for this population group.

The Strategy of Agriculture and Rural Development of the Republic of Serbia for 2014-2024 provides an overview of the state of gender equality in rural areas, mainly in the domain of economic participation among the rural population. There are fewer active persons among women, fewer employed persons and fewer of those working outside agriculture than among men. The regional differences perspective shows that in AP Vojvodina the share of unemployed persons among women is slightly lower than among men, but this does not mean their economic status is better, because they are employed in the non-agricultural sector less than men, they are less engaged in agriculture and are inactive to a significantly higher percentage. The status of women in southern and south-eastern Serbia is considerably less favourable, where gender differences are particularly strongly pronounced in all segments of the labour market.

Under the measures envisaged in the selection criteria in the draft National Rural Development Programme of the Republic of Serbia for 2015-2020, an advantage is given to women entrepreneurs, and/or women holders of agricultural households, considering the data indicating an evident gender inequality through the imbalance in engaging in management and executive work on farms - the share of women holders of the farm household, in whose name the farm is registered, is only around 17%, while their participation as managers and/or decision-makers regarding organizing agricultural production on a farm (16%) and permanently employed workforce on a farm (14.8%) is even lower; most of the informally engaged workforce in agriculture is also comprised of women - 63%.

## **1.4. Gender Equality in the Formal Education System**

The field of education should be regarded from several gender equality aspects:

### *1. Gender Equality in Access to Education*

Boys and girls, young and adult men and women are provided with equal access to education at all levels in the Republic of Serbia. There are no differences in schools and school subjects regarding availability for boys and girls. The implementation of the concept of equal access to education over the last 50 years has led to there being no difference in the enrolment rate of girls (98%) and boys (98.4%) to primary school. There are no differences in the accessibility of secondary education between girls and boys regarding secondary education, but the choice of occupation is frequently led by traditional divisions into male and female

occupations. Among students completing four-year general-track secondary education (gymnasiums) there are more girls (58%) than boys (42%). Likewise, girls are the majority among students completing vocational four-year secondary schools (52% of girls compared to 48% of boys). Boys are more numerous in the fields: electrical engineering, mechanical engineering and metalworking, geodetics and construction, transport, forestry and woodworking, and geology and mining. Among graduate students in 2012 women represent more than half in the fields: education (87%), healthcare and social protection (73%), arts and humanities (71%) and social science, business and law (61%). Men comprise the majority of all graduates in the fields: technology, manufacture and construction (65%), natural science, mathematics and computer science (54%), agriculture and veterinary medicine (54%) and services (51%). Traditionalism regarding gender roles leads to greater technical illiteracy among women, later additionally marginalizing them in the labour market.

The majority of post-secondary school graduates are women, 56% of the enrolled students, and 58% of graduates are women (data for 2012). More men completed doctoral studies (52%) than women (48%) in 2012.

Access to education is made more difficult to children, particularly girls, from marginalized groups (such as impoverished Roma, children with disabilities or in rural areas).

Regarding the level of adult education, nearly 10% of women and around 4% of men living in urban settlements have not completed primary school or have incomplete primary education. In “other” type settlements, over 30% of women and around 17% of men never attended school or have incomplete primary school.

2. *Education for gender equality, human rights culture and respect and recognition of differences* is aimed at improving communication among the sexes, preventing discrimination and changing gender stereotypes and patriarchal cultural patterns.

Human rights and non-discrimination are currently the subject of teaching only in civic education, when in fact they should exist in nearly all subjects through curricular content.

3. *Gender sensitivity in all segments of the educational process*

This involves the treatment of girls and boys, young women and men in accordance with their specific needs, the use of gender sensitive language in schools and faculties, gender sensitive textbooks, gender sensitive subject contents, the use of gender sensitive language, the elimination of gender stereotypes and prejudice and the inclusion of women’s contributions to science, culture and arts into the curricula. Currently, the educational process in the Republic of Serbia is not gender sensitive.

The analysis of the programme in implementing civic education classes, undertaken in 2010 with the support of the Gender Equality Administration of the Ministry of Labour, Employment and Social Policy showed that both teachers and students have developed gender stereotypes, whereas the programme was designed from the perspective of gender neutrality.

Academic-study programmes of social sciences-humanities, outside centres for interdisciplinary and multidisciplinary studies, are not gender-sensitive and do not contain subjects that include, in an interdisciplinary manner, the introduction of a gender perspective in certain teaching materials (e.g. gender responsible budgeting in economic studies).

#### 4. *Equal status of women and men in labour and participation in decision making and management*

This involves equal treatment regarding employment conditions, professional education, advancement, earnings, etc. at work without discrimination on any grounds, as well as equal rights for women to be in management positions. This involves a proportional number of managers compared to the number of employed women and men in educational institutions and attempts to have at least 30% women in school and administrative boards of educational institutions. There are currently 72,657 women and 29,814 men employed in primary and secondary schools, with 695 female and 924 male principals. Among preschool teachers 95.5% are women, the teaching staff of primary schools is comprised of 71.8% women, while teachers at faculties include 29.4% women. Among the heads of all our universities there have only ever been six female rectors (in Belgrade and Novi Sad). The head of the Serbian Academy of Sciences and Arts has never been a woman, and women account for only 6% of its members.

Since gender equality is a multisectoral issue, it also requires an approach and mainstreaming through informal forms of education.

In the field of education, aiming to improve gender equality and the status of women, significant results have been achieved during the past twenty years, since the 1990s in the field of informal education, and after 2000 also in the field of formal/university education, due to *women's/gender studies*. The Center for Women's Studies in Belgrade, the association Women's Studies and Creative work in Novi Sad, and centres in Niš and other cities across Serbia saw several thousand attendants and over 200 domestic and international lecturers. Attendants were mostly university students, but also teachers, activists, as well as members of marginalized groups (Roma), etc.

Certain faculties of the University in Belgrade and Novi Sad have introduced undergraduate (elective) and post-graduate (master and doctoral) programmes in gender studies since 2000. Thus the Faculty of Political Science of the University in Belgrade, as part of the undergraduate programme, introduced the elective subject of *Women's Studies/Gender Studies*, attended annually by up to 50 students. The same faculty introduced a *Gender Studies* master programme in the 2006/2007 school year, attended on average by 12 students annually, successfully completing studies or in the final phase of writing their master theses. Likewise, attendants of other master programmes at the same faculty (media studies, social work studies) opt in significant numbers (up to 25 per year) for elective subjects from the Gender Studies master programme. The faculty also has an unaccredited undergraduate programme by the Center for Women's Studies.

At the University in Novi Sad, the ACIMSI (Association of Centres for Interdisciplinary and Multidisciplinary Studies and Research) Centre for Gender Studies has existed since 2003 as an accredited postgraduate programme with an interdisciplinary approach to research and the integration of a gender-sensitive approach to studies in social science-humanities. They contribute to changing the academic paradigm, re-examining established modes of thinking, patriarchal cultural patterns and introducing gender issues into other fields, such as legislative, social, artistic and linguistic practice. There have been 10 doctoral dissertations, 6 magister theses, 2 specialist and 24 master theses defended in Gender Studies to date. In addition to teaching, Gender Studies also lead research projects, and are actively present in local communities across Vojvodina; they contribute to enabling local gender equality mechanisms,

representing an immense human potential we can rely on regarding education at all levels, particularly since a number of graduate doctoral students are from among marginalized and multiple discriminated groups (national minorities, the Roma, etc.) The institutionalization of gender studies in universities was not provided adequate state support thus far regarding the provision of infrastructure, research, publishing and scholarships.

Having in mind the key role played by education in eliminating gender stereotypes and prejudice, a more efficient state intervention is required to secure gender-sensitive curricula and content in formal education at all levels, as well as for implementing an equal opportunities policy in educational institutions at all levels.

## **1.5. Violence against Women**

In a patriarchal society, where different gender roles are intended for women and men and the roles and properties of men are privileged, women and girls are more frequently and more severely affected by various forms of gender-based violence than men and boys. Violence against women is the most frequent form of violation of women's human rights. Recognizing the structural nature of violence against women as gender-based violence and a form of discrimination against women, the Republic of Serbia accepted international and regional standards of gender equality indicating that achieving *de jure* and *de facto* equality between women and men is a key element in preventing violence against women.

Girls and women in the Republic of Serbia are still frequently exposed to severe forms of violence, such as violence in family and partner relationships, sexual harassment, rape and persecution. Data indicates that one in two women in Serbia experienced some form of physical violence (46.1%), while one in three have experienced physical attacks by a family member (30.6%). The most frequent perpetrators of economic (50.6%), psychological (58%) and physical (71.7%) violence are the partner and/or husband of the victim. The most frequent form of violence in family and partner relations is psychological violence, followed by physical and economic violence. One third of all women have experienced some form, or a combination of various forms of violence. The most severe forms of physical violence against women are committed by men (96%). Men (1,451) comprised 95% of all adult persons convicted for the crime of family violence in 2013.

Since 2000 the Republic of Serbia has adopted a number of provisions, strategic documents and operational protocols by competent state bodies, aiming to prevent and eliminate gender-based violence. Intervention priorities have been defined in cooperation with women's groups and associations through the National Strategy for the Improvement of the Status of Women and Promotion of Gender Equality (2010-2015) and the National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Partner Relationships (2011-2015).

The normative and strategic framework for the prevention and elimination of violence against women has also been improved. The General Protocol on Procedures and Cooperation of Institutions, Bodies and Organizations in Situations of Violence against Women in the Family and Partner Relations (2011) has been adopted, along with four special protocols in the field of internal affairs, social protection, healthcare and justice. Trainings are being implemented for police officers, judges and prosecutors on the application of legal solutions, journalist trainings

on gender sensitive reporting in cases of violence against women, as well as trainings of staff of professional support services at the local level for the application of a set of protocols, networking and coordinated activities. A network of safe houses/shelters has been formed in 14 cities, coordinated by social work centres and women's associations, while 14 local self-governments and 16 Belgrade municipalities provide free legal assistance to women victims of violence. The National Network for the Treatment of Family Violence Offenders has been formed. At the level of AP Vojvodina, the Strategy for Protection from Family Violence and Other Forms of Gender-Based Violence for the period 2008 - 2012 has been adopted ("Official Journal of APV", No 20/2008), followed in 2014 by the Decision on the Programme for the Protection of Women from Violence in the Family and Partner Relations and Other Forms of Gender-Based Violence for the period 2015 – 2020.

Despite the evident progress achieved by the Republic of Serbia in establishing a normative, strategic and institutional response to violence against women, this form of violence is still widespread. According to data from the first National Study on the Social Issue of Sexual Abuse of Children and Youth, implemented in 2015 by Incest Trauma Centre in cooperation with the Ministry of Education, Science and Technological Development, girls are victims of sexual abuse significant more frequently than boys, merely for being of the female sex. Four in five children experiencing sexual abuse are girls, and one is a boy.

There were 27 women killed in family – partner relations in 2014; a total of 32 women were killed in a family-partner context according to data from the Network of Women against Violence, presented during the 16 Days of Activism against Violence against Women campaign between 1 January and 24 November 2014. The National Assembly Committee for Human and Minority Rights and Gender Equality expressed "concern and the need to undertake urgent measures by all competent state bodies and institutions and strict adherence to valid regulations and protocols in this field" in their conclusion on 26 May 2015. The Committee issued an appeal to competent ministries to urgently initiate "necessary amendments to regulations in the field of criminal and family law, gender equality and internal affairs, with consultations with associations". The Committee assessed that "violence against women and family violence originate, to a significant extent, from existing stereotypes on gender-based roles of women and men, requiring all bodies and institutions, including the educational system and media, to undertake measures to raise awareness on the prohibition of violence against women and family violence.

## **1.6. Gender Equality in Media**

The elimination of gender stereotypes in media and the promotion of gender equality was one of the strategic goals of the previous National Strategy for Improving the Status of Women and Promoting Gender Equality. The Ethical Codex of Journalists in Serbia obliges journalists to avoid discrimination in reporting based, *inter alia*, on race, sex, age and sexual orientation.

However, efforts invested during the previous period did not lead to progress regarding gender-sensitive reporting and non-discriminatory portrayals of women in media. The Ethical Code of Journalists in Serbia is insufficiently observed. Media still express and encourage patriarchal cultural patterns and stereotypical gender roles of women and men. Sexism is present in the language of media, particularly when presenting women in governing roles or decision-making positions in the political, public and business spheres. Cases of family violence and

violence in partner relations are frequently shown in a sensationalist manner, additionally victimizing women and girls who are victims of violence. Commercial media are dominated by disparaging and pornographic presentations of women as objects of sexual desire or objects to gaze upon. There are few media using gender-sensitive language which makes women additionally invisible in public. So-called “women’s media” mostly deal with problems regarding physical looks and appearance, and address women as housewives.

In addition to this, media rarely show women’s achievements in public and political life, economy, entrepreneurship, science, education and other creative fields. There is little talk of the contribution of women to economic and social development. Women are present less than men in news and are less frequently interviewed or asked about their opinion. Certain categories of women are nearly entirely “invisible” for media (Roma women, women with disabilities, women with different sexual orientations, members of minority national groups, elderly women, women in rural areas). All this contributes to the perpetuation of the patriarchal gender regime and gender stereotypes stimulating gender-based discrimination.

On the other hand, although there are no precise data on the gender structure of employees in media, women evidently constitute the majority of staff in journalism. However, they once again face the “glass ceiling” phenomenon<sup>8</sup> in career advancement: there is an increasing number of women working in journalism, but editorial and management positions are still mostly held by men.

## **1.7. Gender Mainstreaming across Public Policies and Programmes**

The Republic of Serbia showed commitment to leading a harmonized policy aimed at mainstreaming gender equality in all institutional domains by adopting the National Strategy for Improving the Status of Women and Promoting Gender Equality (2010-2015). The greatest progress was achieved regarding the improvement of gender-sensitive statistics. The drafting of the Gender Equality Index<sup>9</sup> is under way, in cooperation with the European Institute for Gender Equality, representing a measuring instrument for determining the status of women and men and gender equality in the Republic of Serbia.

Gender mainstreaming was most systematically achieved across the Provincial Government, as coordinated by the Provincial Secretariat for the Economy, Employment and Gender Equality in cooperation with the Provincial Secretariat for Finance<sup>10</sup>.

Activities are being implemented at the national and local level aimed at introducing gender responsible budgeting. The introduction of programme-based budgets provides

---

<sup>8</sup> The phrase “glass ceiling” pertains to invisible obstacles preventing women from achieving managing and governing roles in business hierarchies, as well as reaching higher positions of power in public and political life. The glass ceiling is a result of the inequality of women and men, reflected through deeply rooted stereotypes on male and female roles in society, occupational segregation by gender, women’s difficulties in harmonizing work and private obligations, and the greater share of women in unpaid work (care for the household, children and other members of the family).

<sup>9</sup> The Gender Equality Index will be modelled after the European Gender Equality Index and contain domains regarding labour, finance, knowledge, time, power, health, inequality and violence.

<sup>10</sup> Due to the results achieved within this gender budget initiative, the work of the Provincial Secretariat was recognized by the United Nations as a good practice example, and as such it was included in the global collection of good practices in achieving the Millennium Development Goals.



significant opportunities for mainstreaming gender budgeting in the regular budget process. The programme-based budget, envisaged by the Law on the Budget System (“Official Gazette of RS”, No 54/09, 73/10, 101/10, 101/11, 93/12, 62/13, 63/13 – corr. and 108/13) contains programmes and activities of budget fund users implemented with the aim of managing programme-based funding efficiently. This created the preconditions for applying gender responsible budgeting. The Coordination Body for Gender Equality and the Ministry of Finance, with the support of UNWOMEN, are implementing steps towards the gradual introduction of a gender perspective in the budget of the Republic of Serbia.

The application of other techniques and tools for gender mainstreaming has been neglected, such as gender analysis of laws, policies and programmes, consistent use of gender-sensitive language and the collection and registration of gender-segregated data.

Numerous institutions and organizations with public authority, public enterprises and companies do not collect and do not register gender-segregated data, as mandated by the Law on Gender Equality (“Official Gazette of RS”, No 104/09). Therefore, for example, it is hard to obtain data on the gender structure of management and supervisory board members (e.g. in cultural institutions, media, sports unions and associations). In creating their policies, public authorities do not rely sufficiently on gender-sensitive records and statistics. Policy impact analyses on the status of women and men are not implemented; gender-sensitive data on the application of special measures for improving the status of vulnerable groups are not collected, making measurement of the effects of policies and measures in the field of gender equality difficult.

Policies identified in strategic, planning and other documents, as a rule, are not gender-sensitive. If they formally aim at improving gender equality, this is done by introducing a separate “*women’s*” component through the formulation of separate sections, programmes or measures for women and girls, or by adding a “*gender equality component*”. Gender equality is not recognized as a development issue.

## **1.8. Institutional Gender Equality Mechanisms**

The Republic of Serbia has established gender equality mechanisms at all levels of authority: legislative, executive, as well as independent supervisory mechanisms at the national, provincial and local level. The following have been established at the national level: the Committee for Human and Minority Rights and Gender Equality as a standing working body of the National Assembly (since 2003), the Gender Equality Council (since 2004), the Gender Equality Administration (the Administration was founded in 2007 as the Sector for Gender Equality within the Ministry of Labour and Social Policy, transforming into the Administration in 2008), replaced by the Department for the Improvement of Gender Equality within the Ministry of Labour, Employment, Veteran and Social Affairs (2014). The Coordination Body for Gender Equality was founded by the Government on 30 October 2014, tasked with deliberating on all issues and coordinating the work of public administration bodies regarding gender equality. The Ombudsman<sup>[2]</sup> and the Commissioner for the Protection of Equality (formed by way of the Anti-Discrimination Law) also tackle issues of gender equality within their competence.

---

<sup>[2]</sup> Law on the Protector of Citizens (“Official Gazette of RS”, No 79/05 and 54/07)

Aiming to implement the National Action Plan for the Implementation of Resolution 1325 of the United Nations Security Council “Women, Peace and Security” in the Republic of Serbia (2010-2015) (hereinafter: National Action Plan), the Republic of Serbia formed four institutional bodies, namely: the Political Council of the Government of the Republic of Serbia for the implementation of the National Action Plan, the Multisectoral Coordination Body of the Government of the Republic of Serbia for the Implementation of the National Action Plan, Analytical Groups and research teams for monitoring, analysis and reporting on the implementation of the plan in the competent public administration bodies and the Committee of the National Assembly of the Republic of Serbia for Monitoring the Implementation of the National Action Plan.

Likewise, the National Action Plan also envisages the following gender equality mechanisms at the level of individual public administration bodies, aimed at gender mainstreaming: Gender Equality Advisor to the Minister/Director, Gender Advisor to the Commander of national contingents in multinational operations, the mechanism of collegial assistance, “persons of trust”, mechanism for gender-responsive staff records and gender-responsive statistics and the mechanism of gender-responsive budgeting.

The following institutions have been formed at the level of AP Vojvodina: the Committee for Gender Equality of the Assembly of AP Vojvodina, the Provincial Secretariat for the Economy, Employment and Gender Equality, the Gender Equality council and Gender Equality Institute. A deputy of the provincial ombudsman for gender equality operates within the institution of the Provincial Ombudsman.

Raising the awareness on the existence of a legal obligation for local self-governments to work on gender equality issues is considered the greatest achievement. Increased understanding and awareness of this obligation is visible on the basis of established local mechanisms, charging persons with gender equality related tasks and, to a lesser extent, the adoption of local gender equality action plans. A particularly important role in introducing gender equality at the local level is held by the Standing Conference of Towns and Municipalities by way of trainings, networking and strengthening the capacities of local gender equality mechanisms. The survey “Support to Local Self-Governments in Serbia in the European Integration Process”, implemented by the Institute for Sociological Research in late 2014, showed progress in the number of founded local gender equality mechanisms, namely: an increase from 53.2% to 90% of municipalities compared to 2010, while the number of persons tasked with gender equality duties increased from 32% to 71.2%. A minimum of progress was made in understanding gender equality not only as a women’s issue, but a development issue.

Although the increase in the number of gender equality mechanisms at the local level is significant, numerous challenges still remain: the role of these bodies is unclear, they are not all active and do not have influence. Persons are tasked with this area on a volunteering basis, have no clear terms of reference and are very rarely in managing or influential positions within the structure.

The variety of new laws, and primarily the rationalization of the public sector, will reflect on prioritization in local self-governments. This could be an advantage, since gender equality could find itself high on that list, or a disadvantage if this issue remains without resources. Limited resources and insufficient support by political actors are the greatest obstacle to the operation of these mechanisms at all levels.

## **1.9. Multiple Discrimination and Vulnerable Groups**

Members of vulnerable groups frequently experience discrimination based on several different personal characteristics at the same time (such as sex, age, disability, national affiliation, marital status, health status, sexual orientation, etc.). In case of multiple discrimination, the manifold identities of individuals are so intertwined they cannot be regarded separately. Sex and gender as a basis for discrimination have a special role here, since women in vulnerable groups (Roma women, persons with disabilities, national minorities, LGBTI persons and other groups) are more exposed to discrimination and social exclusion in numerous areas than male members of the same groups.

The practice of the Commissioner for the Protection of Equality indicates that multiple discrimination is most frequent against women on the grounds of their sex and marital and family status, mainly in the process of employment and in the workplace<sup>11</sup>. The Strategy for the Prevention and Protection from Discrimination as of 2013 found that the following persons and groups are more exposed to discrimination and discriminatory treatment: based on a person's national minority affiliation, women, LGBTI persons, persons with disabilities, elderly persons, children, refugees, internally displaced persons and other vulnerable migrant groups, based on a person's religious affiliation and persons whose health status can be reason for discrimination. The National Employment Strategy 2011 – 2020 determines the following particularly sensitive social groups on the labour market of the Republic of Serbia: the Roma, refugees and internally displaced persons, persons with disabilities, rural population (particularly rural population not owning land and rural population in south-eastern Serbia), uneducated persons, women, youth (15-24) and elderly persons (50-64), long-term unemployed persons, single parents, beneficiaries of financial social assistance, children without parental care, victims of human trafficking, etc. The Poverty Reduction Strategy for Serbia as of 2003 labels vulnerable social groups to be: persons with disabilities, children, youth, women, persons older than 65, members of the Roma minority, uneducated persons, unemployed persons, refugees and internally displaced persons and the population of rural areas.

The discrimination of persons based on two or more personal characteristics (multiple or cross discrimination) is described by the Anti-Discrimination Law as a severe form of discrimination (Article 13, item 5), since the negative consequences it causes are far greater.

## **1.10. Analysis of Strengths, Weaknesses, Opportunities and Threats**

The following strengths, weaknesses, opportunities and threats analysis (SWOT) provides an overview of the basic information on the current state of gender equality and establishes the key issues tackled by this Strategy.

---

<sup>11</sup> Commissioner for the Protection of Equality (2015). *Regular Annual Report of the Commissioner for the Protection of Equality for 2014*, Belgrade: Commissioner for the Protection of Equality, p. 105, <http://www.ravnopravnost.gov.rs/sr/visestruka-diskriminacija>

<p>Strengths:</p> <ul style="list-style-type: none"> <li>- The Constitution and international treaties oblige the state to lead an equal opportunities policy and to apply special measures to prevent and eliminate discrimination;</li> <li>- Developed anti-discriminatory normative framework and regulations regarding gender equality and protection from discrimination, including violence against women;</li> <li>- Achievements of the National Strategy for the Improvement of the Status of Women 2010 – 2015 regarding greater political participation of women, improving legislation, protocols for procedures in cases of family violence, increased public awareness on gender issues and violence against women;</li> <li>- Numerous strategic documents contain special measures to improve the status of women and improve gender equality;</li> <li>- Adopted special National Strategy for the Elimination of Violence in the Family and Partner Relations and special protocols for state bodies for procedures in case of family violence;</li> <li>- Increased awareness on the significance of gender equality for the development of the economy and society as a whole;</li> <li>- Institutional mechanisms of gender equality established at the national, provincial and local level;</li> <li>- Legal mechanisms established for protection from discrimination;</li> <li>- Increased participation of women in assemblies at the national, provincial and local level;</li> <li>- Special measures apply in the field of women's employment, self-employment and entrepreneurship, including vulnerable groups;</li> <li>- Good results of pilot projects for gender responsible budgeting;</li> <li>- Gender budgeting initiative started at the national and provincial level;</li> </ul>	<p>Weaknesses:</p> <ul style="list-style-type: none"> <li>- Insufficient legislative reform and lack of bylaws;</li> <li>- Limited horizontal and vertical effectiveness in the application of the Action Plan for 2010 – 2015;</li> <li>- Widespread gender stereotypes and prejudice, even among public authorities and in teaching materials and textbooks;</li> <li>- Formal educational process, curricula and content are not gender-sensitive;</li> <li>- Women are exposed to discrimination in all areas of public life, particularly in the field of employment and in the labour market, in access to decision-making positions and career advancement;</li> <li>- Sexism in media and public advertising;</li> <li>- Unfavourable status of women belonging to vulnerable groups (young, elderly, Roma, women with disabilities, women in rural areas, pregnant women, women suffering family violence, single mothers, unemployed and uneducated women, etc.) and those particularly exposed to multiple discrimination;</li> <li>- The public, and particularly vulnerable groups, is insufficiently familiar with protection mechanisms against discrimination;</li> <li>- Insufficient budget support to institutional mechanisms and gender equality policies;</li> <li>- Increased number of women killed by husbands or partners;</li> <li>- Low number of women in executive authorities at all levels;</li> <li>- Low number of women owning enterprises and women in managerial functions, including boards of directors;</li> <li>- Women from vulnerable groups have limited access to healthcare;</li> <li>- The Convention on the Elimination of All Forms of Discrimination against Women is not applied directly in court proceedings;</li> <li>- Large regional disparities regarding the</li> </ul>
---	---

<ul style="list-style-type: none"> <li>- Gender sensitive statistics in numerous areas;</li> <li>- Gender studies developed at universities;</li> <li>- Developed network of women's and other associations.</li> </ul>	<p>influence of the patriarchal environment on the status of women;</p> <ul style="list-style-type: none"> <li>- Unrecognized economy of care;</li> <li>- Insufficient human, technical and financial resources of the national mechanism for gender equality;</li> <li>- Lack of clear guidelines for the work of local mechanisms for gender equality;</li> <li>- Insufficient knowledge and capacities for implementing these and other strategies aimed at eliminating discrimination against women, particularly members of vulnerable groups;</li> <li>- Lack of instruments for the exchange of good practices;</li> <li>- Insufficient participation of men in formulating and implementing the Action Plan;</li> <li>- Regional disparities.</li> </ul>
<p>Opportunities:</p> <ul style="list-style-type: none"> <li>- EU integration;</li> <li>- Inclusion in EU funds;</li> <li>- Cooperation with the European Institute for Gender Equality;</li> <li>- Strong political will to implement an equal opportunities policy and improve the status of women;</li> <li>- Developed Women's Parliamentary Network;</li> <li>- Knowledge and creative potential of women as a contribution to economic and social development;</li> <li>- Established guidelines and checklists for respecting gender equality for decision makers in public administration;</li> <li>- Establishing efficient cooperation systems and partnerships with women's groups and civil society;</li> <li>- Developed network of women's and other associations;</li> <li>- Developed human potential and knowledge required for the implementation of measures and activities aimed at improving gender equality;</li> <li>- Gender equality as part of professional</li> </ul>	<p>Threats:</p> <ul style="list-style-type: none"> <li>- Unfavourable economic environment, increased unemployment, poverty, debt and decelerated economic development;</li> <li>- Growing inequality and social exclusion;</li> <li>- Potential lack of political will to implement gender equality policy as a field outside action priorities;</li> <li>- Insufficient budget funds for support to planned measures and activities;</li> <li>- Lack of consistent and effective coordination, management and supervision mechanisms;</li> <li>- Insufficiently informed public and insufficiently developed public awareness;</li> <li>- Insufficient knowledge and poor human resource capacities in the public administration;</li> <li>- Lack of coordination in activities among all stakeholders in public administration in implementing planned activities;</li> <li>- Insufficient understanding of the issue of gender equality as a development issue by decision makers in public administration.</li> </ul>

training curricula for civil servants; – Gender studies at universities; – Donor and partner support; – International practice as an example.	
--	--

## 2. PROBLEM IDENTIFICATION

The Gender Equality Strategy is aimed at establishing the full equality of women and men in all areas of public and private life. The identified causes of discrimination against women include the power relations between women and men, based on a subservient role women have in a patriarchal gender regime, along with gender stereotypes and prejudice. The existence of structural discrimination also contributes to maintaining such a gender regime and widespread discrimination against women. The public is insufficiently familiar with the causes and consequences of gender-based discrimination, as well as the specific nature of the status of vulnerable groups.

The situation analysis in the field of gender equality indicates that the consequences of discrimination are severe and lead to the marginalization of women, particularly members of vulnerable groups (Roma women, women with disabilities, single mothers, impoverished women, women in rural areas, pregnant women, women over 65 years of age, young women, unemployed women, women suffering family violence, members of national and ethnic minorities, the LGBTI women) and their exclusion from society. The discrimination of women violates the principle of equality in securing, respecting and protecting the human rights of all citizens of the Republic of Serbia guaranteed by international ratified documents, the Constitution and legislation. Discrimination represents an obstacle to equal participation of women in the political, economic and cultural life, limits further progress of society, negatively affects the economy and impedes the full development of the abilities and creative potential of women. Gender-based discrimination leads to the feminization of poverty and unemployment, violence against women and girls, as well as hindered access to goods, services and rights.

The analysis of key issues and related risks is based on statistical data, facts and information collected through research, studies and analyses, reports by public administration bodies, reports by international UN contracting bodies, European Commission progress reports for Serbia, independent bodies' reports on the protection of human rights and equality, centres for women's/gender studies and information obtained during consultation with local self-government units, the Standing Conference of Towns and Municipalities, women's groups and other associations active in this field.

The issue of gender-based discrimination and the status of women was the subject of state intervention through the adoption of the National Strategy for Improving the Status of Women and Promoting Gender Equality and the accompanying Action Plan. The independent evaluation of the implementation of this Action Plan indicated that the results achieved were not satisfactory, and there is need for further Government intervention. This need also stems from the Concluding Observations of the UN Committee for the Elimination of Discrimination against

Women regarding the Second and Third Periodic Report on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women. The adoption of the new strategic document for improving the status of women and promoting gender equality and the accompanying action plan was set as a priority for the Republic of Serbia in the National Programme for the Adoption of the Acquis (2014 – 2018), along with the adoption of the Strategy for Preventing and Combating Violence against Women in the Family and Intimate Partner Relations and the adoption of the Law on Amendments to the Law on Gender Equality, as well as the strengthening of institutional mechanisms for gender equality. Likewise, the adoption of the new strategy is envisaged by the Action Plan for the implementation of the Strategy of Prevention and Protection from Discrimination.

Having in mind the complex consequences of the discrimination of women, gender stereotypes and patriarchal heritage for the status of women, as well as the status, welfare and development of the family, society and the state, all citizens of the Republic of Serbia, particularly members of vulnerable groups, are seen as stakeholders in the implementation of policies identified in the strategy. Gender equality is an issue of all women and men, and thus society as a whole. The achievement of *de jure* and *de facto* gender equality is a key issue of social development and the improvement of social relations.

### 3. STRATEGY GOALS

*Society in the Republic of Serbia is a sustainable society that includes everyone and where a high quality of daily life will be achieved.*

(From the *Women's Platform for the Development of Serbia 2014–2020*, Palić, 2014)

Achieving this vision of society in the Republic of Serbia assumes ownership over development, its goals, methods and results. Gender equality represents the foundation of sustainable development with the inclusion of everyone; the end goal is the improvement of the quality of life for citizens. Gender equality is a precondition for development and lies at the root of eliminating key development obstacles for the Republic of Serbia, such as unequal demographic and economic development, inadequate use of human resources, neglected development of rural areas, inadequate management of natural resources and endangerment of the environment<sup>12</sup>.

The policy focus in the period from 2016 through 2020 will be aimed at achieving the following strategic goals:

#### **1. Changed gender patterns and improved gender equality culture:**

- 1.1. Increased gender equality capacities and knowledge of managers and staff in public authorities.
- 1.2. Gender-sensitive formal education.
- 1.3. Developing knowledge and visibility of academic results in gender studies.
- 1.4. Increased public awareness of the significance of gender equality.
- 1.5. Increased safety of women from gender-based violence in the family and intimate partner relations.

#### **2. Increased equality of women and men by implementing an equal opportunities policy and measures:**

- 2.1. Equal participation of women and men in parenting and economy of care.
- 2.2. Equal participation of women and men in public and political decision-making.
- 2.3. Improved economic and labour market status of women.
- 2.4. Enhanced role of women in the security system.
- 2.5. Women and men in rural areas actively and equally contribute to development and have equal access to development results.
- 2.6. Improved position of women discriminated against on multiple grounds and vulnerable women.
- 2.7. Improved health of women and equal access to healthcare services.

---

<sup>12</sup> From the *Women's Platform for the Development of Serbia 2014–2020*, Palić, 2014.



### **3. System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes:**

- 3.1. Established functional gender equality mechanisms at all levels.
- 3.2. Gender perspective included in all strategic documents.
- 3.3. Gender analysis of policies, programmes and measures.
- 3.4. Gender-sensitive statistics and records.
- 3.5. Gender-responsive budgeting.
- 3.6. Established mechanisms of cooperation with associations.
- 3.7. Established international and regional cooperation and exchange of good practices.

The strategic goals are harmonized with important public policy documents, international gender equality standards, the existing legal framework and Government priorities, defined under the National Programme for the Adoption of the Acquis (2014-2018). The formulation of goals is based on the findings and recommendations of the Evaluation of the Action Plan for the implementation of the National Strategy for Improving the Status of Women and Promoting Gender Equality (2010-2015). Strategic goals defined under the Council of Europe Gender Equality Strategy 2014–2017<sup>13</sup> were also taken into consideration, along with European Union priorities in this field established by the Strategy for Equality between Women and Men 2010–2015<sup>14</sup>. Establishing the strategic goals and measures for improving gender equality in the Republic of Serbia also took under consideration conclusion, proposals and suggestions provided during consultative meetings in local communities during the drafting of the Strategy.

In determining the strategic goals for 2016 – 2020, the Republic of Serbia relies on the following principles:

1. Respect for human rights, dignity and personal integrity, as well as recognition of diversity,
2. Solidarity, fairness and equal opportunities for all, without discrimination on any grounds,
3. Support to the personal and social empowerment of women, particularly members of vulnerable groups,
4. Publicity and transparency in implementing measures and accountability of the state in achieving gender equality,
5. Joint engagement of women and men and their partnership in achieving gender equality,
6. Consideration of economic, social, administrative, budget and other opportunities,
7. Continuity of planning,

---

<sup>13</sup> CM(2013)136: (1) elimination of gender stereotypes and sexism, (2) prevention and combating violence against women, (3) guaranteeing equal access of women to justice, (4) achievement of balanced participation of women and men in political and public decision-making and (5) achievement of gender equality in all policies and measures.

<sup>14</sup> COM(2010) 491: (1) equal financial independence, (2) equal earnings for the same work and work of equal value, (3) equality in decision-making, (4) dignity, integrity and elimination of gender-based violence, (5) horizontal issues regarding gender roles, legislation and gender equality management mechanisms.

8. Coordination, cooperation and strategic partnership of the state, business and civil sector in achieving gender equality,
9. Consistency and harmonization with commitments undertaken in the European integration process.

## **STRATEGIC GOAL 1:**

### **Changed gender patterns and improved gender equality culture**

The elimination of negative gender stereotypes and discriminatory practices against women, as well as practices enabling and reproducing the unequal power relation between women and men, are vital for changing the gender regime and achieving respect for gender equality. This involves changing gender patterns based on the stereotypes and prejudice of patriarchal society. In addition to raising public awareness, special attention will be paid to educating the holders of political functions and managers and staff in public authorities on gender equality issues. The educational process at all levels, from preschool to adult education, must be based on the positive values that society strives towards. Therefore, it is necessary to make formal education gender-sensitive. It is necessary to eliminate and prevent sexism, sexist behavior and hate speech in the public and political sphere, on the other hand promoting and stimulating gender-sensitive reporting and affirmative media representation of the creative potential of women and their contribution to science, arts and other forms of creativity.

The improvement of gender equality, modification of gender patterns and elimination of the power imbalance between women and men should contribute to eliminating discriminatory practices and gender-based violence, including violence in the family and partner relations. Therefore, this overall strategic goal includes an objective related to increasing the safety of women from this form of violence. The strategy establishes specific measures for changing the gender regime which fosters and justifies discrimination and violence against women, while specific measures and individual activities to prevent and eliminate violence against women in the family and partner relations will be defined under a separate strategic document to be drafted for the 2016-2020 period.

Impact indicator:	Baseline value: Judging based on agreement with claims involving prejudice against women, 49% of citizens of the Republic of Serbia are in favour of the idea of gender equality, 33% are ambivalent, and 18% express a negative attitude towards gender equality <sup>15</sup> .	Target value: The percentage of citizens of the Republic of Serbia in favour of the idea of gender equality is increased by at least 15 percent, and the percentage of citizens with a negative attitude towards gender equality is reduced by at least 10 percent.	Verification source: Public survey
	Baseline year: 2014	Target year for achieving the strategic goal: 2020	

### Specific objective 1.1:

#### Increased gender equality capacities and knowledge of managers and staff in public authorities

An effective and efficient application of equal opportunity policies implies that managers in charge of public authorities and institutions and their staff shall not be guided by gender stereotypes and prejudice in implementing their respective policies. They shall be able to understand the causes and recognize the forms of direct and indirect gender-based discrimination. Regulations being adopted shall not treat women or men differently and/or harmfully; they shall consider the specific nature of their status, as well as the specific nature of the status of vulnerable groups.

Outcome indicator:	Baseline value <sup>16</sup> : 80% of managers and staff in public authorities fail to see the need for the existence of a personal characteristic as a basis for unequal treatment for a regulation to be	Target value: All managers and staff in public authorities are capable of recognizing forms of direct and indirect discrimination against women.	Verification source: Survey on the attitude of managers and staff in public authorities towards discrimination.
--------------------	---	---	--

<sup>15</sup> Ministry of Labour, Employment, Veteran and Social Affairs and Ipsos Strategic Marketing. (2014). *Survey: Gender Equality in Serbia*.

<sup>16</sup> Ipsos Strategic Marketing, UNDP and Commissioner for the Protection of Equality. (2013). *Survey: Attitude of public authority representatives towards discrimination in Serbia*, Belgrade: Commissioner for the Protection of Equality.

	<p>qualified as discriminatory.</p> <p>22% of managers and staff in executive and legislative authorities are not aware that discrimination is prohibited by law.</p> <p>49% of managers and staff in public authorities believe women are not being discriminated against.</p>		
	Baseline year: 2013	Target year for achieving the objective: 2020	

### **Measures for achieving the objective:**

- Raise awareness among managers and staff in public authorities of the causes, consequences and widespread nature of discrimination and multiple discrimination against women through regular and mandatory training in human rights and gender equality issues, as well as communication founded on principles of recognition and respect for diversity.
- Integrate knowledge on human rights, women's human rights and gender equality in the contents of state examinations for civil servants, judges, prosecutors and attorneys.
- Ensure that the Convention on the Elimination of All Forms of Discrimination against Women, the Optional Protocol to the Convention, the General Recommendations of the Committee for the Elimination of All Forms of Discrimination against Women, the opinion of the Committee on individual presentations and its investigation, as well as relevant domestic legislation, are an integral part of legal education and training for all lawyers, judges, prosecutors and attorneys, in order to provide direct implementation of the Convention and the interpretation of national legal provisions in accordance with the Convention.
- Ensure continued training of lawyers and other officials at the national, provincial and local level aimed at the prevention of discrimination (including multiple discrimination), particularly discrimination against women, to ensure that regulations and other general instruments do not contain provisions and/or solutions that could lead to discrimination in practice.
- Draft and implement ethical codes of conduct for managers and staff in all state bodies and institutions, representative bodies and economic entities, aimed at preventing and sanctioning gender-based discrimination, sexist speech and treatment.

## **Specific objective 1.2:**

### **Gender-sensitive formal education**

The UN Committee for the Elimination of Discrimination against Women expressed concern due to the existence of gender stereotypes in teaching materials and textbooks and recommended that the Republic of Serbia should raise awareness on the importance of education as a human right and as a basis for empowering women and girls<sup>17</sup>.

Impact indicator:	Baseline value: Curricula and teaching content at all levels of formal education are not gender sensitive.	Target value: Curricula and teaching content at all levels of formal education are gender sensitive.	Verification source: Report of the Ministry of Education, Science and Technological Development.
	Baseline year: 2015	Target year for achieving the objective: 2020	

### **Measures for achieving the objective:**

- Introduce mandatory gender-sensitive and anti-discriminatory curricula and teaching content at all levels of education, including adult education and the education of media professionals.
- Conduct a review of teaching content and textbooks to eliminate gender stereotypes, discriminatory content and discriminatory language.
- Introduce age-appropriate education on sexual and reproductive health and rights, including issues of gender relations, gender roles, communication among the sexes and responsible sexual behaviour into the curricula for primary and secondary education.
- Improve competences of education staff by introducing mandatory educational programmes on gender equality and by integrating gender equality content into the licencing examination for working in schools/teaching.
- Introduce gender-sensitive language in all teaching contents.
- Integrate women's contributions to science, culture and arts into the curricula.

## **Specific objective 1.3:**

### **Developing knowledge and visibility of academic results in gender studies**

Changing gender patterns, as well as mainstreaming gender equality, requires continued production and promotion of valid, academically verified knowledge. This requires both increasing the visibility of gender studies to contribute to strengthening human resources in the

---

<sup>17</sup> Concluding Observations of the Committee for the Elimination of Discrimination against Women on the Second and Third Periodic Report on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW/C/SRB/2–3), Recommendation no. 28.

field of gender equality, and working on improving the conditions for the production of academic knowledge and its promotion within the academic community.

Outcome indicator:	Baseline value: Gender studies are institutionalized at the university with a small number of students financed from the budget; academic study programmes in social science – humanities are not gender-sensitive.	Target value: Increased number of students, scientific papers, master and doctoral papers in the field of gender studies	Verification source: Annual reports by university institutions.
	Baseline year: 2015	Target year for achieving the objective: 2020	

### **Measures for achieving the objective:**

- Improve and support gender studies as a source of knowledge on gender relations aimed at developing the critical mass of human potential in this field and providing professional development of human resources to implement and improve the equal opportunities policy, gender equality and elimination of gender-based discrimination; increase the visibility of gender studies.
- Increase the impact of gender studies on a broader academic community through achievements in knowledge and research; encourage and support interdisciplinary approach in academic study programmes, introduce new gender studies subjects at universities, provide for the applicability of knowledge and introduce forms of further professional development for students.
- Increase the impact of gender studies on changing gender patterns and improving the gender equality culture.
- Stimulate and financially support targeted scientific, theoretic and empirical research and projects in the field of gender studies, to contribute to the achievement of strategic goals set in this strategy.
- Stimulate and support enrolment in specialist, master and doctoral gender studies, particularly for members of vulnerable groups; increase the number of students of specialist, master and doctoral studies financed from the budget.

### **Specific objective 1.4.**

#### **Increased public awareness of the significance of gender equality**

Public opinion in Serbia still fails to recognize fully the significance of gender equality for society as a whole. This issue is insufficiently visible in the dominant political discourse. A successful implementation of the Strategy, its measures and operational activities in the field of improving gender equality implies that citizens should understand the significance of this issue as a key development issue. Most citizens rely on media as a source of information on gender equality. Therefore, it is necessary to improve gender-sensitive media reporting and eliminate sexism and discriminatory speech in the media space.

Impact indicator:	Baseline value: 56% of female and 53% of male citizens of the Republic of Serbia support political measures to improve gender equality <sup>18</sup> .	Target value: Percentage of citizens of the Republic of Serbia supporting political measures for improving gender equality is increased by at least 15 percent.	Verification source: Public survey.
	Baseline year: 2014.	Target year for achieving the objective: 2020.	

### **Measures for achieving the objective:**

- Continued media and information campaigns on the causes and consequences of gender-based discrimination and mechanisms for protection, including protection from multiple discrimination, campaigns advocating gender equality and deconstructing gender stereotypes and roles, with the promotion of good practices.
- Raise awareness among women, particularly members of vulnerable groups, on their rights envisaged in the Convention on the Elimination of All Forms of Discrimination against Women and procedures set in the Optional Protocol to the Convention.
- Raise public awareness of the significance, goals and measures contained in this strategy and regularly report on the results of its implementation.
- Create adequate educational programmes and ensure permanent training of journalists, editors and other professionals in charge of creating media content to use gender-sensitive language and gender-sensitive reporting, without and against prejudice, to recognize and avoid sexism in public speech, to eliminate sexist representation of women and sensationalist reporting in cases of violence against women.
- Public campaigns fostering a culture of recognition and respect for diversity, aiming to eliminate sexism and misogyny, involving journalism students in running the campaigns.
- Consistently apply journalistic codes of ethics and sanction cases of violation thereof.

<sup>18</sup> Ministry of Labour, Employment, Veteran and Social Affairs and Ipsos Strategic Marketing. (2014). *Survey: Gender Equality in Serbia*.



- Create measures to ensure that educational and cultural programmes financed from public funds contribute to advocating for gender equality and deconstructing gender stereotypes and roles.

### **Specific objective 1.5.**

#### **Increased safety of women from gender-based violence in the family and intimate partner relations**

The widespread nature of all forms of violence against women, including violence in the family and partner relations, urges continued advancement of the comprehensive normative, political and institutional framework for the prevention and suppression of violence. This includes launching a new cycle of strategic planning at the national level for eliminating violence against women by adopting a new national strategic document for preventing and eliminating violence in the family and partner relations for the next medium-term period. Activities under the Gender Equality Strategy will be supported by further improving the system for collecting and registering data in this field and regular public awareness-raising on the consequences and causes of violence against women and the effects of the measures for prevention and victim protection.

Outcome indicator:	Baseline value: Evaluation report on the implementation of the National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Partner Relationships (2011–2015)	Target value: Adopted national strategic documents for preventing and eliminating violence against women in the family and partner relations for the next medium-term period (2016 –2020)	Verification source: Government.
	Baseline year: 2016.	Target year for achieving the objective: 2016.	

#### **Measures for achieving the objective:**

- Improve the normative framework of the system of protection against violence in the family and partner relations and other forms of violence against women in accordance with the Council of Europe Convention on preventing and combating violence against women and domestic violence.
- Adopt strategic documents for preventing and combating violence against women, including violence in the family and partner relations (2016-2020), with a particular emphasis on the status and protection of vulnerable groups of women, with the active involvement of men in this process.

- Adopt the Law on Free Legal Aid.
- Establish a unified and standardized system for collecting, registering and exchanging data on all forms of violence against women, ensuring the data is segregated by type of violence and relationship between abuser and victim, and by social vulnerability; the records system should involve all relevant state bodies and institutions, as well as associations working on combating violence against women and victim protection.
- Decrease sensationalist reporting on violence against women and regular and gender-sensitive public awareness raising on the effects of measures to prevent and eliminate violence against women, protection mechanisms and issued sanctions against perpetrators, ensuring that information, statistics and data in this field are available to the public.

## **STRATEGIC GOAL 2:**

### **Increase equality of men and women by implementing an equal opportunities policy and measures**

The achievement of gender equality and the pursuit of an equal opportunities policy require the definition, adoption and implementation of a set of complementary gender sensitive policies in all spheres of public life, including the improvement of the gender equality normative and political framework. In the forthcoming period, the state intervention priority areas will be the equal distribution of parenting and economy of care between women and men, economic empowerment of women, greater participation of women in the political and public life, especially in the executive branch of government, changing the status and role of women in the area of security, enhancing women's health and empowering rural women.

Impact indicator:	Baseline value: Scores (values) of the Gender Equality Index in the domains of work, money, knowledge, time, power and health.	Target value: Progress in the scores (values) of the gender equality index in the domain of work, money, knowledge, time, power and health.	Verification source: Gender Equality Index.
	Baseline year: 2016	Target year for achieving the strategic goal: 2020	

### **Specific objective 2.1.**

#### **Equal participation of women and men in parenting and economy of care**

Gender equality as a development-related issue has direct repercussions on the demographic, economic and overall social development. Currently the responsibility in family and partner relations is not equally distributed between men and women, which has a direct impact on the quality of daily life, and on men's and women's potential for and contribution to development. Unlike education, employment, political participation and similar, the domains of family and childcare have remained outside the scope of public policy interventions. The long-term goals of measures in this area are to reduce the burden of unpaid work and economy of care on women and enhance the quality of women's lives, (sufficient number of hours of sleep, engaging in sport and recreation, time for life-long learning), expected increase in population growth, increase women's employment and reduce discrimination against young women on the labour market.

Impact indicator:	Baseline value: Score of the Gender Equality Index in the domain of time.	Target value: The time spent in unpaid work is more equally distributed between men and women.	Verification source: Gender Equality Index. Increased number of new and alternative services.
	Baseline year: 2016	Target year for achieving the objective: 2020	

### **Measures for achieving the objective:**

- Encourage and promote men's greater participation in unpaid work in partner and family relations.
- Promote men's equal role in parenting through improved education on reproductive health, and the increased take-up of parental leave by fathers.
- Support single parents by systematically solving the issue of non-payment of alimony (e.g. initiative for setting up an alimony fund and other); other support measures in the area of housing, employment and access to childcare services.
- Support to families with many children.
- Reduce abortion rate, number of teenage pregnancies and births, in particular teenage pregnancies and births among girls and young women in Roma settlements.
- Create and ensure access to alternative and new services for the care of children, the elderly, sick family members, persons with disabilities and other persons requiring special care, taking into account the situation and needs of impoverished women and other vulnerable groups.
- Support young mothers and teenage mothers in continuing their education and finding employment, with special emphasis on vulnerable groups of women (young and long-term unemployed, in particular older women and women with disabilities).

### **Specific objective 2.2.**

#### **Equal participation of women and men in public and political decision-making**

The key prerequisite of a democracy is to ensure women's and men's equal opportunities and equal access to positions of power and decision-making in all spheres of the public and political life at all levels, including the executive power level, and in spheres where women are underrepresented (economy, security, energy, traffic, sport and diplomatic services).

Outcome indicator:	Baseline value: Women account for 21% of the Government, 16% of the provincial government; in many city and municipality executive	Target value: Women account for at least 40% of the executive branch of government at all	Verification source: Statistics.
--------------------	---	--	-------------------------------------

	councils and public enterprises' management boards there is not a single woman.	levels.	
	Baseline year: 2015	Target year for achieving the objective: 2020	

### **Measures for achieving the objective:**

#### **With respect to providing equal access to elected bodies at all levels:**

- Introduce a legally-mandated quota of at least 40% reserved seats for women in elected bodies at all levels and introduce special measures to create a conducive environment for the participation of women from vulnerable groups.
- Amend the law to ensure that, in case of change of a mandate-holder after the elections, a female mandate holder is replaced by the next female candidate on the electoral list.
- Ensure conditions for the functioning of women's forums in political parties, whilst creating a favourable environment for the equal participation of women from vulnerable groups.
- Strengthen the Women's Parliamentary Network and enhance its influence by establishing internal parliamentary procedures that will enable consultations on issues relevant for gender equality.
- Incorporate gender equality into the special principles for the election of national councils, stipulated in the Law on the National Councils of National Minorities, observing the minimum 30% reserved quota for the underrepresented sex on the list of candidates and the distribution of mandates according to the order on the list.

#### **With respect to ensuring equal access to all bodies of the executive branch at all levels, in public enterprises, financial and other institutions:**

- Stipulate legally-mandated special measures and quotas to ensure the equal participation of women and men in all bodies of the executive branch at national, provincial and local level.
- Identify and take special measures to create conditions for greater participation of women in decision-making positions in the state administration, state agencies and public enterprises.

#### **With respect to ensuring equal access to the elected, executive and oversight bodies in areas in which women are especially underrepresented, such as economy, security, energy and sports:**

- Formulate and take special measures to increase women's representation in the area of security, technological development, energy, infrastructure, traffic, sports and other areas in which they are underrepresented, including the highest levels of the diplomatic service.

- Employ special measures to create the conditions for greater participation of women in designing, implementing and overseeing economic and development policies at all levels and in all phases.
- Create the conditions for the equal representation of women and men in state delegations accredited to international and regional organizations.

### **Specific objective 2.3:**

#### **Improve economic and labour market status of women**

Equal participation of women and men in the economy is the basis for the sustainable development of society. It entails eliminating obstacles for the access of women to employment, career advancement, professional development and all resources without discrimination on any grounds. Ensuring access to regular income through formal employment, self-employment, running an own business or family farm is essential for securing women's economic and social wellbeing. Harnessing women's knowledge, creativity and potentials will contribute to improved economic activity performance, greater economic value and better quality of life for both women and men.

Outcome indicator:	Baseline value: Achieved level of gender equality in the domain of money, work and time.	Target value: Progress in the level of gender equality in the domain of money, work and time.	Verification source: Statistical Office of Serbia. Gender equality index.
	Baseline year: 2016	Target year for achieving the objective: 2020	

#### **Measures for achieving the objective:**

##### **Labour market and legislative labour protection:**

- Integrate provisions in the labour legislation that will additionally strengthen gender equality of the employed and ensure compliance of the law with ratified international conventions, such as the Convention on the Rights of the Child, Maternity Protection Convention, the Revised European Social Charter and the European Union directives; actively prevent discrimination against women at work and enable their equal access to all employment and work-related rights.
- Promote and ensure union organization of women workers, support women's sections in trade unions and ensure their active and equal participation in collective bargaining with the employer.
- Set up an efficient system to control working conditions, while continuously training labour inspectorate staff to enable them to recognize discrimination against women at work or in connection with work and respond adequately, also with respect to the protection of expectant mothers and other vulnerable groups of women.

- Secure the commitment of all public authorities and private employers to develop internal mechanisms for the prevention of and protection from discrimination and for the implementation of gender-balanced human resources policies for the purpose of facilitating women's and men's equal advancement.
- Observe the principle of equal pay for equal work or for work of equal value for all employed.
- Consistently implement legal provisions on equal access to employment and consistently sanction violation of rights, especially rights of women of reproductive age.
- Encourage flexible forms of work underused by employers, such as part-time, work-at-home (telework) and similar.
- Create measures that will contribute to the formal employment of women, in particular older women and members of vulnerable groups.

**With respect to creating the conditions for using women's full economic potential, creativity and entrepreneurship:**

- Adopt a medium-term action plan for the implementation of a set of complementary policies for harnessing the economic potential of women that will integrate the goals of this Strategy and other strategies relevant for women's status, (the Strategy for the Development of Small and Medium Enterprises, the Strategy for the Development of Education, the Employment Strategy and other), with clearly defined measures and implementing agencies in all areas of policy, (economic, fiscal, educational, social, employment and training policy), with funds secured for the implementation of measures in each policy area and periodical reporting mechanisms.
- Create a favourable environment for the development of entrepreneurship in general, for micro start-ups, microfinance, social entrepreneurship, chance entrepreneurship, family businesses and cooperatives, all of which particularly benefit women; encourage women's social entrepreneurship and provide training for business start-ups in this area.
- Introduce the principle "think of the small ones first" into the work of the legislative and executive branch of government when planning, drafting, adopting and applying the law and mechanisms relevant to the economy and doing business.
- Establish inter-sectoral working groups (including representatives of business and educational institutions, employment agencies, employer associations, chambers of commerce, women entrepreneurs associations and other associations working with vulnerable groups), for the purpose of developing a gender-sensitive approach to entrepreneurship development.
- Change the definition of the term "entrepreneur" and "entrepreneurship" in the Law on Companies, to ensure that it is aligned with European policies in which entrepreneurship is more broadly defined as entrepreneurial culture, space for innovation and creativity.
- Amend the Law on Crafts, the Law on Cooperatives, the Law on Non-Bank Finance and other regulations relevant for access to resources, property, ownership rights and similar, and for promoting entrepreneurial initiatives and development of entrepreneurship.

- Intensify and improve the connection between the corporate world and the informal and formal education system to ensure qualified human resources that will meet the needs and realities of the economy.
- Map and promote positive and innovative models of female creativity.
- Create the conditions for the equitable access of women entrepreneurs, including those belonging to vulnerable groups, to profitable and capital development programmes and projects, funding sources and markets.
- Establish a uniform and easily accessible system to register and collect data and regularly monitor female entrepreneurship, and set up a database on female entrepreneurship.
- Regularly communicate and consult with entrepreneurs through their associations to measure efficiency and impact of policies and measures in this area.
- Introduce gender sensitivity into entrepreneurial education and training and raise the level of competencies of teaching staff in the area of entrepreneurship.
- Continuously benchmark progress of female entrepreneurship against the European Union's Small Business Act (SBA).

#### **In the area of access to modern knowledge and skills:**

- Create the conditions for equal access of girls and boys, women and men, especially from vulnerable groups, to education, from pre-school to higher education, and to professional specialization and training, education in information and communications technologies and new technologies, including access to information and communications technologies.
- Encourage and support participation of girls and women in education for professions with a greater added value, such as engineering and new technologies.
- Ensure equal access of women and men in planning, designing and implementing technical and technological development.
- Increase the involvement of girls and women in areas such as science, technology, engineering and math (STEM).
- Support and promote the achievement of women in science and technology, eradicate discrimination against women in these fields and provide measures for the advancement of women in science.

### **Specific objective 2.4:**

#### **Enhance the role of women in the security system**

The Republic of Serbia was among the first Western Balkan countries to adopt the *National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia (2010-2015)* in December 2010, which is when its implementation started. Considering that this is one of the most important resolutions of this global organization in the peace and security policy area, the National Action Plan emphasizes in particular the importance of the active role of women in preserving peace and security, and



points to the consequences of armed conflicts on women and girls and the importance of the active role of women in the country's post-conflict recovery peace-building. The Resolution is in line with the previously ratified United Nations Conventions, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and other ratified United Nations resolutions that concern women.

In the Conclusion of the Government of 19 February 2015, approving the *Report of the Political Council on the implementation of the National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia (2010-2015) for the period from 2011 to 2013*, it is recommended that the national strategic goals in the area of gender equality be revised, in other words that the position and role of women in the security sector be incorporated in the national strategy, thereby ensuring its comprehensive and coordinated implementation. Concrete measures and activities in this field for the next medium-term period will be defined in the National Action Plan for the period of implementation from 2016 to 2020, on the basis of an assessment of the implementation of the National Action Plan expiring in 2015.

Outcome indicator:	Baseline value:	Target value:	Verification source:
	<p>Report of the Political Council on the Implementation of the National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from 2011 to 2013; Political Council Report on the Implementation of the National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from January to December 2014;</p> <p>Report of the Political Council on the Implementation of the National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from January to December 2015, with recommendations for the drafting of the National Action Plan for the period from</p>	<p>National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from 2016 to 2020 is adopted and implemented in an integrated manner.</p>	<p>Reports of the Political Council submitted to the Government during the period of implementation of the National Action Plan for the period 2016–2020.</p>

	2016 to 2020.		
	Baseline year: 2015	Target year for achieving the objective: 2020	

### **Measures for achieving the objective:**

- Evaluate the National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from January to June 2015, with recommendations (considering that the reports on implementation for the previous periods have already been completed).
- Draft and adopt the new policy document: National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from 2016 to 2020.
- Integrated implementation of the National Action Plan to Implement the Resolution for the period from 2016 to 2020.
- Active participation of the security sector in the coordinated implementation of structural policies and planned activities targeting the promotion of gender equality in society.
- Re-examine and open other topics related to the gender aspect of security.

### **Specific objective 2.5:**

#### **Women and men in rural areas actively and equally contribute to development and have equal access to development results**

In its Concluding Observations concerning the Second and Third Periodical Report on the Implementation of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW/C/SRB/2–3)<sup>19</sup>, the UN Committee on the Elimination of Discrimination Against Women noted with particular concern the inequalities between urban and rural women with regard the standard of living and employment, in particular for older women. The Committee also expressed its concern about the discrimination against rural women in access to property owing to traditional and social patterns favouring men as property holders. Therefore the Committee recommended that the Republic of Serbia ensure that rural women, including older women, enjoy unimpeded access to adequate standards of living, employment and ownership rights.

Improving the evidently disadvantaged position of rural women is linked to rural development. The inclusive and accelerated rural development requires the restoration of social cohesion and the creation of a favourable economic environment that will improve the quality of life of women and men alike. Comprehensive rural development planning entails the active participation of women and the employment of their potential. At the same time, this type of planning should incorporate all sectors (economic, social, cultural, healthcare) and all levels (state, local government, rural community) while activating the various stakeholders. The

---

<sup>19</sup> Recommendation No 34.

complexity of this issue will be addressed by developing a comprehensive normative and political framework, including the adoption of the Strategy for the Improvement of the Status of Rural Women.

Outcome indicator:	Baseline value: Among rural women, 12% have no health insurance, while over 60% are not covered by pension insurance.	Target value: All rural women are covered by health and pension insurance.	Verification source: Statistics.
	Baseline year: 2011	Target year for achieving the objective: 2020	

### **Measures for achieving the objective:**

**With respect to developing a comprehensive normative and political framework with the aim of improving the position of rural women:**

- Enhance the economic, social, health and physical security of women in rural areas, in particular vulnerable groups of women, while taking measures to eliminate gender-based discrimination and gender stereotypes.
- Eliminate regulations and practices discriminating against access of women to agriculture, property and other resources and promote the equal rights of women to inherit land and other property.
- Create the conditions for rural women, including older women and other vulnerable groups, to acquire unimpeded access to adequate living standards and to earning income.
- Combat stereotypes about the role of rural women.
- Ensure the conditions for rural women to acquire knowledge about their rights and protection mechanisms and encourage the reporting of incidences of discrimination.
- Create the conditions for the equal participation of women in decision-making at the level of the local communities and create programmes at local level.
- Encourage and support the establishment and functioning of women's associations in rural areas, their networking and exchange of experiences, and communication with gender equality mechanisms at national, district and local level.
- Undertake programmes to educate rural women about their rights, gender equality and the normative and political frame for the exercise and protection of their rights.
- Design ways for the transfer of unused and uncultivated land to youth, women and young families.
- Secure a monthly income (pension, social welfare or similar) for rural women over 60 years of age.

**With respect to developing and harnessing the potential of women for the development of agriculture, entrepreneurial initiatives and employment in the agricultural and non-agricultural sectors:**

- Systematically ensure the recognition women's resources and entrepreneurial initiatives in rural areas.
- Enable the work of counselling centres and design training programmes for start-ups and specialized trainings in agriculture, green economy, running a private business and other.
- Encourage decision-makers at all levels of decision-making to create models for developing the types of production that particularly benefit women, such as organic farming and small-scale farming.
- Enhance the production capacities for the development of farming households run by women by providing incentives, introducing additional criteria for priority in the purchase of agricultural products from households run by women and in other ways.
- Develop businesses and services outside the agricultural sector as well, such as social economy and rural tourism, which could improve the quality of everyday life in the villages.
- Take measures for combating forms of discrimination predominantly faced by rural women, particularly women from vulnerable groups, such as Roma women, women with disabilities, older women and other.
- Introduce incentives for local governments to invest in the development of infrastructure in rural areas, including public transport, to increase the availability of services and programmes and mobility of rural women.

**Specific objective 2.6:**

**Improve the position of women discriminated against on multiple grounds and vulnerable women**

In its Concluding Observations concerning the Second and Third Periodical Report of the Republic of Serbia on the Implementation of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW/C/SRB/2-3)<sup>20</sup>, the UN Committee on the Elimination of Discrimination Against Women expressed its concern about the absence of the concept of intersectional discrimination and multiple discrimination against women in Serbia's anti-discrimination laws. The purpose of having a legal definition is to set legal grounds so that multiple discrimination cases can be litigated to ensure the fair compensation of victims. Therefore, in the forthcoming period, special attention will be devoted to improving the anti-discrimination legislation, preventing multiple discrimination, developing protection mechanisms and improving the position of vulnerable groups of women. The combination of multiple experiences of discrimination will require special treatment and special attention within the legal protection domain.

---

<sup>20</sup> Recommendation No 34.

Taking into account the results of the Evaluation of the Action Plan (2010–2015), the gender equality situation analysis and the conclusions from the consultations with the local government units and associations, the following groups have been identified by the Strategy as vulnerable groups at high risk of multiple discrimination: Roma women, women over 60 years of age, young women, rural women, expectant mothers, women with small children, women with a different sexual orientation, women victims of domestic violence, women with disabilities, single mothers, women members of national and ethnic minorities, unemployed and uneducated women. This list of vulnerable groups remains open; a vulnerable group is defined as any group identified as such in the individual public policy areas and/or taking into account the specificities of the local environment and circumstances.

Outcome indicator:	Baseline value: The concept of multiple discrimination is not integrated into the legislation.	Target value: Members of vulnerable groups with a multiple discrimination experience have gained access to justice and fair compensation.	Verification source: Report of the Ministry of Justice.
	Baseline year: 2015	Target year for achieving the objective: 2020	

### Measures for achieving the objective:

- Introduce the concept of multiple discrimination in legislation and enable access of victims to justice and fair compensation.
- Provide training to judges, prosecutors and attorneys to enable them to understand and recognize multidimensional discrimination and provide adequate legal protection to victims.
- Provide adequate training to managers and staff in the public administration at local level to enable them to recognize and understand multidimensional discrimination, identify vulnerable groups in their local environment and integrate the specific position of these groups in local development plans.
- When preparing and developing new policy documents, from the national to the local level, carry out an *ex ante* analysis of their effects on the position of vulnerable groups.
- Create the conditions for local government units to implement incentives for the improvement of the position of women, in particular from vulnerable groups, in their communities.
- When preparing the new Strategy for the Improvement of Roma Status for the period 2016–2020, special attention will be devoted to gender equality as a horizontal issue and its integration into all planned measures, as well as the implementation of special measures for the improvement of Roma women and girls.

- Create the conditions for reducing unemployment among vulnerable women groups (Roma women, women with disabilities, single mothers, rural women, women with no education, women survivors of violence and other) by designing special measures to support the employment of women and by encouraging initiatives at the local level; support successful measures for their economic empowerment.
- Apply special measures, consistently and with due commitment, for the improvement of the position of women discriminated against on multiple grounds and those belonging to vulnerable groups to enable their equal access to employment, safety at work, resources, justice, ownership, decision-making in the public and political life, education, infrastructure, health and social protection.
- Actively prevent early and forced marriages, in particular among Roma girls and young women and provide support to young women and mothers to continue their education.
- Establish gender equality committees within all national minority councils and oblige these councils to implement the gender equality policy.
- Enable Roma women to exercise the right to vote and to be elected (raising awareness and motivation).
- Identify and apply special measures to create the conditions for a greater participation of women and men from vulnerable groups in the executive and public authorities at all levels.
- Support research on the specificities of the position of groups discriminated against on multiple grounds, with recommendations for improving their position and eliminating discrimination.

### **Specific objective 2.7:**

#### **Improve health of women and equal access to healthcare services**

Despite the legislative and healthcare policy measures, the findings of the Evaluation of the Action Plan (2010–2015) indicate that the results in this area fell short of expectation. Women, in particular those from vulnerable groups, did not gain an adequate level of access to quality healthcare. The financial, technical and human resources available in this area were neither sufficient nor sustainable. The UN Committee on the Elimination of Discrimination Against Women presented a set of recommendations to the Republic of Serbia to address the improvement of equal access to healthcare services and improvement of women's health, especially bearing in mind the needs and status of women from vulnerable groups.<sup>21</sup>

Outcome indicator:	Baseline value: The achieved level of gender equality in the domain of health. Percentage of women,	Target value: Progress in the level of gender equality in the domain of health. Increased percentage of	Verification source: Gender Equality Index. Public Health Institute.
--------------------	---	---	--

<sup>21</sup> Recommendation No 33 (a), (b), (c), (d) and (e).

	aged 15–49, who have reproductive health screenings.  Percentage of women who rated their health as “poor or very poor”.  Percentage of women who have unfulfilled healthcare needs.	women, aged 15–49, who have reproductive health screenings.  Decreased percentage of women who rated their health as “poor or very poor”.  Decreased percentage of women who have unfulfilled healthcare needs.	Survey on Income and Living Conditions (SILC), Statistical Office of the Republic of Serbia (SORS)
	Baseline year: 2016	Target year for achieving the objective: 2020	

### **Measures for achieving the objective:**

- Improve women’s access to quality healthcare and health-related services in line with General Recommendation No 24 (1999).
- Ensure the effective enforcement of the laws and policies that guarantee mandatory health insurance and free services to all women and girls.
- Invest efforts in the prevention of cancer, cardiovascular and other diseases, promoting and raising awareness among women about the importance of preventive screenings through continuous actions of medical staff with emphasis on rural women (through individual talks, “door-to-door”).
- Ensure that all women have access to preventive screenings regardless of their place of residence, age or health insurance coverage, to ensure the prevention and early detection of cancer.
- Take necessary measures to ensure that women with disabilities fully and efficiently exercise their rights to sexual and reproductive health, by eliminating prejudice, training medical staff and increasing the number of healthcare facilities that are adequately equipped to respond to their needs.
- Reduce the use of abortion as a contraceptive measure by increasing awareness and access to contemporary forms of contraception that are to be included on the positive list of medicines and ensure that abortion remains available, as it is currently, legally and financially, and to consider the inclusion of abortion costs in the health insurance system.
- Take measures to ensure that women and girls living with HIV have access to the second generation of antiretroviral medicines and other necessary medicines and services, and to information on methods of prevention of mother-to-child transmission of HIV.
- Promote sport, recreation and healthy life styles.

### **With respect to improving the health of women in rural areas:**

- Expand and facilitate access to healthcare services, including services related to reproductive health, also taking into account accessibility to women from multiply discriminated and vulnerable groups, through mobile teams and in other suitable ways.

- Adopt provisions to facilitate the enjoyment of the right to health and social insurance, especially helping household members.
- Implement educational programmes designed for medical staff in villages to increase understanding of discrimination of women, and in particular women who are discriminated against on multiple grounds.
- Create the conditions for setting up family planning counselling centres and increase their availability at local level.
- Improve child health protection, in particular the protection of children with disabilities.



### **STRATEGIC GOAL 3:**

#### **System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes**

By means of mainstreaming gender equality issues, the state focuses on the prevention of gender-based discrimination and the elimination of structural discrimination, instead of tackling only the consequences. Gender equality thus becomes part of planning, formulating and implementing laws, policies and measures. Thus the needs, priorities and the specific status of women and men, particularly those from vulnerable groups, are systematically included in public policy and its impact on the status of women and men is actively considered through all phases (planning, drafting, implementation, monitoring and evaluation phases) and at all levels, with equal participation of women and men in these processes. This means that a review of key public policies from the aspect of gender equality will be undertaken during the coming period in all areas, including those not directly listed under this strategy (such as pension insurance, social protection, culture, transport, infrastructure, access to justice, justice, technological development, etc.)

In addition to the reorganization, improvement and evaluation of political processes, gender mainstreaming involves the implementation of certain analytical, educational and advisory techniques, such as recording and collecting gender-sensitive data, consistent use of gender-sensitive language, gender-responsive budgeting, gender analysis of policies, programmes and measures, research in the field of gender studies and training of decision-makers and human resources.

Impact indicator:	Baseline value: Public policies, programmes and budgets are gender insensitive.	Target value: Gender equality is mainstreamed across public policies, programmes and budgets.	Verification source: Laws, Strategic documents, National budget, provincial budget, local self-government budgets.
	Baseline year: 2015.	Target year for achieving the objective: 2020.	

#### **Specific objective 3.1:**

##### **Established functional gender equality mechanisms at all levels**

Institutional gender equality mechanisms have been established at all levels, from the national to the local level, but they are insufficiently functional and visible and fail to achieve the required impact on policy making. Clearly defined competences and operational guidelines are lacking, particularly at the local level. There is no coordination and direct cooperation between

national and local mechanisms. Budget support is insufficient, while human, technical and material resources are inadequate.

The application of the gender equality principle in all policies and measures is a complex, comprehensive and ongoing effort, requiring the existence of functional gender equality mechanisms at all levels. This assumes securing competent human, material and financial resources, as well as clear and centrally-coordinated guidelines for working in this field, setting minimum requirements and at the same time preventing the bureaucratization of work. Staff for gender equality will be appointed across all ministries and public administration bodies. Goals and tasks for the gender equality mechanisms at the local level will be clearly formulated. The focus will be shifted from tackling women as victims towards women and men as equal factors in social development.

Impact indicator:	Baseline value: Institutional gender equality mechanisms are established at the national and provincial level in 90% of municipalities, but fail to exert influence everywhere; support and resources required for their operations are insufficient.	Target value: Institutional gender equality mechanisms are efficiently operating at all levels, based on clearly defined competences with provided budget, material and human resource support.	Verification source: Law on Ministries, Law on Gender Equality Statistical data, National budget, Provincial budget, Local self-government budgets.
	Baseline year: 2015.	Target year for achieving the objective: 2020.	

### **Measures for achieving the objective:**

- Establish gender equality mechanisms in all public administration bodies at all levels and secure resources and capacities for their operation.
- Ensure participation of gender equality mechanisms in decision-making in all areas and create conditions for their influence in policy formulation.
- Draft specific and centrally-coordinated operational guidelines for institutional gender equality mechanisms at the local level. Introduce the measure of mandatory appointment of a sector member of the city and/or municipal council in charge of gender equality issues, as well as professional services competent exclusively for this field which are comprised of experts independent of potential changes in the composition of leading local political structures. Secure the material, financial and human resources for their activities.
- Create conditions for adequate human, technical and financial resources for institutional mechanisms at the national, provincial and local level, as well as political support, in order to facilitate their efficient execution of their functions.

- Appoint persons in charge of gender equality, coordinators for gender equality affairs in all ministries and public authorities, also to act as focal points for communication with the Gender Equality Coordination Body.
- Continuously increase the capacities of institutional mechanisms by providing and implementing educational programmes.
- Establish an efficient mechanism for cooperation and communication among the national, provincial and local level, particularly with other relevant government and non-government stakeholders (National Assembly and other public authorities, state institutions in the field of judiciary, security, healthcare, education, etc., independent bodies for the protection of human rights and equality, academic community, business sector, unions, women's and other associations, media, etc.)
- Coordinate active representation and participation in the activities of bodies, institutions, working bodies and other UN mechanisms.

### **Specific objective 3.2.**

#### **Gender perspective included in all strategic documents**

A number of national, provincial and local strategic documents in various areas (development of small and medium-sized enterprises, public health, employment, sports development, etc.) contain goals and measures for improving the status of women and vulnerable groups. However, gender equality is mostly included as a separate “women’s” component or as a separate section dedicated to gender equality. As a rule, gender equality is not integrated in the overall strategy. Additionally, *ex-ante* gender analyses and gender impact assessments are not conducted during the planning of strategies. Achieving *de facto* gender equality assumes the inclusion of gender perspective in all strategic documents at all levels with previous gender analyses and gender impact assessments.

Outcome indicator:	Baseline value: Gender equality is included in a number of strategic documents, mostly as a separate “women’s” component, or a segment dealing separately with women and/or gender equality.	Target value: Gender equality is recognized as a development issue and introduced into strategies at all levels.	Verification source: National strategies, AP Vojvodina strategies, Local activity plans.
	Baseline year: 2015.	Target year for achieving the objective: 2020.	

#### **Measures for achieving the objective:**

- Develop the methodology, adequate tools and procedures for gender mainstreaming across policies and programmes.

- Adopt checklists, guidelines and operational frameworks, including mandatory instructions for non-discriminatory language.
- Standardize the use of gender equality terminology.
- Mandate the consistency of use of gender-sensitive language in regulations and official communication among public administration bodies.
- Provide for timely and efficient implementation of all anti-discrimination laws and regulations and undertake measures for raising public awareness, particularly for women from vulnerable groups, regarding these laws.
- Initiate the drafting of strategic documents expiring in 2015 with mandatory mainstreaming of gender equality in policy goals.
- Continuously endeavour to introduce gender equality into all normative regulations, strategies, programmes and measures across all areas, securing equal participation of women and men in their planning, preparation and development process.
- Ensure the allocation of adequate resources for the implementation of temporary special measures for securing gender equality adopted by laws and strategies.
- Regularly inform the public, particularly women, on temporary special measures introduced by the state to improve the status of vulnerable groups of women.
- Develop partnerships of women and men in the promotion of gender equality and the creation of gender-sensitive policies at all levels.

### **Specific objective 3.3:**

#### **Gender analysis of policies, programmes and measures**

Achieving gender equality and preventing gender-based discrimination assumes *ex ante* gender impact assessments, i.e. assessments of potential different effects of draft policies on women and men. The goal is to adopt solutions that will ensure the prevention and elimination of potential discriminatory impact of such policies.

Outcome indicator:	Baseline value: Policies, programmes and measures are “gender-blind” and do not consider the effects on women and men.	Target value: Draft policies, programmes and measures are adopted after the conducted gender analysis.	Verification source: Documents by public authorities Report of the Gender Equality Coordination Body
	Baseline year: 2015	Target year for achieving the objective: 2020	

#### **Measures for achieving the objective:**

- Ensure conditions and ministerial capacities for deliberating policies and programmes from a gender perspective in light of the Beijing Declaration and Platform for Action; analyse and study the impact of laws and other regulations, policies and measures on the lives of women and men; establish interministerial coordination and cooperation with the Gender Equality Coordination Body to facilitate the implementation of this competence; continuously monitor the enforcement of laws, regulations, policies, programmes and measures related to the equal opportunities policy and gender equality.
- Develop the methodology, adequate tools, procedures and capacities for conducting gender analysis of policies, programmes and measures and monitoring their effect regarding women and men, including women and men from vulnerable groups and those discriminated against on multiple grounds.
- Conduct regular and mandatory *ex ante* gender impact assessments of draft policies and laws and contribute to the elimination of gender stereotypes in the community; monitor the implementation of laws and measures, as well as their impact on overcoming existing stereotypes and inequalities in local communities; undertake measures for the amendment of laws, policies and measures if gender analysis and gender impact assessments indicate they will have a negative effect on gender equality.
- Secure gender sensitivity of investment programmes.
- Measure and assess the effects of these laws, regulations, policies, programmes and measures on the status of women and men, advancement of gender equality, elimination of multiple discrimination and, based on these findings, conduct a periodical review of laws, regulations, policies, programmes and measures. Continuously raise public awareness and make information on these findings and reviews available to women, including publication of gender-sensitive data and statistics.
- Establish institutional structures disposing over adequate human resources for conducting gender mainstreaming, particularly gender-responsive budgeting, gender analysis and gender impact assessments.
- Ensure continuous education and acquisition of adequate knowledge and skills for staff in public authorities, institutions and institutes.
- Provide for professional support – establish a database of academic and independent experts in gender equality, human rights of women and gender mainstreaming, particularly for gender-responsive budgeting, gender analysis and gender impact assessment, with predetermined criteria and their consistent application.
- Adopt a new law on gender equality aimed at harmonization with the relevant EU Directives (Directive no. 2006/54/EC on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation).

### **Specific objective 3.4:**

#### **Gender-sensitive statistics and records**

The existence of gender-sensitive statistics, gender-segregated data and gender indicators is a precondition for gender mainstreaming. These are key tools for the formulation, implementation, monitoring, evaluation and revision of political goals. The data obtained from gender-sensitive statistics facilitate policy creation and revision in a way that prevents them from having different effects on women and men. Additionally, gender-sensitive statistics provide authentic data on the true effects of policies and programmes on the lives of women and men. The Statistical Office produces a high degree of gender-sensitive statistics; the drafting of the Gender Equality Index is under way, but numerous state bodies, institutions and companies fail to collect and register gender-segregated data.

Regular and comprehensive monitoring and presentation of gender-sensitive data facilitates an overview of the status of society regarding gender-based discrimination, as well as the creation, planning and implementation of policies aimed at eliminating inequality and improving the status of discriminated groups or individuals.

Outcome indicator:	Baseline value: Gender Equality Index not drafted.	Target value: Gender Equality Index published regularly.	Verification source: Statistical Office of the Republic of Serbia.
	Baseline year: 2015.	Target year for achieving the objective: 2016.	

### **Measures for achieving the objective:**

- Create the conditions for maintaining gender-sensitive statistics in all fields according to the same methodology in order to make the data comparable; statistical data should be segregated not just by sex, but also age, location, national or ethnic origin, disability, language, education and other grounds for social vulnerability, as well as by region.
- Ensure that definitions and concepts used as the grounds for statistics should consider differences in gender roles of women and men.
- Ensure that data collecting methods should consider gender stereotypes and cultural and social patterns that can influence the creation of gender prejudice.
- Create conditions for the implementation of regulations aiming to oblige state bodies, institutions and institutes, as well as companies and local self-governments, to collect and register gender-segregated data.
- Define sectoral gender indicators for measuring the effects of policies, programmes and measures on changes in relations between women and men, as well as for monitoring the achievement of gender equality objectives.
- Regularly present and publish the Gender Equality Index.

### **Specific objective 3.5: Gender-responsive budgeting**

Gender-responsive budgeting is the application of the gender equality principle in the budgeting process. It involves gender mainstreaming in all budgetary processes and the restructuring of income and expenditures aiming to improve gender equality. This implies that the budgeting process should consider the needs and priorities of women and men, as well as various groups of women and men, keeping in mind the different roles they have in the family, workplace and society. This makes visible the instances where the distribution of the national budget is gender-inequitable. The goal is that the priorities of women are reflected to the same degree as the priorities of men. Funds for public expenditures are thus better targeted and more efficiently allocated, providing for gender equality.

Outcome indicator:	Baseline value: Gender-responsive budgeting in the pilot project phase.	Target value: Gender equality mainstreamed in the national and provincial budgets, as well as the budgets of at least 30% of local self-government units.	Verification source: National budget, Provincial budget, Local self-government budgets.
	Baseline year: 2015.	Target year for achieving the objective: 2020.	

### **Measures for achieving the objective:**

- Develop and adopt a normative framework for gender-responsive budgeting.
- Define the obligation of gender budgeting by way of the Law on the Budget System.
- Integrate gender-responsive budgeting instructions in the budget preparation instructions.
- Establish a working group for the implementation of the gender budget initiative.
- Define and adopt phases for the introduction of gender budgeting.
- Ensure gender budgeting training targeting staff employed in state authorities, particularly for budget creators and analysts, as well as employees in institutions and other budget beneficiary bodies.
- Conduct a gender impact assessment of the budget to determine whether it produces different effects on women and men.
- Promote the principle of gender equality and gender-responsive budgeting in the allocation of public funds by way of public calls and competitions.

### **Specific objective 3.6:**

#### **Established mechanisms of cooperation with associations**

The state involves women's groups and other associations, including associations of members of vulnerable groups, in the processes of designing anti-discriminatory policies, improving gender equality and advancing the status of women. Cooperation is achieved through

the Government Office for Cooperation with Civil Society. The significance of gender equality and the complexity of the issue tackled by this Strategy require that a firmer and continued cooperation in the implementation of planned measures and activities be established between the national gender equality mechanism and relevant associations, particularly women's associations.

Outcome indicator:	Baseline value: Communication of public authorities and associations is maintained through the Office for Cooperation with Civil Society through periodic and informal consultations.	Target value: A formal mechanism for cooperation of the Gender Equality Coordination Body and associations has been established to facilitate cooperation and regular consultations in the implementation of this strategy.	Verification source: Mechanism of cooperation of the Gender Equality Coordination Body with associations.
	Baseline year: 2015.	Target year for achieving the objective: 2016.	

### **Measures for achieving the objective:**

- Provide for formal and informal dialogue and periodic consultations between institutional mechanisms at all levels and relevant associations, particularly women's associations, through formal mechanisms of cooperation in relation to the strategy implementation.
- Include associations tackling the status of vulnerable groups in the cooperation.
- Encourage and support associations to refer to this Strategy's goals and measures in their respective projects, and to exchange good practices.

### **Specific objective 3.7:**

#### **Established international and regional cooperation and exchange of good practices**

Improvement of international and regional cooperation in the field of gender equality is envisaged in the National Programme for the Adoption of the Acquis (2014-2018). Activities will be undertaken in this field to raise public awareness of international and regional standards in the field of gender equality, particularly the provisions of the Convention on the Elimination of All Forms of Discrimination against Women and the recommendations of the Committee for the Elimination of Discrimination against Women, monitoring the implementation of this Convention. Formal modalities of cooperation will be established with the European Institute for Gender Equality, and the exchange of good practices with European Union states and other countries in the region will be improved. Improvements will be made to informing the public on policies and measures for advancing gender equality in the European Union.



Outcome indicator:	Baseline value: <i>Ad hoc</i> cooperation with the European Institute for Gender Equality, as well as EU member states and countries in the region.	Target value: Continued cooperation with the European Institute for Gender Equality has been ensured, as well as regular exchange of good practices with individual EU member states and countries in the region.	Verification source: Cooperation reports by the Gender Equality Coordination Body
	Baseline year: 2015	Target year for achieving the objective: 2017	

### **Measures for achieving the objective:**

- Establish a formal modality of continued cooperation with the European Institute for Gender Equality, as well as a professional development programme targeting experts at the European Institute for Gender Equality, including experts from the Statistical Office of the Republic of Serbia.
- Establish a regular exchange of good practices with the European Institute for Gender Equality, European Union member states and countries in the region.
- Raise public awareness of policies and measures for advancing gender equality in the European Union.
- Raise public awareness of international and regional gender equality standards – the provisions of the Convention on the Elimination of All Forms of Discrimination against Women and the recommendations of the Committee for Eliminating Discrimination against Women, monitoring the implementation of this Convention, as well as the Council of Europe Convention on preventing and combating violence against women and domestic violence.
- Introduce the public, the European Institute for Gender Equality, countries in the region and European Union member states to good practices in policy gender mainstreaming in local self-government units.

## **4. STRATEGY IMPLEMENTATION**

### **4.1. Responsible Institutions**

The state is responsible for the exercise, implementation and protection of human rights in line with the equality and non-discrimination principles and for implementing an equal opportunities policy. The responsibility of the state for the implementation of the Strategy and undertaking all relevant measures derives from the Constitution of the Republic of Serbia, as well as the obligations undertaken by ratification of the Convention on the Elimination of All Forms of Discrimination against Women and other international and regional instruments in the field of human rights.

Taking into consideration that the Strategy covers a wide range of areas of public life, the implementation of objectives and measures envisaged in the Strategy requires a cross-sector and coordinated approach of all accountable institutions and public authorities. Their operations and activities will be coordinated by the Gender Equality Coordination Body.

Since the equal opportunities and gender equality policy may be implemented effectively only in partnership of all social sectors – public authorities, business sector and civil sector, the implementation process should involve all relevant stakeholders, in particular the civil sector. Key partners in the implementation of the Strategy include the Standing Conference of Towns and Municipalities, associations tackling women issues and other associations. Their active involvement in the implementation of the Strategy, including the monitoring and reporting processes, will be ensured, including the submission of independent reports.

### **4.2. Coordination, Monitoring and Reporting**

The Action Plan for the Implementation of the National Gender Equality Strategy 2016 – 2018 is integral to this strategy. It should be emphasized that the plan, as it refers only to a period envisaged by the Strategy, does not contain all the measures and activities foreseen in the Strategy, wherefore the numeration of specific objectives and measures in the documents (the Strategy and the Action Plan) do not fully correspond.

A second action plan covering the period from 2019 through 2020 will be developed based on the evaluation of the implementation of the action plan hereof.

The Gender Equality Coordination Body is accountable for monitoring the progress of the implementation of the strategy and its action plans. The Coordination Body will set up a mechanism to collect continuously individual reports of all responsible public authorities. The institutions in charge of the implementation of the Strategy and its action plans will submit annual reports on implemented activities to the Gender Equality Coordination Body. If needed and upon request of the Coordination Body, the responsible institutions will submit additional reports and data. Other relevant reports will also be collected continuously, such as the reports of the Commissioner for the Protection of Equality, the Ombudsman, the Provincial Ombudsman, reports of associations tackling women issues and other citizen associations.

The Coordination Body will prepare annual reports with an assessment of progress in the implementation of the Strategy and will submit the reports to the Government not later than March 31 of a current year for the previous calendar year.

Two evaluations will be conducted to measure the impact of the Strategy implementation: the first one after two years of implementation and another upon the completion of the strategic period. A first independent, external evaluation of the implementation of the Action Plan 2016 – 2018 will be conducted from June through September 2018, whose findings will be used as a baseline for the preparation and adoption of the Action Plan for the ensuing 2019 – 2020 period. An independent evaluation of the implementation of both action plans will be conducted from December 2020 through April 2021. The report of the evaluation will be submitted to the Gender Equality Coordination Body by May 2021. The Coordination Body will prepare a final report with an assessment of success in the implementation of the Strategy and will submit it to the Government not later than 31 July 2021.

## **5. CLOSING PROVISION**

The Strategy is to be published in the Official Gazette of the Republic of Serbia.

O5 No. \_\_\_\_\_

In Belgrade, 2016

**PRIME MINISTER**

**Aleksandar Vučić**

**ACTION PLAN FOR THE IMPLEMENTATION OF THE GENDER EQUALITY STRATEGY  
FOR THE PERIOD 2016-2018**

**1. STRATEGIC GOAL: CHANGED GENDER PATTERNS AND IMPROVED GENDER EQUALITY CULTURE**

**Outcome indicator: Citizen attitudes on gender equality and recognisability of gender equality policies**

Objective		Expected result by 2018		Verification indicator and source 2018	Outcome 2020		
1.1. Increased gender equality capacities and knowledge of managers and staff in public authorities		At least 80% of managers and staff in public authorities recognize causes and forms of discrimination and understand measures for achieving gender equality		Surveys and knowledge tests	Reduced institutional discrimination;  Improved implementation of affirmative measures and anti-discriminatory legislation;  Improved implementation of legal measures in the field of protection of human rights and gender equality		
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required (in RSD)	Deadline

1.1.1. Regular and mandatory training on human rights, gender equality and anti-discrimination for all managers and staff in public authorities at the national, provincial and local level	Managers and staff in public authorities understand the fundamentals of inequality and gender-based discrimination, multiple discrimination, key measures for achieving equality and their role in non-discriminatory treatment and drafting and implementing adequate measures in their mandate	Initiative to supplement the training programme for managers and staff in public authorities	Draft training programme has been developed	Gender Equality Coordination Body Human Resource Management Service	Ministry competent for public administration and local self-government;  Office for Human and Minority Rights;  Social Inclusion and Poverty Reduction Unit;  educational institutions;  citizen associations;  international organizations (particularly the UN)	No additional funds required	March 2016
		Conduct training for managers working in public authorities at the national level  (2 trainings for 60 trainees)	Number of managers and staff in public authorities at the national level having completed the	Human Resource Management Service	Gender Equality Coordination Body;  Ministry competent for public administration and	Funds provided in SUK budget	April 2016 – December 2016

			training		local self-government		
		Conduct training for managers and staff in public authorities at the provincial and local level	Number of managers and staff in public authorities at the provincial and local level having completed the training	Provincial Body for Gender Equality;  Local gender equality bodies	Local self-government units;  Standing Conference of Towns and Municipalities;  educational institutions (particularly accredited gender studies);  citizen associations	Budget funds of provincial bodies and local self-government units	By the end of 2017
1.1.2 Initiative to integrate a subject/content on gender equality in the state examination	Increased knowledge and awareness of civil servants in public authorities on gender equality and measures to achieve equality	Draft contents for the subject and amendment of the curriculum for the professional state examination	Draft amendment of the curriculum of the professional state examination;  Prepared examination	Gender Equality Coordination Body	Ministry competent for public administration and local self-government;  educational institutions (particularly	150,000.00	June 2017

			materials		accredited gender studies);  citizen associations;  international organizations (particularly the UN)		
		Initiative to amend the bylaw on the programme and method of taking the professional state examination to make this content mandatory	The amended bylaw on the programme and method of taking the professional state examination has been adopted	Gender Equality Coordination Body	Ministry competent for public administration and local self-government;  High Civil Service Council;  Office for Human and Minority Rights		June 2017
1.1.3. Continued training of lawyers, judges and prosecutors in the field of human rights protection, protection from discrimination, intersectoral, and/or multiple discrimination and	Understanding and awareness among lawyers, judges and prosecutors regarding violations of human rights, institutional and	Conduct the initial human rights training programme (including the CEDAW convention, reporting against the Convention, recommendations of	Initial training programme on human rights and protection from discrimination	Judiciary Academy	Gender Equality Coordination Body;  Ministry competent for justice;  educational	No additional funds required	June 2016

elimination of violence against women	structural gender discrimination, multiple discrimination and protection measures	the CEDAW Committee) and obligations regarding protection from discrimination and multiple discrimination			institutions;  citizen associations;  international organizations (particularly Council of Europe)		
		Supplement the permanent training programme targeting lawyers, judges and prosecutors with seminars on gender-based violence against women	Amended permanent training programme	Judiciary Academy	Gender Equality Coordination Body;  Ministry competent for justice;  Ministry competent for the interior;  educational institutions;  citizen associations;  international organizations;  Office for Human and Minority	No additional funds required	June 2016



					Rights		
1.1.4. Increased capacities for the application of CEDAW in court disputes	Number of court disputes and legal advice referencing the CEDAW convention	Coordinate activities of setting up trainings for providers of free legal aid at the local level on the CEDAW convention and its use in court disputes	Number of trainings held;  Number of trainees	Gender Equality Coordination Body	Local self-government units;  Office for Human and Minority Rights;  Commissioner for the Protection of Equality;  International organizations (UN agencies);	Donor funds	2018
<b>Objective</b>		<b>Expected result by 2018</b>		<b>Verification indicator and source 2018</b>	<b>Outcome 2020</b>		
<b>1.2. Gender-sensitive formal education</b>		<b>Increased number of gender-sensitive teaching content in primary and secondary education</b>		<b>Number of gender-sensitive textbooks and teaching contents</b>	<b>Educational programmes and contents at all levels of formal education are gender-sensitive</b>		

Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required	Deadline
1.2.1. Improve competence of staff in education by introducing mandatory educational programmes on gender equality and include contents on gender equality in the examination for obtaining a licence for working in schools/teaching	Number of staff in education having attended training in the field of gender equality, human rights and anti-discrimination	Develop accredited programmes in the field of gender equality, human rights, discrimination and multiple discrimination for staff in educational institutions	Content of programmes and accreditation	Ministry competent for education – Institute for the Improvement of Education	Gender Equality Coordination Body	300,000.00	September 2018
		Accredited programmes defined as mandatory for obtaining licence for working in educational institutions	Number of accredited programmes	Ministry competent for education – Institute for the Improvement of Education	Gender Equality Coordination Body	No additional funds required	September 2018
1.2.2. Initiative to review teaching content and textbooks to eliminate gender stereotypes, discriminatory content and discriminatory language.	Number of textbooks and teaching units with amended content	Coordinate the tasks of conducting studies and analyses to identify gender stereotypes and discriminatory content in programmes and textbooks	Number of studies and analyses	Gender Equality Coordination Body	National Education Council;  Office for Human and Minority Rights;  Commissioner for the Protection of	200,000.00	August 2018
		Amend the content of programmes and	Number of amended	Ministry competent for education –			

		textbooks so as to encourage equality and increase the visibility of women's contribution to science, culture and art	programmes and textbooks	Institute for the Improvement of Education	Equality; Social Inclusion and Poverty Reduction Unit;		
<b>Objective</b>		<b>Expected result by 2018</b>		<b>Verification indicator and source 2018</b>	<b>Outcome 2020</b>		
<b>1.3. Develop knowledge and visibility of academic results in gender studies</b>		<b>Increased number of students, scientific papers, master and doctoral papers in the field of gender studies</b>		<b>Number of scientific papers, master and doctoral papers in the field of gender studies;</b>  <b>Annual reports by university institutions</b>	<b>Improved know-how and developed human capacities for professional support to gender mainstreaming</b>		
<b>Measures</b>	<b>Outcome indicators</b>	<b>Activities</b>	<b>Activity indicators</b>	<b>Implementing agencies</b>	<b>Partners</b>	<b>Funds required</b>	<b>Deadline</b>
1.3.1 Improve and support gender studies as a source of knowledge on gender relations; increase the visibility of gender studies.	Increased number of students enrolled in gender studies;	Organize events aimed at increasing the visibility and promotion of gender studies	Amount of media reports dedicated to gender studies;  Number of events aimed at	Gender Equality Coordination Body	Universities;  Educational and scientific institutions;  Media;	500,000.00	2017

			promoting gender studies				
1.3.2. Encourage and support targeted scientific, theoretical and empiric research and projects in the field of gender studies	Number of supported scientific projects, studies and publications in the field of gender studies	Support projects in the field of gender studies and feminist research through competitions by the Ministry competent for science	Number of competitions;  Number of submitted scientific – research projects;  Number of supported scientific – research projects	Gender Equality Coordination Body	Centres for gender studies;  Ministry competent for science;  scientific – research institutions and organizations	No additional funds required	2017
		Encourage targeted scientific and empirical research in the field of gender equality, the status of women and men, and gender aspects in various areas	Number of studies and analyses	Gender Equality Coordination Body	Centres for gender studies ;  Ministry competent for science;  scientific – research institutions and organizations	Donor funds	2016 – 2017
Objective		Expected result by 2018		Verification indicator and source 2018	Outcome 2020		
1.4. Increased public awareness of the		At least one media campaign aimed		Attitudes on the	Reduction in the widespread nature of		

significance of gender equality		at eliminating gender stereotypes recognizable to the public		typical roles of women and men; Recognisability of the significance of gender equality; Public survey	negative gender stereotypes on women and men		
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required	Deadline
1.4.1. Organize campaigns for promoting gender equality and the deconstruction of gender stereotypes and roles, promoting good practice examples	Number of campaigns and media reports initiated and organized by the Government and line ministries, involving the promotion of successful women and gender equality	Organize campaigns promoting successful women in various fields, particularly entrepreneurs	Number of campaigns	Gender Equality Coordination Body	Line ministries;  international organizations;  media;  citizen associations;  Social Inclusion and Poverty Reduction Unit	3,000,000.00  (donor funds)	2017-2018
		Recommendations of the Coordination Body for campaigns organized,	All campaigns financed and implemented by line ministries include the promotion of	Gender Equality Coordination Body	Line ministries;  Ministry competent for culture and information	No additional funds required	2016-2018

		financed and implemented by line ministries to include contents promoting gender equality	gender equality and do not contain sexist and stereotypical displays of women and men				
1.4.2. Educational and cultural programmes financed from public funds should contribute to promoting gender equality and the deconstruction of gender stereotypes and roles	At least 30% of media content supported from public funds should contain affirmative and non-stereotypical display of women and men	Establish a quota in allocating public funds and ensure participation of the Gender Equality Coordination Body in commissions for the allocation of funds	Number of supported media reports contributing to gender equality;  Amount of funds allocated for such media content	Ministry competent for culture and information	Gender Equality Coordination Body	No additional funds required	October 2016
1.4.3. Improve the competences of journalists and editors aiming to increase gender sensitivity in reporting and eliminating sexist and misogynous content in media	Number of journalists and editors having completed training for gender sensitive media reporting	Coordinate the activities of organizing trainings for journalists and editors in media with national frequencies	Number of media whose representatives attend the trainings;  Number of trainees	Gender Equality Coordination Body	Ministry competent for culture and information;  Journalist associations;  REM;  Press Council	Donor funds	Ongoing 2017
		Involve journalism students in	Number of involved	Gender Equality Coordination Body	Ministry competent for	Donor funds	Ongoing 2017

		trainings for creating and running media campaigns and media reports promoting gender equality	students; Number of media reports and initiatives		culture and information; Journalist associations; Journalism departments at faculties		
<b>Objective</b>		<b>Expected result by 2018</b>		<b>Verification indicator and source 2018</b>	<b>Outcome 2020</b>		
<b>1.5. Increased safety of women from gender-based violence in the family and intimate partner relations</b>		<b>More efficient institutional protection of women in situations of violence through the consistent implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Family Violence</b>		<b>Number of reported cases and ratio of reported and processed cases;  Number of convictions and type and amount/level of punishment</b>	<b>Achieved zero tolerance for violence;  Femicide down to zero</b>		
<b>Measures</b>	<b>Outcome indicators</b>	<b>Activities</b>	<b>Activity indicators</b>	<b>Implementing agencies</b>	<b>Partners</b>	<b>Funds required</b>	<b>Deadline</b>

1.5.1. Improve the legislative and strategic framework in the field of protection of women from gender-based violence in the family and intimate partner relations	Amended and improved legislative and strategic framework and institutional coordination system in accordance with the Council of Europe Convention on preventing and combating violence against women and domestic violence	Coordinate the drafting and adoption of strategic documents for combating violence against women and the implementation of the Council of Europe Convention on preventing and combating violence against women and domestic violence	Strategic documents adopted	Gender Equality Coordination Body	Ministry competent for the interior;  Ministry competent for justice;  Ministry competent for labour and social policy;  Ministry competent for healthcare;  Public Prosecutor's Office;  Women's and other associations;	500,000.00  For the consultation process and professional support	2016
		Improve the legislative framework in accordance with the Council of Europe Convention on Preventing and Combating	Prepared draft laws on amendments to the relevant laws	Ministry competent for justice	Ministry competent for the interior;  Ministry competent for labour and social policy;	No additional funds required	2017



		Violence against Women and Family Violence			Ministry competent for healthcare;  Women's Parliamentary Network;  Women's and other associations;		
		Create preconditions for ordering urgent measures to prevent further violence that can be issued immediately or within 24 hours by the police	Amendments to the legal framework	Ministry competent for the interior	Ministry competent for justice;  Social work centres;  Women's and other associations;	No additional funds required	By the end of 2016
1.5.2. Establish a unified and standardized system for collecting, registering and exchanging data on all forms of violence against women: on reported cases of violence in the family, type and characteristics of violence, on victims and perpetrators, consequences	Database established	Coordinate activities of developing the database in accordance with the improved legislative framework	Improved legislative framework;  Adequate software provided	Gender Equality Coordination Body	Ministry competent for the interior;  Ministry competent for labour and social policy;  Ministry	Donor funds	During 2016

of violence, provided services and intersectoral cooperation, respecting personal data protection standards					competent for healthcare;  Ministry competent for justice;  Provincial bodies;  Commissioner for the Protection of Personal Data		
1.5.3. Provide the conditions for sustainable, continued, accessible services by women's and feminist associations specialized in providing support for women experiencing violence	Number of women using the services of women's associations	Undergo accreditation of social protection services provided by women's and feminist associations to women experiencing violence	Number and type of accredited services	Ministry competent for labour and social policy	Network of women against violence;  Social Protection Institute of the republic of Serbia;  Gender Equality Coordination Body	No additional funds required	End of 2016
		Allocate budget funds for the operation of a unified help-line and other specialist	Amount of funds allocated for the services;  Number of	Ministry competent for labour and social policy	Gender Equality Coordination Body	1,500,000.00 annually for the help line;  Budgeting in	November 2016

		support services for women experiencing violence, including support to women of alternative sexual orientations	supported organizations providing this service			cooperation with women's associations providing the service, depending on the type of service	
1.5.4. Reduce sensationalist media reporting justifying and normalizing violence against women and provide for regular gender-sensitive awareness raising on the effects of measures to prevent and eliminate violence against women and protection mechanisms	Quality of media reports (in print and electronic media) regarding violence against women based on monitoring the Network of Women against Violence and other independent media supervising sources	Coordinate training organization activities targeting editors of electronic and print media and members of the REM Council in the field of violence against women and acceptable media reporting	Number of training participants;  Public survey is showing changes in reporting	Gender Equality Coordination Body	Regulatory Body for Electronic Media (REM);  Ministry competent for culture and information	100,000.00 per training  300,000.00  For survey (donor funds)	September - October 2017
		Coordinate training organization activities targeting journalists in the field of violence against women and acceptable media	Number of training participants;  Change in attitudes and awareness among	Gender Equality Coordination Body	REM;  Ministry competent for culture and information	100,000.00  Per training	October 2017

		reporting	participants				
		Establish a practice of sessions of the Council of the Regulatory Body for Electronic Media dedicated to reporting on violence against women to present findings of the media contents monitoring in the field of violence against women and femicide – Network of Women against Violence	<p>Number of petitions submitted to the REM Council;</p> <p>Number of issued warnings to media and journalists who approve and promote violence against women (funds from penalties collected to be used to support women's associations helping women experiencing violence)</p>	Ministry competent for culture and information	<p>Office for Cooperation with Civil Society;</p> <p>Gender Equality Coordination Body;</p> <p>REM;</p> <p>Network of Women against Violence;</p> <p>Women's Information-Documentation Centre (ZINDOK);</p> <p>Press Council</p>	No additional funds required	April 2016
		Prepare annual reports on progress achieved in protecting women from gender-based violence, including reports on the effects of	<p>Number of drafted and published reports;</p> <p>Number of media reports on the progress</p>	Gender Equality Coordination Body	<p>Ministry competent for the interior;</p> <p>Ministry competent for justice;</p> <p>Ministry</p>		End of 2016, 2017 and 2018

		protection measures	reports		competent for labour and social policy;  Ministry competent for healthcare;  citizen associations		
--	--	------------------------	---------	--	--	--	--

## STRATEGIC GOAL 2: INCREASE EQUALITY OF MEN AND WOMEN BY IMPLEMENTING EQUAL AN OPPORTUNITIES POLICY AND MEASURES<sup>22</sup>

**Outcome indicator: increased scores of the Gender Equality Index (both the general and domain indexes, relative to the 2015 Index)**

Objective	Expected result by 2018	Verification indicator and source 2018	Outcome 2020
2.1. Equal participation of women and men in parenting and economy of care	The time spent on unpaid work is equally distributed between men and women	Time spent on unpaid work;  Time spent on child care;	Improved quality of life of men and women

<sup>22</sup> Note: Measures under Objective 2.6, taking into consideration their cross-sectoral character, strategies that concern the status of women from multiply discriminated and vulnerable groups, are classified under “other related objectives”.

		Source: Time-use survey					
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required	Deadline
2.1.1.Increase the take-up of parental leave by fathers	The share of fathers who take leave to care for the child should be at least 10%	Organize campaigns to promote fatherhood and the role of the man in parenting	Number of events organized;  Number of news reports;  Number of participants at event;  Number of companies to which the promotional material was distributed	Gender Equality Coordination Body	Citizen associations;  Line ministry for culture and information;  Line ministry for labour and social policy	5,000,000.00 (donor funds)	2017-2018
		Organize schools for expectant mothers and parenting schools that entail the participation of fathers	Number of cities and municipalities in which schools for expectant mothers and parenting schools are	Ministry competent for health	Health centres;  visiting nurse services;  local government units	No additional funds required	Continuously until 2018

			organized;  Number of mothers and fathers who attend parenting schools				
		Align labour legislation with EU directives under negotiations of the Chapter 19 – social policy and employment	Laws on amendments to laws regulating labour, employment and social policy are drafted in line with EU directives	Ministry competent for labour and social policy	Gender Equality Coordination Body;  Social Inclusion and Poverty Reduction Unit	No additional funds required	2018
2.1.2. Create alternative and new services for the care of children, the elderly, and dependant persons	Increased activity rate of women and reduced number of working hours in the economy of care	Increase availability of services for the care of elderly and dependant persons at all levels and increase coverage of the beneficiaries	Number of service providers – persons engaged in the delivery of services, by sex;  Number of beneficiaries of the services, by sex	Ministry competent for labour and social policy	Association of social care service providers;  homes for the care of the elderly;  local government units		
		Provide a greater	Number of local	Ministry competent	Local	Funds from the	September

		number of subsidies to private kindergartens and institutions providing after-school care for school children	governments providing subsidies;  Number of kindergartens and institutions providing after-school care;  Number of children using this service;  Length of stay of children in kindergarten	for labour and social policy	government units;  Ministry competent for education	state budget,  Funds from the local government budgets increased by 20% relative to 2015	2016
		Change the criteria for the enrolment of children of unemployed mothers/parents into the kindergarten	Changed criteria for the enrolment of children into the kindergarten;  Number of programmes/institutions providing half-day stay for children of unemployed parents –	Ministry competent for labour and social policy	Local government units;  Ministry competent for education	No additional funds required	December 2016



			mothers				
		Establish and expand day care centres for children of unemployed mothers, of children and adults with disabilities and dependant persons, at the local level	<p>Number of centres;</p> <p>Number of male and female beneficiaries;</p> <p>Satisfaction of beneficiaries and their parents/guardians</p>	Ministry competent for labour and social policy	<p>Local government units;</p> <p>centres for social work;</p> <p>accredited citizen associations</p>	<p>Local government budgets,</p> <p>donor funds</p>	September 2016
		Examine the possibilities and models for flexible forms of work and employment of mothers/parents of children with disabilities and other; develop and pilot programmes	<p>Number of surveys and needs assessments;</p> <p>Number of registered projects</p>	Gender Equality Coordination Body	<p>Ministry competent for labour and social policy</p> <p>local government units;</p> <p>centres for social work;</p> <p>accredited citizen associations;</p> <p>Social Inclusion and Poverty</p>	<p>Donations to associations in cooperation with local government units in the amount of:</p> <p>3,000,000.00</p>	December 2017

					Reduction Unit		
2.1.3.Support single parents by systematically solving the issue of non-payment of alimony; other measures in support of housing, employment, and access to childcare services	Improved economic status of women and men living alone with children;  Reduced child poverty rate	Regulate the issue of non-payment of alimony by developing a draft law on amendments to the law, and bylaws governing this area	20% reduction in the rate of parents not paying alimony	Ministry competent for labour and social policy	Ministry competent for justice;  Social Inclusion and Poverty Reduction Unit	No additional funds required	2018
		Implement projects at the local level involving the delivery of babysitting services and congregate housing for single parents (needs assessment and model options)	Number of registered projects;  Number of implemented projects;  Number of beneficiaries by sex	Ministry competent for labour and social policy	Local government units	3,000,000.00 per tender	2017
2.1.4. Support young and teenage mothers in continuing their education and finding employment, with emphasis on	Number of young mothers who have completed the level of education they started;	Undertake mapping of teenage girls and women below the age of 24 who had children and	Number of teenage mothers who dropped out of school;  Mapping their	Local government units	Ministry competent for education;  Ministry competent for	Cca. 70,000.00 per local government unit	June– December 2016

vulnerable groups of women	<p>Number of young mothers who continue their education;</p> <p>Number of young mothers who have found employment</p>	dropped out of school	needs and opportunities for continuing their education or for employment		labour and social policy;  Ministry competent for youth;  women's associations;  Roma women's associations		
		Inform young women about the opportunities for employment, social entrepreneurship and similar.	<p>Number of young mothers who are informed about employment opportunities;</p> <p>Number of stakeholders supporting the employment of young mothers</p>	Ministry competent for youth	<p>Local government units;</p> <p>Youth Offices;</p> <p>Ministry competent for labour and social policy;</p> <p>women's associations;</p> <p>Roma women's associations</p>	No additional funds required relative to those allocated for the implementation of the National Action Plan for Youth and for Youth Offices at local level	December 2017
2.1.5. Prevent early, teenage marriage, particularly within the Roma community	Number of early marriages that were either not contracted or were	Coordinate tasks related to the education of social workers employed	<p>Number of trainings;</p> <p>Number of</p>	Gender Equality Coordination Body	Office of Human and Minority Rights;  Ministry	Donor funds	2017

	terminated	in education and healthcare about the harmfulness of early and forced marriages	participants		competent for labour and social policy;  local government units		
		Coordinate tasks aimed at educating parents and young girls about the harmfulness of early marriage to be delivered by health mediators, teaching assistants and Roma coordinators	Number of trainings;  Number of men, women, girls and boys who participated in the trainings	Gender Equality Coordination Body	Office of Human and Minority Rights;  local government units	Donor funds	2017
		Coordinate tasks related to the formation of support teams for the prevention of early marriage among girls and young women at risk (the team will be composed of Roma coordinators, teaching assistants	Number of teams formed	Gender Equality Coordination Body	Office of Human and Minority Rights;  local government units	Donor funds	2017

		and health mediators)					
<b>Objective</b>	<b>Expected result by 2018</b>	<b>Verification indicator and source 2018</b>		<b>Outcome 2020</b>			
<b>2.2. Equal participation of women and men in public and political decision-making</b>	<b>5% increase in the share of women at all levels</b>	<b>Share of women in decision-making positions</b>		<b>Women and men equally participating in decision-making at all public administration levels and in all phases of drafting and adopting decisions.</b>			
<b>Measures</b>	<b>Outcome indicators</b>	<b>Activities</b>	<b>Activity indicators</b>	<b>Implementing agencies</b>	<b>Partners</b>	<b>Required funds</b>	<b>Deadline</b>
2.2.1. Increase the participation of women in decision-making processes in the executive branch at all levels	Women account for at least 30% of elected and appointed persons in the executive branch of government at all levels	Promote and monitor the consistency of enforcement of the Law on Gender Equality in this particular area;  Draft amendments to bylaws	Instruments have been amended stipulating a legally-mandated quota for the under-represented sex in all executive bodies, committees and organizations, and in all majority state-owned business and stock companies, and the equal representation of the sexes among the representatives of the state in all other bodies	Ministry responsible for monitoring the implementation of the Law on Gender Equality	Gender Equality Coordination Body;  Women's Parliamentary Network	No additional funds required	First half of 2016
2.2.2. Increase the participation of women in managing and supervisory	At least 30% of women in the managing and	Amend instruments to stipulate a legally-mandated quota of at	Instruments have been amended	Ministry responsible for	Gender Equality Coordination	No additional funds	2017

boards of public enterprises	supervisory boards of public enterprises	least 30% of women in the boards of directors – managing and supervisory boards of public enterprises		monitoring the implementation of the Law on Gender Equality	Body; Social Inclusion and Poverty Reduction Unit	required	
2.2.3. Ensure equal participation of women in decision-making processes in the elected bodies at all levels	Number of women in elected bodies and related working and advisory bodies at all levels;  Number of amendments to regulations and policies in key areas submitted and adopted	Coordinate tasks of the state administration related to the improvement of the legislative frame aimed at ensuring a minimum 30% share of the under-represented sex in all working and advisory bodies and delegations of elected bodies	Amended instruments	Gender Equality Coordination Body	National Parliament;  Parliament of the Autonomous Province of Vojvodina;  Local government assemblies	No additional funds required	Match 2016
2.2.4. Ensure the participation of women, including women from vulnerable groups and/or their representing associations, in designing, implementing and overseeing policies at all levels and in all areas	Number of women and associations for the protection of women that are involved in the process of designing, implementing and overseeing regulations and	Initiative to ensure the participation of a minimum of 30% of women in all advisory, expert and working bodies in the public policy-making process, in particular in the areas of: health, economic	Women account for 30% of the members of advisory, expert and working bodies	Gender Equality Coordination Body	Local government units	No funds required	March 2016

	policies in the key areas	development, education and science, agriculture and rural development, budget, security, access to justice, social policy, culture, youth and sport					
		Ensure that at least 5–8 representatives of women’s and feminist organizations, including Roma women, women with disabilities and lesbian organizations are part of the advisory body of the Government	The Government’s advisory body has been established,  The members are appointed;  Number of opinions provided on regulations, policies and programmes in key areas	Government	Gender Equality Coordination Body	No additional funds required	March 2016
2.2.5. Increase the visibility and activity of women in political parties, including women from vulnerable groups	Mechanisms improving gender equality in political parties are applied	Initiate the enactment of regulations to regulate the activities of political parties aimed at achieving gender equality (for the equal participation of women in non-electoral forms of political participation)	Number of women in the managing bodies of political parties;  Number of women from vulnerable groups in managing bodies of political parties;	Gender Equality Coordination Body	Women’s Parliamentary Network;  citizens’ associations	Funds required to support the consultation meetings and women’s parliamentary networks	June 2016

		Collect and promote good practices within political parties in enhancing gender equality (organizing forums, establishing gender-sensitive programmes and plans, policy proposals and trainings for building the capacities of women in politics)	Number of parties that held consultations and advisory meetings;  Number of parties that changed their programme documents	Gender Equality Coordination Body	Political parties	Funds required for organizing events and expert support	January–December 2017
2.2.6. Increase the visibility of women in national minority councils and activities aimed at involving women from national minorities in decision-making	Number of gender equality-related activities of national minority councils	Prepare the Draft Law Amending the Law on the National Councils of National Minorities that envisage the participation of at least 30% of women in national councils and in all the bodies created within these councils	The Draft law amending the Law on national minority councils is prepared;  Number of women in national council bodies	Ministry competent for state administration and local self-government	Gender Equality Coordination Body	No additional funding required	November 2017
		Prepare the Draft Law Amending the Law on the National Councils of National Minorities envisaging the creation of gender equality committees	Number of councils created;  Number of initiatives addressed by the committees	Ministry competent for state administration and local self-	Gender Equality Coordination Body	No additional funds required	November 2017



		that would review issues relevant for the status of women belonging to national minorities		government			
<b>Objective</b>		<b>Expected result by 2018</b>	<b>Verification indicator and source 2018</b>	<b>Outcome 2020</b>			
<b>2.3. Improve women's economic and labour market status, especially of women from vulnerable groups</b>		<b>Improved indicators of the economic status of women</b>	<b>Gender Equality Index in the domain of work, employment and money</b>	<b>Decreased informal employment of women and increased formal employment, activity and self-employment</b>			
<b>Measures</b>	<b>Outcome indicators</b>	<b>Activities</b>	<b>Activity indicators</b>	<b>Implementing agencies</b>	<b>Partners</b>	<b>Required funds</b>	<b>Deadline</b>
2.3.1. Monitor and promote the development of female entrepreneurship	Number of profitable businesses owned by women;  Number of start-up companies owned by women, by activity sector;  Reduced rate of businesses owned by women that	Develop a system of gender-sensitive records at the Serbian Business Registers Agency (SBRA) for monitoring the development of female entrepreneurship and performing a gender analysis of measures supporting entrepreneurship	A link has been established between the company registration number and the age and sex of the company founder and director	Ministry competent for economy – Serbian Business Registers Agency	Gender Equality Coordination Body;  associations of women entrepreneurs	No additional funds required	September 2017

	close down;	Provide subsidies for start-up entrepreneurs and the delivery of support services in the first 3 years of business	<p>Total amount of the subsidies disbursed to women;</p> <p>Number of women who applied for funding;</p> <p>Number of women that were granted funding;</p> <p>The balance of companies two years after the approval of funding;</p> <p>Percentage of businesses run by women that did not close down after two years.</p>	Gender Equality Coordination Body;	National Employment Service;  associations of women entrepreneurs;  SBRA;  Chamber of Commerce	Self-employment programme subsidies	January 2017
		Initiative for providing mentorship to entrepreneurs through the Standardized Set of Services (SSS) programme	<p>Number of trainings;</p> <p>Number of participants in the trainings;</p> <p>Number of women entrepreneurs;</p> <p>Number of funding sources one year after the training</p>	Gender Equality Coordination Body;	National Agency for Regional Development – SSS programme;  associations of women entrepreneurs;  Chamber of Commerce	1,500,000.00	in the course of 2017
		Initiative for loans to	Total amount of loans	Gender	Development	30% of the	January

		women micro entrepreneurs (included in the programme of the Development Fund of the Republic of Serbia)	disbursed;  Number of women who used loans, by activity sector	Equality Coordination Body	Fund of the Republic of Serbia;  associations of women entrepreneurs ;  chambers of commerce	funds are allocated for loans to micro entrepreneurship	2017
		Provide recommendations for affirmative measures for women in granting investment incentives and subsidies	Share of women in the total number of recipients of incentives and subsidies (by competition)	Gender Equality Coordination Body	Ministry of economy	At least 30% of the funds allocated for investment incentives and subsidies	January 2017
		Grant special incentives to women entrepreneurs in the green economy sector, regardless of the experience and duration of business	At least 30% of the funds allocated for incentives in the green economy sector were used by women;  Total amount of funding;  Number of women who applied for funding;  Number of women who used the funding	Ministry competent for environment	Gender Equality Coordination Body;  Ministry competent for economy;  associations of women entrepreneurs	At least 30% of the funds allocated for the development of the green economy	January 2017

					; SBRA; Chamber of commerce		
2.3.2.Increase formal employment of women, in particular older women and women from vulnerable groups	Women's employment rate	Launch the initiative for setting quotas for the participation of at least 50% of women among the subsidy recipients, in trainings and other employment programmes	The share of women recipients/beneficiaries of subsidies, trainings and other programmes, by activity sector	Gender Equality Coordination Body	National Employment Service; Ministry competent for labour and employment	50% of total funds is allocate to promoting employment	2016
		Stimulate women's formal employment in agriculture through tax exemptions, social insurance and media campaign	Number of formally employed women in farming households; Percentage of women running farming households	Gender Equality Coordination Body	Ministry competent for labour and social policy	Funds required for the media campaign	2016–2018
		Increase availability and use of life-long learning and retraining programmes, in particular designed for older and long-term	Number of programmes; Number of programme beneficiaries	Gender Equality Coordination Body	Ministry competent for labour and social policy; Local	No additional funds required	2017–2018

		unemployed women			government units		
2.3.3. Develop women's cooperatives in rural and urban areas	Number of women's cooperatives in rural and urban areas;	Present the Law on Cooperatives	Number of women that are aware of the Law on Cooperatives	Ministry competent for economy	Gender Equality Coordination Body	No additional funds required	October 2016
	Number of women involved in women's cooperatives; Number of profitable women's cooperatives	30 one-day trainings for women involved or interested in cooperatives (agricultural and non-agricultural) with the SSS programme	Number of trainings; Number of women who attended trainings; Number of cooperative whose members attended trainings	Ministry competent for economy	Gender Equality Coordination Body ; Network of regional development agencies	5,000,000.00	June 2017– January 2018
		Disseminate information about and supporting access to funding for women's cooperatives	Number of cooperatives that have been informed; Number of cooperatives that used the funding; Number of donors and amount of donor funding	Ministry competent for economy	Gender Equality Coordination Body	Donor funds	January 2017
2.3.4. Promote women's social entrepreneurship in rural and urban areas	Number of women employed in social enterprises; Number of profitable women's	Coordinate activities of organizing trainings on social entrepreneurship for women's associations;	Number of trainings; At least 30% of participants in trainings on social entrepreneurship are women;	Gender Equality Coordination Body	Ministry competent for economy; local government	Local government funds, donor funds	June 2018

	social enterprises;  Number of social enterprises that are established and run by women r		Number of women's organizations that attended the trainings		units;  Standing Conference of Towns and Municipalities (SKGO);  citizens' associations		
		Inform women in villages and cities about the opportunities for social entrepreneurship, in cooperation with local women's networks and organizations	Number of briefings;  Number of women who were briefed	Gender Equality Coordination Body	Women's associations;  local government units;  local economic development offices	Local government unit funds	June 2018
		Initiative for setting quotas for participation of women in programmes for funding and incentives to social enterprises, in particular of women belonging to vulnerable groups	Number of women employed in social enterprises that were granted incentives;  Number of enterprises managed by women who were granted incentives	Gender Equality Coordination Body	Ministry competent for labour and employment	At least 30% of total funds are spent on supporting social entrepreneurship	December 2018

2.3.5. Ensure that everyone enjoys equal employment and labour rights	Reduced gender pay gap	Analyse and align legislation with European Union directives to reduce the gender pay gap	Number of amended regulations	Gender Equality Coordination Body	Ministry competent for labour and social policy;  Social Inclusion and Poverty Reduction Unit	No additional funds required	2016–2017
		Initiate the incorporation of provisions into the labour legislation that will additionally strengthen gender equality in the exercise of all employment and labour rights	Number of draft laws amending the laws regulating labour-related matter	Gender Equality Coordination Body	Ministry competent for labour and social policy;  Ministry competent for economy	No additional funds required	2017–2018
Objective		Expected result by 2018	Verification indicator and source 2018	Outcome 2020			
2.4. Enhance role of women in the security system		Greater involvement of women in deciding on issues related to	Share of women in the security system;	The National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of			

		security, peace-keeping, post-conflict recovery of society and building trust	Share of women in decision-making positions in the security system,  Share of women in the civil and military missions in multinational operations;	Serbia for the period from 2016 to 2020 is adopted and implemented in an integrated manner.			
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Required funds	Deadline
2.4.1. Evaluate the National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from January to December 2015 and provide recommendations for the improvement of the implementation of the said Resolution in the forthcoming period	Report on the evaluation of the Government's Political Council is made available to the public	Collect data on the implementation of the NAP for 2015	Collected data	Political Council – Ministry competent for defence	Multi-sectorial coordination body of the Government for the implementation of the NAP to implement United Nations Security Council Resolution 1325 – Women, Peace and Security in	No additional funds required	2016



					the Republic of Serbia;  Relevant bodies of the state administration;  Gender Equality Coordination Body		
		Draft and adopt the Report	<p>The evaluation of the implementation of the NAP has been performed;</p> <p>The Report has been drafted and adopted at the meeting of the Political Council;</p> <p>The relevant state administration bodies have reached a consensus on the Report;</p> <p>The draft report has been submitted to and adopted by the Government;</p>	<p>Political Council – Ministry competent for defence;</p> <p>The Government</p>	Multi-sectorial coordination body of the Government for the implementation of the NAP to implement United Nations Security Council Resolution 1325 – Women,	No additional funds required	2016

			The Report has been posted on the website of the Ministry of Defence for the public to view		Peace and Security in the Republic of Serbia;  relevant bodies of the state administration;  women's associations;  international organizations		
2.4.2. Draft and adopt the National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from 2016 to 2020 (NAP)	The NAP is adopted	Tasks related to the development of the NAP for the period from 2016 to 2020	Government decision to form a Working Group;  The conditions for the functioning of the working group are in place;  Draft NAP;  A public debate has been held;  Conclusions of the public debate;	Political Council – Ministry competent for defence;  The Government	Relevant bodies of the state administration and local government;  citizens' associations;  academic community;  media,	1,000,000.00	January– June 2016

			<p>The NAP proposal has been harmonized;</p> <p>A National Action Plan to Implement Resolution 1325 has been adopted</p>		<p>Gender Equality Coordination Body;</p> <p>women's associations;</p> <p>foreign partners;</p> <p>international organizations</p>		
2.4.3. Integrated implementation of the National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from 2016 to 2020	The goals/objectives of the NAP are implemented and women's active role in security is enhanced	Integrated implementation and monitoring of annual activity plans for the implementation of the NAP and reporting on the effects of their implementation	<p>Annual plans;</p> <p>Annual reports</p>	Ministry competent for defence	<p>Relevant bodies of the state administration and local government;</p> <p>citizens' associations;</p> <p>academic community;</p> <p>media,</p> <p>Gender Equality Coordination Body;</p>	5,000,000.00 from the budget and donor funds	from June 2016 to December 2020

					women's associations;  foreign partners;  international organizations		
<b>Objective</b>		<b>Expected result by 2018</b>	<b>Verification indicator and source 2018</b>	<b>Outcome 2020</b>			
<b>2.5. Women and men in rural areas actively and equally contribute to development and have equal access to development results</b>			<b>Rural women's formal employment rate;  7% increase of indicators of the status of women in agriculture relative to 2012</b>	<b>Rural women's status has improved, in terms of the formal status and access to resources</b>			
<b>Measures</b>	<b>Outcome indicators</b>	<b>Activities</b>	<b>Activity indicators</b>	<b>Implementing agencies</b>	<b>Partners</b>	<b>Funds required</b>	<b>Deadline</b>
2.5.1. Ensure that women have equal access to agricultural production resources	Increased share of women among grant recipients;	Facilitate access to land, use without compensation, etc.	Number of women using land for agricultural production	Ministry competent for agriculture	Local government units;  Land registry	No additional funds required	August 2017
	Increased number of women who own land	Organize a campaign to spread awareness about inheritance rights and equality in inheritance	Number of information leaflets;  Number of roundtables and events	Gender Equality Coordination Body	Land registry;  courts;  local government units	Donor funds	August 2017

		Establish a database on rural women and ownership of resources by sex, at local level	Available data on the use of finance for agricultural production and land by sex;	Ministry competent for agriculture	Gender Equality Coordination Body;  local government units	500,000.00  for advisory and technical support	December 2017
		Increase availability of incentives for rural women (affirmative measures, activities on promoting awareness among women...)	30% of funds allocated for the support of agriculture and rural development are used by women	Ministry competent for agriculture	Gender Equality Coordination Body;  local government units	No additional funds required	2016
2.5.2. Support rural women to develop entrepreneurial initiatives in the agricultural and non-agricultural sectors	Number of start-up companies registered in rural regions that are owned by women, by activity sector;  Informal employment of rural women	Coordinate activities to ensure access to informal learning for the development of rural women's entrepreneurship (in the agricultural and non-agricultural sectors)	Number of trainings for rural women in entrepreneurship and/or agriculture;  Number of women who attended the training;  Number of women involved in informal learning programmes	Gender Equality Coordination Body	Women's associations;  local government units;  local economic development agencies;  associations of women entrepreneurs	Local government budgets;  Donor funds	March–August 2017

		Ensure rural women's access to incentives for agriculture and entrepreneurship (in the agricultural and non-agricultural sectors) by formulating affirmative measures	Number of rural women who used incentives, by type of funding and sector	Ministry competent for agriculture		No additional funds required	2016
2.5.3 Equal participation of rural women and men in development-related decision-making and strengthening women's leadership	Increased participation of women, including women of vulnerable groups, in decision-making at local level	Support women's networking and establishment of women's associations in rural areas, and enable their participation in decision-making in local communities to ensure their equal participation in planning local development and local policies	Number of active rural women's organizations;  Number of trainings, projects and actions implemented by women's associations;  Number of initiatives of rural women's associations	Gender Equality Coordination Body	Local government units	Donor funds	December 2016
		Support the appointment of women, in particular women from vulnerable groups, in local community	Number of women candidates;  Number of women in local community councils is 5% higher than in 2012;  Number of women,	Gender Equality Coordination Body	Local government units;  local electoral committees	Donor funds	June 2016

		councils	including women from vulnerable groups, members of local community councils				
<b>Objective</b>	<b>Expected result by 2018</b>	<b>Verification indicator and source 2018</b>		<b>Outcome 2020</b>			
<b>2.6. Improved health of women and equal access to healthcare services</b>	<b>Improved health of women</b>	<b>Women's health indicators – gender equality index, data of the Public Health Institute and of the Statistical Office of Serbia, disaggregated by sex</b>		<b>Reduced cancer mortality rate</b> <b>Increased life expectancy</b> <b>More favourable health indicators</b>			
<b>Measures</b>	<b>Outcome indicators</b>	<b>Activities</b>	<b>Activity indicators</b>	<b>Implementing agencies</b>	<b>Partners</b>	<b>Required funds</b>	<b>Deadline</b>
2.6.1. Increase the availability of health services for all women	Number of women using primary, secondary and tertiary healthcare services at the annual level	Prepare the Draft Law Amending the law on Mandatory Health Insurance introducing non-employment-based health insurance	Draft law amending the Law is finalized;  90% of women is covered by health insurance	Ministry competent for health	Gender Equality Coordination Body;  State Health Insurance Fund (RFZO);	No additional funds required	by 2018
		Promote and issue health insurance cards to new beneficiaries	Number of women new health insurance beneficiaries on the	Ministry competent for health	Gender Equality Coordination Body;	Cost estimate based on an estimate	September 2016

			RFZO register		RFZO;	of the number of new insurance beneficiaries (women and men)	
2.6.2. Preventive screenings for all women regardless of their place of residence, age or health insurance coverage	Increased early detection of cancer	Organize regular yearly preventive screenings for women over the age of 40, based on the electoral register	Number of preventive screenings;  Number of women screened;  Number of cancer cases detected at an early stage	Ministry competent for health	Health centres;  State Electoral Commission;  RFZO;  Gender Equality Coordination Body	No additional funds required	April–November 2016 and April–November 2017
2.6.3. Raise awareness and knowledge of young women and men about sexual education and protection of reproductive health	Reduced adolescent abortion, pregnancy and birth rates	Introduce mandatory reproductive health and sexual education, including gender-related issues, gender roles and responsible sexual behaviour, in the primary and secondary school curricula	Number of schools that introduced reproductive health and sexual education into their curricula;  Attitudes and knowledge of girls and boys, young women and men about reproductive	Ministry competent for education;  Institute for the advancement of education	Ministry competent for health;  Ministry competent for youth	No additional funds required	September 2017



			health				
		Implement educational programmes for boys, young and adult men about the role and protection of reproductive health and use of contraceptives	<p>Number of programmes implemented;</p> <p>Number of boys and men who participated in the programmes;</p> <p>Attitudes and knowledge of boys and men who participated in the programmes</p>	Ministry competent for youth	<p>Ministry competent for health;</p> <p>local government units;</p> <p>youth offices;</p> <p>citizens' association</p>	Donor funds; funds allocated to counselling services	September 2016
2.6.4. Increased availability of health services to women and men from rural areas	Number of women patients who received health services in rural areas	Organize primary healthcare mobile medical teams to perform specialist screenings in rural settlements	<p>Number of mobile teams;</p> <p>Number of patients covered;</p> <p>Number of settlements visited</p>	Ministry competent for health	Local government units	Funds required for organizing mobile teams, co-funded by the health line ministry at 50%	January 2018
		Organize free transport for residents of rural areas to perform medical check-ups (once in two weeks, daily, as	Number of local government units that provide free	Local government units	Health centres	Local government funds	

		needed)	transport;				
2.6.5. Improve the availability of health services for women with disabilities to preserve their reproductive health and support to motherhood	<p>Number of women with disabilities who became mothers;</p> <p>Number of women with disabilities who accessed gynaecological services</p>	Procure gynaecological examination tables for women with disabilities in 4 regional clinical centres in the Republic of Serbia	<p>Number of gynaecological examination tables procured;</p> <p>Number of women with disabilities who accessed gynaecological services</p>	Ministry competent for health	<p>Ministry competent for labour and social policy;</p> <p>associations of women with disabilities;</p> <p>RFZO</p>	12,000,000 .00 donor funds	June 2016
		Support the procurement of adequate baby equipment	<p>Amount of funds;</p> <p>Number of families who applied for and obtained funding</p>	Ministry competent for labour and social policy	<p>Associations of women with disabilities;</p> <p>RFZO</p>	1,000,000.00 in the first year	January 2017
		Campaign promoting motherhood of women with disabilities	<p>Number of news reports</p> <p>Number of events on this topic</p>	Ministry competent for labour and social policy	Associations of women with disabilities	Donor funds	October – December 2016

### STRATEGIC GOAL 3: SYSTEMIC GENDER MAINSTREAMING IN THE ADOPTION, IMPLEMENTATION AND MONITORING OF PUBLIC POLICY

**Outcome indicator: Increased number of documents, programmes, projects and measures introducing gender perspective in order to contribute to the equality of women and men**

Objective		Expected result by 2018	Verification indicator and source 2018	Outcome 2020			
3.1. Established functional gender equality mechanisms at all levels		Institutions (bodies) for gender equality established and active at all levels of authority in accordance with the Law on Gender Equality and roles in the gender analysis of policy	Number of gender equality mechanisms founded;  Percentage of activities implemented at the annual level	Institutions and instruments for achieving gender equality established and applied in executive and representative public authorities at all levels			
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required	Deadline
3.1.1. Establish mechanisms for gender equality in all public authorities at	Annual reports on the implementation of activities	Establish the gender equality body at the national level	Adequate instrument adopted	Government	Gender Equality Coordination Body	No additional funds required	March 2016

all levels and provide resources and capacities for their work		Provide for an adequate number of employees in the national body for gender equality in accordance with the established competences and key areas	Job systematization	Government	Gender Equality Coordination Body	12,000,000.00  At the annual level	March 2016
		Appoint gender equality coordinators in public authorities	Job systematization	Public authorities	Gender Equality Coordination Body	No additional funds required because coordinators are appointed from among the staff	June 2016
		Establish Government gender equality advisory body for continued cooperation with citizen associations, particularly women's associations	Decision on forming the advisory body;  Rules of procedure	Government	Citizen associations	No additional funds required	March 2016
		Initiate amendments to the Law on Local Self-Government to establish gender equality bodies in local assemblies and appoint local self-government staff tasked with gender equality issues (with specific identification of competences)	Prepared draft Law on the Amendments to the Law on Local Self-Government;  Number of local self-governments who founded assembly bodies and appointed	Gender Equality Coordination Body	Ministry competent for public administration and local self-government;  Standing Conference of Towns and	No additional funds required	June 2016

			persons tasked with gender equality		Municipalities		
		Foster, draft models and guidelines for creating measures for achieving gender equality at the local level – analysis of the gender gap, regulations and plans	Number of drafted guidelines and models in the field of gender equality in sectoral policies	Gender Equality Coordination Body	Public Policy Secretariat	500,000.00 for consultant support, promotion and the consultative process	October 2016
3.1.2. Provide cooperation and communication between gender equality mechanisms from different levels	Availability of data on the implementation of (this) Action Plan at the local and provincial level of authority	Draft the model for annual reporting on planned and implemented operational activities and indicators	Number of reports submitted	Gender Equality Coordination Body	Gender equality bodies at the local and provincial level	No additional funds required	2016
		Hold annual meetings/conferences of gender equality mechanisms to present and evaluate the implementation of measures and activities in the Action Plan	Number of participants at annual conferences	Gender Equality Coordination Body	Gender equality bodies at the local and provincial level  SKGO	No additional funds required	December 2016, 2017 and 2018

Objective		Expected result by 2018	Verification indicator and source 2018	Outcome 2020			
3.2. Gender analysis of policies, programmes and measures		Designed and piloted procedures and methodology for implementing gender analysis	Number of strategic documents with implemented gender analysis and including a gender equality perspective	All strategic documents at the national, provincial and local level contain a gender baseline analysis, a gender impact assessment, indicators and goals			
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required	Deadline
3.2.1. Strengthen the capacities of public authorities for considering policies and programmes from a gender perspective in light of the Beijing Declaration and Platform for Action	Findings of gender analysis built into strategic, planning and budget documents in the analysed sectors	Coordinate the organization of trainings for managers and staff in the selected sectors for conducting gender analysis	Number of trainees  Test of knowledge	Gender Equality Coordination Body	Public Policy Secretariat;  Public authorities	200,000.00	May - December 2016
		Support to staff in sectoral and (elected) public authorities in implementing gender analysis and drafting recommendations	Gender analyses implemented	Gender Equality Coordination Body	Public Policy Secretariat	300,000.00	May - December 2016
		Organize meetings and public hearings with representatives of women's and other associations, experts in drafting recommendations	Consultations held;  Number of participants;  Number of proposals	Gender Equality Coordination Body	Public authorities;  Public Policy Secretariat	100,000.00 – 200,000.00 per event	May - December 2016

		Implement a “pilot” gender analysis in three key selected areas <sup>23</sup> in accordance with Government priorities	Gender analysis results	Public authorities implementing “pilot” analyses	Gender Equality Coordination Body		2016
3.2.2. Initiative for the development and amendment of the methodology of drafting strategic/development and planning documents and projects to include expert instructions and mandatory formulation of gender-sensitive goals and indicators	Developed methodology for drafting strategic/development and planning documents to include expert instructions and mandatory formulation of gender-sensitive goals and indicators	Coordinate activities of organizing manager and staff training at the Public Policy Secretariat for gender analysis and gender mainstreaming in programmes, plans and measures	Training held;  Number of managers and staff attending training;  Level of awareness of on gender perspectives	Gender Equality Coordination Body	Public Policy Secretariat;  citizen associations	400,000.00	April – May 2016
		Develop/supplement expert instructions and methodologies with external expert support	Instructions drafted	Gender Equality Coordination Body	Public Policy Secretariat;  Social Inclusion and Poverty Reduction Unit;  Scientific and educational institutions	150,000.00	April – May 2016
Objective		Expected result by 2018	Verification indicator and source 2018	Outcome 2020			

<sup>23</sup> The key areas are sectors with direct influence on the everyday life of women and men, namely: economy (including agriculture and rural development), healthcare, security, education, social services and protection, and access to justice.

3.3. Gender sensitive statistics and records available		Increased number of public authorities at all level with gender-segregated official records and statistics	Number of public authorities with available gender-segregated statistics and records	Established gender-sensitive statistics system and official records in all public authorities			
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required	Deadline
3.3.1. Draft regulations and bylaws aiming to ensure official records segregated by gender	Number of local self-government units and public authorities with publicly available statistics and records segregated by gender	Adopt bylaws for the implementation of the Law on Gender Equality in order to provide mandatory keeping of gender-segregated records	Adequate bylaws adopted	Ministry competent for gender-related public administration affairs	Statistical Office of the Republic of Serbia;  Gender Equality Coordination Body;  Social Inclusion and Poverty Reduction Unit	No additional funds required	February 2016
		Determined volume and contents of annual reports on the state of gender equality at the local level and the achievement of the goals of (this) Action Plan	Instructions to local self-governments and provincial administration	Gender Equality Coordination Body	Ministry competent for public administration and local self-government;  Local gender equality bodies	No additional funds required	First quarter 2016
Objective		Expected result by 2018	Verification indicator and	Outcome 2020			



			source 2018				
3.4. Established international and regional cooperation and exchange of positive practices		Established continuous cooperation with European and regional institutions and organizations in the field of gender equality	Number of events and activities for the exchange of experiences	Increased visibility of the implementation and promotion of good practices from the European level			
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required	Deadline
3.4.1. Ensure exchange of positive practices and cooperation with European and regional institutions on developing tools for gender mainstreaming	Number of adopted new solutions, methods and procedures in accordance with positive practices at the European level	Establish cooperation with the EU Gender Equality Institute with the aim of developing new tools for gender mainstreaming	Number of trainings held;  Number of trainees;  Number of available materials	Gender Equality Coordination Body	Public Policy Secretariat;  Statistical Office of the Republic of Serbia	No additional funds required	During 2016 and 2017
		Organize regional conference on positive practices and examples of gender analysis and gender-sensitive policies at the local level	Number of trainees;  Conclusions	Gender Equality Coordination Body	International organizations;  Social Inclusion and Poverty Reduction Unit;  SKGO	Donor funds	2016
Objective		Expected result by 2018	Verification indicator and source 2018	Outcome 2020			
3.5. Gender-responsive budgeting systematically applied in all public		At least 1 gender-responsive budget programme per	Number of gender-sensitive	All budget programmes are gender-responsive and contain			

authorities, direct and indirect budget beneficiaries		budget beneficiary at the time of preparation and adoption of the budget for 2018	budget programmes (at the level of programme activity and project goals)	at least 1 gender-sensitive goal			
Measures	Outcome indicators	Activities	Activity indicators	Implementing agencies	Partners	Funds required	Deadline
3.5.1 Draft the normative framework for gender-responsive budgeting	Regulations at all levels regulating the budget and budgeting process recognize the principle of gender-responsive budgeting	Define gender-responsive budgeting in the Law on the Budget System	Law on the Budget System	Ministry competent for finance	Gender Equality Coordination Body	No additional funds required	2016
		Instructions for the preparation of budget include principles of gender-responsive budgeting	Budgets of indirect and direct budget beneficiaries at all levels produced in accordance with the instructions	Ministry competent for finance	Gender Equality Coordination Body	No additional funds required	October 2016
3.5.2. Prepare reports on monitoring and evaluation of budget execution containing information on gender-sensitive indicators	Reports on budget execution contain beneficiary data segregated by gender	Draft gender-sensitive indicators for budget beneficiaries	Databases on budget beneficiaries contain data segregated by sex	Ministry competent for finance	Gender Equality Coordination Body	700,000.00	January – June 2018
		Establish programmes applying affirmative measures for women in accordance with (this) Action Plan	Number of programmes with envisaged affirmative	Ministry competent for finance	Gender Equality Coordination Body	No additional funds required	January 2017

			measures for women				
3.5.3. Promote gender equality in the distribution of public funds	Equal distribution of public funds awarded at public calls and competitions	Initiate the drafting of planning instructions for institutions financed from the budget for achieving gender equality	Number of institutions having drafted the instructions;  Number of institutions having implemented a gender analysis of the gap and defined plans for achieving gender equality	Gender Equality Coordination Body	Beneficiaries of public funds	No additional funds required	December 2017
		Coordinate activities for organizing training on gender-sensitive programming of funds and create projects for staff in the line ministries' IPA units	Number of trainings held;  Number of trainees;  Number of gendered project proposals	Gender Equality Coordination Body	Social Inclusion and Poverty Reduction Unit; international organizations	No additional funds required	2016

The Gender Equality Coordination Body is in charge of the implementation of the Action Plan and/or measures envisaged by the Plan. Competent institutions will submit their reports to the Coordination Body annually. The Coordination Body will produce a form for reporting on the implemented activities. Reports should contain implemented activities, performance indicators for the achieved measures and goals and competent persons in charge of implementing the Plan. The Coordination Body will report to the Government on implemented operational activities and their results on an annual basis. The Coordination Body will also inform the public on the implemented activities by way of:

- websites,
- at annual conferences.

## RATIONALE

### LEGAL BASIS

The legal basis for the adoption of the Gender Equality Strategy is contained in the provisions of Article 45, paragraph 1 of the Law on Government (“Official Gazette of RS”, No 55/05, 71/05 – corr., 101/07, 65/08, 16/11, 68/12 – CC, 72/12 and 7/14 – CC, 44/14), whereby the Government shall determine the state of play in the fields that are under the jurisdiction of the Republic of Serbia by way of development strategies and shall set the measures to be undertaken for its development.

The constitutional basis for the adoption of the Strategy is contained under the provisions of Article 15 of the Constitution of the Republic of Serbia (“Official Gazette of RS”, No 98/06), whereby the Republic of Serbia shall guarantee the equality of women and men and develop an equal opportunities policy; under the provisions of Article 18, paragraph 1 of the Constitution whereby the Republic of Serbia shall guarantee human rights established by ratified international treaties, the generally accepted rules of international law and legislation; under the provisions of Article 21 of the Constitution, prescribing that everyone is equal before the Constitution and the law, that everyone has the right to the same protection, without discrimination, and that all discrimination is prohibited, on any grounds, particularly, *inter alia*, based on gender, and envisaging the introduction of special measures for achieving full equality for persons or groups of persons in an essentially unequal status with other citizens; as well as under Article 97, item 2 of the Constitution, prescribing that the Republic of Serbia shall regulate and provide, *inter alia*, the achievement and protection of the freedoms and rights of citizens, and the liability and sanctions for violations to the rights of citizens.

The basis for the adoption of the Strategy is also contained under the provisions of the Law on the Prohibition of Discrimination (“Official Gazette of RS”, No 22/08) and the Law on Gender Equality (“Official Gazette of RS”, No 104/09). The Law on the Prohibition of Discrimination, under Article 2, paragraph 1, lists, *inter alia*, sex, gender identity, sexual orientation, marital and family status among the prohibited bases for discrimination. The provisions of Article 14 of the Law envisage the application of special measures to achieve full equality, the protection and advancement of persons, and/or group of persons found in an unequal status. The provisions of Article 13, item 5 oblige the Republic of Serbia to implement comprehensive measures for the prevention and protection from multiple, and/or cross-discrimination, described as a severe form of discrimination.

According to the provisions of Article 2, paragraph 4 of the Law on Gender Equality, public administration bodies, autonomous province bodies, local self-government unit bodies, organizations entrusted with public authority, as well as legal persons founded or financed entirely or predominantly by the Republic of Serbia, an autonomous province or local self-government unit, shall monitor the achievement of equality based on gender in all areas of society, as well as the application of international standards and Constitutional rights in this field. Article 3 of the Law on Gender Equality obliges public authorities to maintain an active equal opportunities policy in all areas of society, and Article 7 of the Law envisages the application of special measures to eliminate and prevent the unequal status of women and men and the achievement of equal opportunities for the sexes.

## RATIONALE FOR THE ADOPTION OF THE STRATEGY

The Republic of Serbia, as a member of the UN, the Council of Europe and other international and regional organizations, as well as a signatory state for a number of international and regional documents related to the human rights of women and gender equality, has the obligation to implement an equal opportunities policy and ensure that its citizens enjoy equal access to the exercise and protection of all human rights based on principles of equality and non-discrimination. The Republic of Serbia has the obligation of achieving *de facto* and *de jure* gender equality, providing conditions for equal opportunities for women and men in all areas of life and work.

The adoption of the Gender Equality Strategy provides continuity in maintaining a gender equality policy set forth by the National Strategy for the Improvement of the Status of Women and Promoting Gender Equality (“Official Gazette of RS”, No 15/09), since its accompanying Action Plan for the Implementation of the National Strategy for the period 2010 – 2015 (“Official Gazette of RS”, No 067/10) expired in 2015.

The adoption of this strategy is mandated by the implementation of the recommendations of the UN human rights mechanism regarding the improvement of gender equality. Among the 139 accepted Recommendations of the UN Human Rights Council (A/HCR/WG.6/15/L.13) received after the Republic of Serbia completed the Second Cycle of the Universal Periodic Review on 30 January 2013, ten are related to improving gender equality, and 15 recommendations are on preventing family violence. A number of recommendations by the UN Committee for Economic, Social and Cultural Rights (E/C12/SRB/CO/2 of 15 May 2014) and the UN Human Rights Committee (CCPR/C/SRB/CO/2 of 24 March 2011) are related to requests to implement comprehensive reform to eliminate gender-based discrimination and domestic violence and strengthening national gender equality mechanisms.

By implementing this strategy, the Republic of Serbia is fulfilling its obligations under the UN Convention on the Elimination of All Forms of Discrimination against Women, as well as obligations originating from the recommendations of the UN Committee for the Elimination of the Discrimination of Women provided in the Concluding Remarks of the Second and Third Periodic Report on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW/C/SRB/2-3 of 25 July 2013).

The baseline for this strategy is the Beijing Declaration and Platform for Action, providing guidelines to governments for eliminating obstacles to the active participation of women in all areas of public and private life, as well as the accelerated provision of full and equal participation of women in the economic, social, cultural and political decision-making process.

The adoption of this strategy is also mandated by the ratification of the Council of Europe Convention on Preventing and Combating of Violence against Women and Family Violence (“Official Gazette of RS-International Treaties”, No 12/13).

The adoption of this strategy is one of the priorities of the National Programme for the Adoption of the Acquis of the Republic of Serbia for the period 2014 – 2018.

The need for the adoption of this strategy and measures to improve gender equality during the coming medium-term period is also indicated by the findings of the Evaluation of the

## ELABORATION OF OVERALL AND INDIVIDUAL SOLUTIONS

### OVERALL STRATEGIC GOALS

The Gender Equality Strategy sets forth the main strategic goals and specific strategic objectives for improving gender equality during the 2016 – 2020 period. In defining these goals, the Republic of Serbia relied on a vision of a sustainable society that includes everyone and where a high quality of daily life will be achieved. Achieving this vision requires gender equality at the root of eliminating key development obstacles for the Republic of Serbia, such as non-harmonized demographic and economic development, inadequate use of human resources, neglected development of rural areas and inadequate management of natural resources, as well as endangerment to the environment.

The overall strategic goals refer to the necessity of changing gender patterns that reproduce the subservient role of women in society, as well as improving the equality of women and men by implementing an equal opportunities policy and introducing gender equality into all key policies at all levels. The identification of these goals was based on a comprehensive approach aiming to eliminate the causes of gender-based discrimination, i.e. negative gender stereotypes, discriminatory practices against women and unequal power relations between women and men, in parallel with the application of an equal opportunities policy and the introduction of gender equality in all key policies at all levels. This approach will create long-term stable conditions for women and men to enjoy all basic human rights based on principles of equality and non-discrimination. Additionally, a consistent mainstreaming of gender equality across all key policies at all levels will prevent discriminatory effects of policies, programmes and measures for women or men, as well as vulnerable social groups.

The establishment of strategic goals and measures must take into consideration the state of play, conclusions and recommendations given during consultative meetings with associations organized in local communities during the process of drafting this strategy.

### SPECIFIC STRATEGIC OBJECTIVES

Specific objectives under overall strategic goal 1: **“Changed gender patterns and improved gender equality culture”**:

#### *1.1. Increased gender equality capacities and knowledge of managers and staff in public authorities*

An effective and efficient application of equal opportunity policies implies that managers in charge of public authorities and institutions and their staff shall not be guided by gender stereotypes and prejudice in implementing their respective policies. They shall be able to understand the causes and recognize the forms of direct and indirect gender-based discrimination. Regulations being adopted shall not treat women or men differently and/or harmfully; they shall consider the specific nature of their status, as well as the specific nature of the status of vulnerable groups.

#### *1.2. Gender-sensitive formal education*

The achievement of *de facto* equality among women and men in society involves gender-sensitive education of girls and boys, young women and men at all levels of formal education. Educational programmes and curricula must be gender-sensitive and use gender-sensitive language, in order to avoid the reproduction of gender stereotypes and discriminatory practices. This involves improving the competences of staff in education.

*1.3. Development of knowledge and visibility of academic results in the field of gender studies*

Changing gender patterns, as well as mainstreaming gender equality, requires developed know-how and human capacities to prepare various analytical, educational, advisory and participatory techniques and tools. Therefore support will be provided for gender studies in the field of formal university education, as a source of knowledge and expert potential for mainstreaming gender equality.

*1.4. Increased public awareness of the significance of gender equality*

Changes to cultural patterns based on gender stereotypes and the advancement of gender equality culture assumes the public recognizes the importance of gender equality for overall social development.

*1.5. Increased safety of women from gender-based violence in the family and intimate partner relations*

Domestic violence and violence in intimate partner relations is one of the most widespread forms of discrimination of women, a consequence, *inter alia*, of gender stereotypes and prejudice, and the unequal power relations between women and men. Eliminating this form of violence requires the improvement of the overall normative, political and institutional framework in accordance with the ratified Council of Europe Convention on Preventing and Combating Violence against Women and Family Violence (“Official Gazette of RS-International Treaties”, No 12/13). Therefore, the Strategy stipulates the adoption of a separate National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Partner Relationships for the coming medium-term period (2016 - 2020).

Specific objectives under overall strategic goal 2: **“Increased equality of women and men by implementing an equal opportunities policy and measures”**

*2.1. Equal participation of women and men in parenting and economy of care*

Responsible parenting, as well as participation in unpaid work in the home, is unequally distributed among women and men. The workload of women regarding the economy of care prevents their full and equal inclusion in all areas of public life. Measures in this area will create the conditions for equal participation of women and men in parenthood and the economy of care, in order to secure the improvement of the quality of life and their equal contribution to development.

*2.2. Equal participation of women and men in public and political decision-making*

Women still do not participate on an equal footing with men in executive power at all levels. Likewise, they are underrepresented in elected, executive and supervisory bodies in areas such as the economy, energy, security, transport, sports and diplomatic service. The envisaged



special measures will contribute to eliminating this imbalance and enable the equal participation of women and men in fields where women are underrepresented.

### *2.3. Improved economic and labour market status of women*

The evident and widespread discrimination of women, particularly members of vulnerable groups, in the labour market and in the workplace, requires undertaking special measures to eliminate obstacles to their equal access to employment, advancement at work, professional development and all resources. The required incentives are envisaged to stimulate the entry of women into entrepreneurship and the development of women's entrepreneurship. Special measures are also envisaged for the improved utilization of the knowledge, creativity and potential of women to create the conditions for faster economic development and improved quality of life for women, as well as men.

### *2.4. Enhanced role of women in the security system*

Gender stereotypes are still present regarding the role of women in the security sector. The share of women in decision-making positions did not change significantly, and the effectiveness of the protection of women was not essentially improved. Measures and activities to improve gender equality in this sector will be established by the new national planning document for the application of the United Nations Security Council Resolution 1325 – Women, Peace and Security for the period 2016-2020.

### *2.5. Women and men in rural areas actively and equally contribute to development and have equal access to development results*

Women in rural areas face greater obstacles compared to women in urban environments regarding access to resources and rights, such as adequate living standards, health protection, property rights and equal participation in decision-making. Therefore, special measures are envisaged to improve their economic and social status, considering the specific nature of the needs of vulnerable groups such as elderly women. Having in mind that improving the status of women in rural areas is linked to village development and agriculture, measures also target the improved utilization of their development and creative potential.

### *2.6. Improved position of women discriminated against on multiple grounds and vulnerable women*

The Strategy considers the need to undertake special measures to remedy obstacles to the progress and improvement of the status of vulnerable groups of women with special characteristics (e.g. age, national affiliation, disability), or those exposed to higher risk of discrimination than other groups (e.g. pregnancy, motherhood). This calls for special attention in the coming period to improving anti-discrimination legislation, preventing multiple discrimination and developing mechanisms for the protection of vulnerable groups of women.

### *2.7. Improved health of women and equal access to healthcare services*

Having in mind that women, particularly those from vulnerable groups, are not provided sufficient access to quality healthcare, the Strategy envisages measures to improve the health of women and improve access to health protection. Special measures are envisaged for improving the health of women in rural areas, based on the specific nature of their status and having in mind regional disparities in the development of certain rural areas.

Specific objectives under overall strategic goal 3: **“Gender equality included in all key policies at all levels”**:

*3.1. Established functional gender equality mechanisms at all levels*

The mainstreaming of gender equality across all policies and measures is a complex, comprehensive and permanent task requiring the existence of functional gender equality mechanisms at all levels. Therefore, measures are envisaged to provide professional, material and financial resources, as well as clear and centrally coordinated guidelines for working in this field, setting the minimum requirements and simultaneously preventing the bureaucratization of work.

*3.2. Gender perspective included in all strategic documents*

Having in mind that gender equality is an issue permeating all areas of public life, the Strategy obliges public authorities at all levels to include gender perspective and/or gender equality in strategy planning and drafting processes in all fields. This process should involve ex-ante gender analyses and gender impact assessments. This practice will help mainstream gender equality across all development strategies in the Republic of Serbia.

*3.3. Gender analysis of policies, measures and programmes*

The strategy stipulates that public authorities should conduct ex-ante gender impact assessments in planning policies, programmes and measures, i.e. an assessment of potential different effect on women and men. This will provide for the prevention of potentially discriminatory effects on either women or men.

*3.4. Gender-sensitive statistics and records*

The Strategy obliges public authorities, institutions and business entities to collect and present gender-sensitive data to assess the achieved level of gender equality. Gender-sensitive statistics and registering gender-segregated data ensures the identification of vulnerable groups and areas where gender-based discrimination is present. These are also necessary tools for the creation, planning, application and review of the equal opportunities policy, as well as the effectiveness of special measures aimed at eliminating the unequal status of certain social groups.

*3.5. Gender-responsive budgeting*

One of the preconditions for achieving gender equality is its use in the budget process. Therefore, measures will be undertaken to ensure that the future budget process considers the needs and priorities of both women and men, as well as various groups of women and men, having in mind the different roles they have in the family, at the workplace and in society. This will make funds for public expenses better targeted and more efficiently allocated, ensuring gender equality.

*3.6. Established mechanisms of cooperation with associations*

The significance of gender equality and the complexity of the issue tackled by this Strategy require that stronger and continuous cooperation in implementing the planned measures and activities should be established between the national gender equality mechanism and relevant associations, particularly women's associations.

*3.7. Established international and regional cooperation and exchange of good practices*

A formal modality of continued cooperation with the European Institute for Gender Equality will be established, in order to maximize the effective and efficient application of this Strategy and to improve the equal opportunities policy. Additionally, the exchange of positive practices with European Union member states and countries in the region will be improved.

## **FINANCIAL RESOURCES FOR THE IMPLEMENTATION OF THE STRATEGY**

The funds for the implementation of measures envisaged by this Strategy will be provided, in accordance with available resources, from the budget of the Republic of Serbia and in accordance with the expenditures envisaged in the respective Action Plan covering the next three years. All institutions responsible for implementing the measures and activities will plan the budget funds required for their implementation in accordance with the projections and capacities, and within the limit determined for each budget beneficiary by the Ministry of Finance under the process of drafting and adopting the budget for 2016 with projections for 2017 and 2018. The planned activities not covered by the Budget funds will be financed from donor funds.