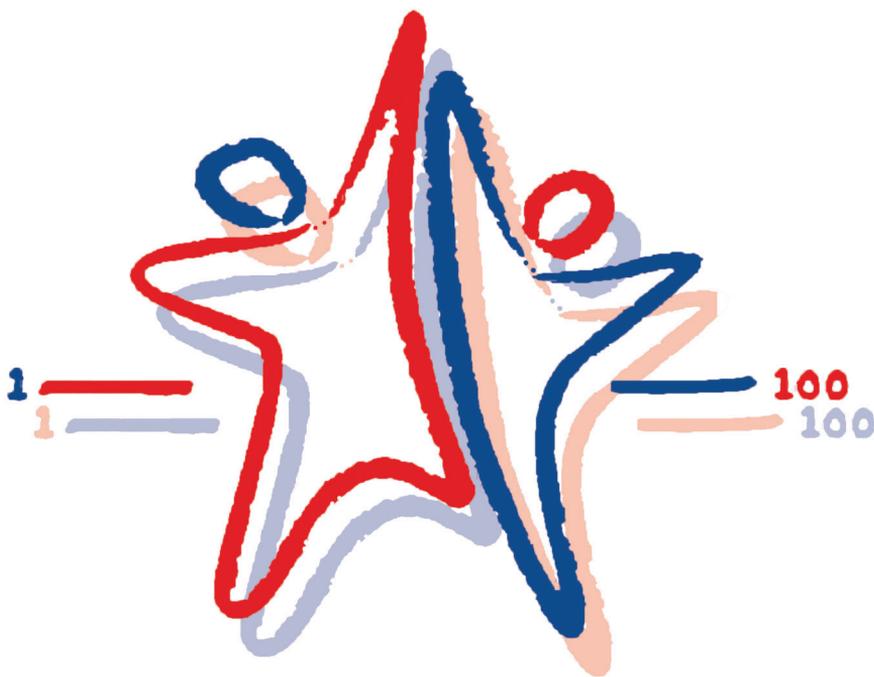




GOVERNMENT OF THE REPUBLIC OF SERBIA

# Gender Equality Index for Serbia



SOCIAL INCLUSION AND  
POVERTY REDUCTION  
UNIT



# Gender Equality Index for Serbia

Measuring gender equality in 2014

December 2016



Coordination Body  
for Gender Equality



SOCIAL INCLUSION AND  
POVERTY REDUCTION  
UNIT



## Gender Equality Index for Serbia Measuring gender equality 2014

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## Foreword

Dear Readers,

The Republic of Serbia is the first country outside the European Union which has introduced the Index of Gender Equality. Before you is the First Report on the Index of Gender Equality in the Republic of Serbia initially developed by the European Institute for Gender Equality for EU-28 Member States.

The Gender Equality Index is a measuring instrument of the European Union which measures gender equality on a scale of 1 (complete inequality) to 100 (complete equality) in six domains: knowledge, work, money, health, time, power, and two satellite domains: violence and intersecting inequalities.

The gender equality index in the Republic of Serbia is 40.6%, and the index of the EU-28 Member States is 52.9%. This number indicates that Serbia is lagging behind in achieving gender equality when compared to European standards. The greatest success in terms of gender equality has been achieved in the domain of power at the national level, which shows that the introduction of quotas for women's political participation has been successful. On the other hand, the biggest setback in achieving gender equality in relation to the EU-28 was recorded in domains of work and money. The Gender Equality Index proves that the measurement of gender equality is highly important for developing public policies and measures in this field.

The initiative for calculating the Gender Equality Index in the Republic of Serbia was launched by the Coordination Body for Gender Equality of the Government of the Republic of Serbia, the Social Inclusion and Poverty Reduction Unit of the Government of the Republic of Serbia and the Statistical Office of the Republic of Serbia, with the great support of the European Institute for Gender Equality in Vilnius. For the purposes of measuring the Gender Equality Index, the Working Group of the Government of the Republic of Serbia was established, where we had an open debate about which indicators should be used. The Working Group comprises female and male representatives of all relevant public institutions, civil society organisations, as well as the professional and academic community.

In the last two years, Serbia has made gender equality a priority area in terms of structural reforms and public policies. Specifically, the Coordinating Body for Gender Equality was formed, the new National Strategy for Gender Equality (2016-2020) and the accompanying Activity Plan (2016-2018) were adopted, a new law on equality between women and men was drafted and it is to be adopted, and gender budgeting in public finance was introduced. These documents, together with measurement indicators and the institutionalisation of gender equality will help us develop measures for achieving greater equality between women and men in our society.

The path to achieving full gender equality is very complex and demanding and requires political will, effective coordination of all gender equality mechanisms, both at the national and local level, as well as their effective implementation at all levels.

Our country's political goal is to join the European Union. This means that all our citizens, both men and women, should be provided with a decent standard of living and working in the Republic of Serbia. Therefore, we should strive to help our country reach gender equality, banish stereotypes about male and female gender roles and eliminate gender-based violence. Gender equality should become a principle by which public policies are formed as well as the lifestyle of every man and woman. Therefore, it is with great pleasure that we introduce the Gender Equality Index and I call on all stakeholders in our society to help us reach the vision of development which will enable a better future for us all.



Zorana Mihajlović PhD  
Deputy Prime Minister and Minister of Construction, Transport and Infrastructure  
President of the Coordination Body for Gender Equality  
February, 2016

## COUNTRY ABBREVIATIONS

|    |                |       |                  |
|----|----------------|-------|------------------|
| AT | Austria        | IT    | Italy            |
| BE | Belgium        | LT    | Lithuania        |
| BG | Bulgaria       | LU    | Luxembourg       |
| CY | Cyprus         | LV    | Latvia           |
| CZ | Czech Republic | MT    | Malta            |
| DE | Germany        | NL    | Netherlands      |
| DK | Denmark        | PL    | Poland           |
| EE | Estonia        | PT    | Portugal         |
| EL | Greece         | RO    | Romania          |
| ES | Spain          | SE    | Sweden           |
| FI | Finland        | SI    | Slovenia         |
| FR | France         | SK    | Slovakia         |
| HR | Croatia        | RS    | Serbia           |
| HU | Hungary        | UK    | United Kingdom   |
| IE | Ireland        | EU-28 | 28 Member States |

# 1. INTRODUCTION

The EIGE's Gender Equality Index<sup>1</sup> provides a comprehensive measure of gender equality tailored in accordance with the European Union (EU) policy context to which Serbia aligns during the process of accession. Based on the perception that progress in gender equality across the EU remains limited despite the fact that gender equality has been at the forefront of EU policy making since the inclusion of equal pay in the Treaty Establishing the European Economic Community in 1957, the European Institute for Gender Equality (EIGE) developed the Gender Equality Index with the aim of supporting more effective policy making in this area. The Gender Equality Index was launched for the first time in 2013 and first results revealed that the EU was only halfway towards reaching its equality targets; demonstrating the need for further monitoring and more targeted gender equality policies. EIGE is updating the Gender Equality Index biannually and in 2015 its second edition was launched.

Only one year after the official launch of the first Gender Equality Index, Serbia has entered the process of calculating its values at the national and regional levels. This task was initiated by the Social Inclusion and Poverty Reduction Unit (SIPRU), along with the Coordination Body for Gender Equality (CBGE) and the Statistical Office of the Republic of Serbia (SORS)<sup>2</sup> under the guidance and cooperation of the EIGE. The process was supported by a Working Group composed of representatives of the government (Ministry of Education, Science and Technological Development, Ministry of Labour, Employment, Veterans and Social Affairs, Ministry of Health, Ministry of Interior, Ministry of Justice, Ministry of Public Administration and Local Self-government, European Integration Office), the provincial gender equality mechanisms (Provincial Secretariat for Economy, Employment and Gender Equality), independent bodies (Ombudsman, Commissioner for the Protection of Equality), public institutions (Institute for Public Health 'Dr Milan Jovanovic Batut', Republic Institute for Social Protection, Serbian Business Registers Agency), foreign and international organizations (Statistics of Sweden, UNDP, UN Women), and civil society organizations (Standing Conference of Towns and Municipalities, Autonomous Women's Center).

The Gender Equality Index for Serbia is published at an important moment for gender equality policy in the country. Year 2015 is marked by the evaluation

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<sup>1</sup> Web portal to EIGE's Gender Equality Index at <http://eige.europa.eu/>

<sup>2</sup> Since 1999, the Statistical Office of the Republic of Serbia does not dispose of certain data for AP Kosovo and Metohija, so they are not contained in the data coverage for the Republic of Serbia (total).

of achievements made during the previous strategic period and initiation of the new strategic cycle. The process of evaluation of National Strategy for the Improvement of the Position of Women and Promotion of Gender Equality, with Action Plan for period 2010–2015 has indicated modest progress against set objectives and identified numerous obstacles related to the coordination of effective implementation, as well as possibilities to monitor and measure progress. A new National Strategy for Gender Equality for period 2016–2020 with Action Plan has been developed and the Gender Equality Index will be used to provide a solid foundation for monitoring its' effectiveness and impact in the key domain of gender equality, as well as direct evidence-based policy making tool when it comes to gender equality in Serbia.

The Gender Equality Index for Serbia is published in this report **for the first time**, and values presented here are the baseline values against which progress should be measured in the future. In major part the Gender Equality Index for Serbia is calculated based on the same sources and type of data as in the EU. In several cases, where data was missing due to the lack of a specific survey, replacements were taken and synchronized with Gender Equality Index methodology. As replacements were used, proxy indicators that are appropriate for the Gender Equality Index methodology were agreed between EIGE and SORS.

**The Gender Equality Index for Serbia is calculated for 2014, while the Gender Equality Index for EU refers to 2012.** Index values are presented as totals, at the level of the main gender equality domains (work, money, knowledge, time, power, health), while for two satellite domains (intersecting inequalities and violence), for which standardized EU indices are not yet developed, some partial insights and remarks have been provided. Based on the commitment of Serbia to improve evidence in these two very important domains of gender equality the process of development of indices and data sources in these domains will be continued.

Comparisons are provided between Republic of Serbia and the EU-28 average, as well as with individual EU Member States.

Serbia is the first country for which a Gender Equality Index is calculated for the level of regions, providing deeper insight into the situation in the country (Annex 1). The Regional Serbian Gender Equality Index takes into account data available for the four regions in Serbia (Belgrade, Vojvodina, Sumadija and West Serbia and East and South Serbia). The methodology used for the computation of the Index for regions relies on EIGE methodology (EIGE 2013a). In particular, the regional Serbian Gender Equality Index compared gender gaps between women and men of each region adjusted by levels of achievement within regions themselves. **Therefore, the regional Gender Equality Index for Serbia and the national level Serbian Gender Equality Index are not comparable.**

## 2. CONCEPTUAL AND METHODOLOGICAL FRAMEWORK

The EIGE's Gender Equality Index is a composite indicator that provides a measure of the complex concept of gender equality across EU Member States and over time. The Gender Equality Index provides a measure that captures **gender gaps**, while also taking into account the **levels of achievement** in each country that it is calculated for (presently only for EU-28 and Serbia) in the policy areas considered in each domain. As such, the EIGE's Gender Equality Index ensures that a good score is the reflection **of both low gender gaps and high levels of achievement**. It is therefore **both a measure of gender equality and social cohesion** (EIGE 2013a: 7-8).

The EIGE's Gender Equality Index measures gender gaps within a range of areas relevant to the EU policy framework: work, money, knowledge, time, power, health, violence and intersecting inequalities. The selection of domains is guided by a conceptual framework which entails elements of different gender equality theoretical underpinnings: the concept of sameness, difference and gender transformative approach (EIGE, 2013a: 7-9). The EIGE's Gender Equality Index is developed by combining indicators for selected conceptually based dimensions of gender equality into a single summary measure. As such, the Gender Equality Index represents a sophisticated tool that synthesises this complexity into a user-friendly and easily interpretable measure (EIGE, 2015).

### 2.1. CONCEPTUAL FRAMEWORK

In the European Union, gender equality is not consistently defined in different EU treaties, in various EU policy documents, in national policy frameworks across Member States (see more EIGE, 2013a, 2013b). And in order to counter the difficulties stemming from theoretical, conceptual and differences in definitions, the EIGE's Gender Equality Index was based on a simplified overarching definition of gender equality as an *'equal share of assets and equal dignity and integrity between women and men'*.

The main question underlying different conceptual approaches is about the nature and the purpose of gender equality. What exactly is gender equality and how should it be achieved? In the 2013 EIGE Report, the approach behind Gender Equality Index is explained as the amalgam of three broad approaches (often conflicting):

- Equality through sameness – equal opportunities or equal treatment;
- Equality valuation of difference – special programmes;
- Transformation of gendered practices and standards of evaluation (Walby, 2005, quoted from EIGE, 2013a: 7).

The sameness approach highlights the necessity to include women in a world from which they have been typically excluded and suggests that equality policies should seek gender neutrality and extend dominant practices and values to all individuals. Differences between women and men are attributed mainly to gender identity which is inscribed in the process of learning experiences throughout the life span and which often places women in a disadvantageous position in relation to men. The focus of this approach is to enable women to become equal to men by entering previously male dominated domains. In this approach, male norms remain the standard (Walby, 2005, quoted from EIGE, 2013a: 7), a point which has been targeted by many critics claiming that women can be captured in the position as 'new entrants' in the domains dominated by men, unequipped by appropriate resources. More than that, the critics argue that in this way one norm, one 'way of being, doing, seeing or evaluating things' (the male way) is imposed on all. Behind this main assumption is actually the main weakness of the approach – simplification of gender, the view of gender identities and orders as a binary world, with two presumably homogenous categories of men and women.

The 'difference approach' reflects a move towards equal valuation of existing different contributions of men and women in a gender segregated society. This approach suggests that differences between women and men that are expressed in different life patterns, psychology and values should be targeted by interventions that try to bring parity rather than sameness (Cockburn, 1991, quoted from EIGE, 2013: 8). Gender identities are often seen as plural, and hierarchies are recognized within the different categories of men and women. This approach is often criticized for falling into the trap of essentialism and relying on essentialist notions of femininity and masculinity, reinforcing the stereotypes and current organization of gendered division of roles in productive and reproductive (care) economies (Fraser, 1997, quoted from EIGE, 2013a: 8). This approach has also been criticized for low capacity of change, diverting attention to care for children and elderly and reproducing existing gender orders and regimes.

The gender transformative approach is the one where instead of choosing between the 'sameness' and 'difference' approaches, a new standard for both men and women is created, leading to the transformation of gender relations (Walby, 2005, 2009, quoted from EIGE, 2013a: 8). This approach aspires the 'move beyond the gender' and focuses not only on exclusion of women or men as the norm, but the gendered world in itself (Verloo, 2005, quoted from EIGE, 2013a: 8).

These three approaches are intertwined and built upon one another and, as understood by the EIGE's Gender Equality Index conceptual underpinnings, they should be combined: the sameness approach can be seen as an integrationist approach which may lead to cultural changes, while the approach of difference could be transformative in questioning both femininity and masculinity (Verloo,

2005, quoted from EIGE, 2013a: 8). The gender equality perspective adopted in EIGE's Gender Equality Index attempts to combine these different approaches by reflecting this plurality of drawing on sameness and difference of outcomes, but also on engaging with a broader reflection on how to transform gender relations to achieve greater gender equality for both women and men in Europe (EIGE, 2013a: 9).

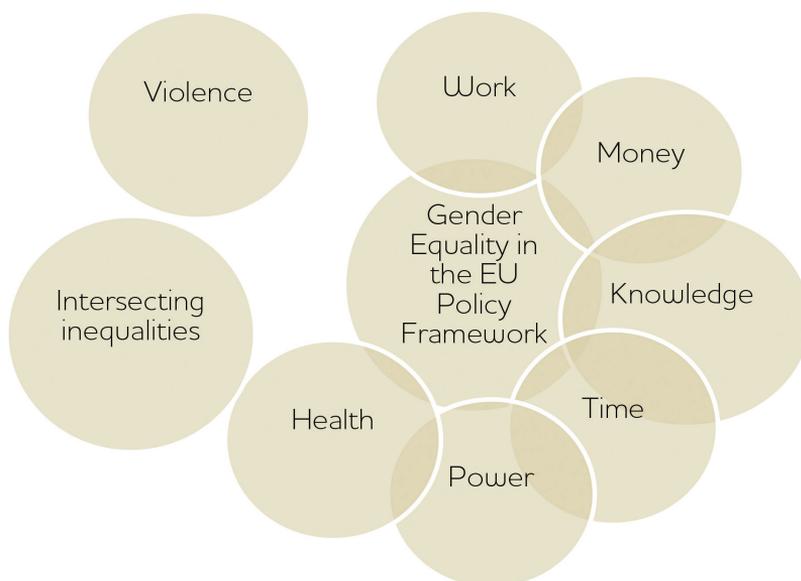
In addition to the gender equality approaches, the theoretical underpinnings of the EIGE's Gender Equality Index can be found in other approaches, such as human development and women's empowerment (more in EIGE, 2013a: 9-10). While gender equality is seen as a human development issue, the EIGE's Gender Equality Index approach departs from the women's empowerment model and embraces the gender approach. It encompasses the universal caregiver model outlined by Fraser (1997) in which gender equality as 'equal sharing of paid work, money, knowledge, decision-making power and time' is seen as central (Plantenga et al, 2009, quoted from EIGE, 2013: 10).

The scores of the EIGE's Index reflect this standpoint and provide information on gender gaps, instead of on the specific position of women and men individually (EIGE, 2015: 11). The choice of domains was guided by in-depth reviews of key gender equality policy documents at EU and international levels<sup>3</sup>. According to the adopted conceptual framework, gender equality is observed through eight domains (Figure 2.1.). The first six (work, money, knowledge, time, power, health) are combined in the composite index. Two satellite domains: intersecting inequalities and violence are conceptually related to gender equality, but cannot be included in the core index because they measure a phenomenon that is only found in specific groups of the population, such is the case of violence against women, or gender gaps among persons with disabilities, single parents, etc. (EIGE, 2015: 11).

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<sup>3</sup> Such documents include: European Commission's Women's Charter 2010, the European Commission's Strategy for Equality between Women and Men (2010-15), the Council of the European Union Pact for Gender Equality (2011-20), the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Platform for Action.

Figure 2.1: Domains and sub-domains of the conceptual framework: Core Gender Equality Index



Source: EIGE, 2013a: 19.

Each domain is further divided into sub-domains. These sub-domains cover the key issues within the respective thematic areas in line with the conceptual framework (Table 2.1).

Table 2.1: Gender Equality Index conceptual framework: domains and sub-domains

| Domains          | Sub-domains   |
|------------------|---|
| <b>Work</b>      | Participation; segregation and quality of work          |
| <b>Money</b>     | Financial resources; economic situation                 |
| <b>Knowledge</b> | Educational attainment; segregation; lifelong learning  |
| <b>Time</b>      | Economic activities; care activities; social activities |
| <b>Power</b>     | Political power; social power; economic power           |
| <b>Health</b>    | Status; behaviour; access                               |

|                                  |   |
|----------------------------------|---|
| <b>Intersecting inequalities</b> | Age; citizenship; disability; ethnicity; marital status; religion, sexual orientation, etc. |
| <b>Violence</b>                  | Direct violence; indirect violence  |



Source: EIGE, 2013a: 33

**Domain of work.** In this domain, gender gaps are observed in relation to the labour market position. In line with EU policy focus, attention is directed towards paid work, as gender gaps in employment have been linked to slower rates of economic growth due to the artificial reduction in the pool of talent in the labour market (Klasen and Lamanna, 2009, quoted by EIGE 2013a: 19), but also to the opportunities to provide adequate well-being based on labour market participation. The participation sub-domain is related to the gender gaps in participation of men and women in the labour market, and access to jobs. The segregation refers to the patterns of distribution of men and women in the labour force, both horizontally and vertically. Occupational or horizontal segregation is defined as the concentration of women and men in different types of occupations, while vertical segregation refers to the underrepresentation of women at top career and leading positions. Quality of work refers to the features of employment, such as job security, social benefits related to health and well-being, utilization of skills and competences and work-life balance (EIGE, 2013a: 19-21).

**Domain of money.** This domain includes gaps between women and men in access to financial resources and their economic situation. The gap in financial resources is important as it indicates differences in pay which are related to economic growth, savings, investments, better credit reimbursement and investing in human capital. In addition to earnings, other incomes (from property, stock, transfer incomes, credits, etc.) are also important for monitoring gender gaps in relation to access to financial resources. The economic situation considers economic inequality and takes into account the vertical distribution of disposable income which is rooted in the weaker labour market position of women and which has a consequence of higher poverty risks among women (EIGE, 2013a: 22-23).

**Domain of knowledge.** This domain refers to the gender gaps in education and training. This domain is divided in three sub-domains: educational attainment, segregation in education and lifelong learning. Gender-based attainment patterns are important for gender equality as they determine chances for labour market participation and achievement of well-being. Segregation considers the unequal representation of women and men in some fields of study, while the lifelong learning sub-domain refers to access to training and education along the lifespan, which is of particular importance for contemporary dynamic labour markets (EIGE, 2013a: 25).

**Domain of time.** Time is related to the dichotomy of paid and care work, but also to differences in time use patterns in social, personal and civic activities. The basis of gender inequality is linked to important gaps in the division of time and responsibilities between women and men. The sub-domain of economic activities is strictly concerned with the time spent in paid work or associated activities, while the second sub-domain refers to care activities, such as housework, care for children or other dependent household members/relatives. The third sub-domain examines social activities, such as civic participation and personal development activities, including leisure, political or educational activities, participation in organizations, cultural or religious activities (EIGE, 2013a: 25-26).

**Domain of power.** This domain focuses on the gap between women's and men's participation in different levels of political, social and economic power. The sub-domain of political power includes gaps in representation in legislative and executive power at different levels. Social power is considered because of its symbolic impact on society and includes access to positions of power in the fields of science and technology, academia, media, religious organizations or civil society. The economic power sub-domain includes participation in business and economic areas, including boards of quoted companies, and financial institutions (EIGE, 2013a: 26-28).

**Domain of health.** Health status refers to all aspects of women's and men's physical and psychological health. The second sub-domain looks at behaviours, predominantly from the perspective of risks that can affect health, while the third sub-domain focuses on access to health services and structures (EIGE, 2013a: 28-29).

**Domain of intersecting inequalities.** This domain refers to the effects of gender combined with other characteristics, and explores how gender dynamics operate in specific groups defined in terms of other social characteristics that can be the ground for vulnerability in a particular context. Presently, the EIGE's Gender Equality Index conceptual framework identifies several key sub-domains of intersecting inequalities: age, citizenship, disability, ethnicity, religion, sexual orientation and social class. However, the list is not exhaustive and in the national or regional context it is important to identify most relevant categories that should be observed by the Gender Equality Index framework (EIGE, 2013a: 31-31).

**Domain of violence.** The domain of violence departs from the approach of all previous domains in that it does not focus on gaps, but levels. The aim of this domain is not to reduce the gap but to eliminate violence. In addition to this, the approach departs by focusing on women instead of adopting gender approach. Taking into account that gender-based violence is an expression of power linked to the domination of some forms of masculinity, the approach sets into focus

violence against women. This domain includes two sub-domains: direct and indirect violence. Direct violence is understood as violation of human rights and a form of discrimination against women and includes 'all acts of gender-based violence that result in, or are likely to result in physical, sexual or psychological harm or suffering to an individual, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life' (EU guidelines on violence against women and girls, 2008, quoted from EIGE, 2013a: 32). Indirect violence predominantly focuses on attitudes and stereotypes.

## 2.2 METHODOLOGICAL FRAMEWORK

The EIGE's Gender Equality Index is a synthetic indicator obtained when individual indicators are compiled into a single measure on the basis of a multidimensional concept. It relies on three essential components: a transparent and solid methodology, sound statistical principles and statistical coherence within the theoretical framework. It uses a 10-step methodology on building composite indicators developed by the European Commission's Joint Research Centre and the Organisation for Economic Co-operation and Development (OECD) (Nardo et al, 2008, quoted from EIGE 2013b: 13).

The initial indicators for the Gender Equality Index were selected on a theoretical basis from among over 200 variables available from different sources, including Eurostat, the European Foundation for the Improvement of Living and Working Conditions (Eurofound) and DG Justice and Consumers (DG Justice). The variables focus on individuals rather than on institutions or countries. They consist of outcome variables that measure current status as opposed to process or input variables (i.e. 'time spent on care activities', but not 'provision of childcare services') (EIGE, 2013b: 13).

Throughout the process of development of Gender Equality Index, the EIGE applied strict data quality criteria, meaning that data need to be accessible, updated, comparable over time and available for all EU Member States. Data are required to have no more than 10% of missing data points, with preference given to the indicators developed in the framework of the Beijing Platform for Action and endorsed by the Council of the EU or Europe 2020 indicators. Detailed explanation on metric and computation is available in EIGE 2013a and EIGE 2013b.

Indicators that are used for the calculation of the Gender Equality Index in Serbia are in major part the same as for the EU. Only in a few cases, due to the lack of specific surveys which were used for the basis for index calculation in EU (such as one indicator in domain of work and indicators in domain of time) proxy indicators were used for Serbia.

## 3. CONTEXT IN SERBIA

### 3.1 SOCIO-ECONOMIC BACKGROUND

The Republic of Serbia, with a population of 7.1 million, is at a crucial stage in its political and socio-economic development. After a decade of postponed reforms and blocked post-socialist transformation, Serbia started intensive reforms in 2001. After a phase of economic growth, poverty reduction and increase in living standards of the major groups in the population, Serbia was impacted by the global economic crisis in 2008, bringing new challenges for the further reforms and developmental processes. Some of the main current challenges are: demographic challenges (depopulation and ageing), discontinuous economic growth, growing inequalities, high levels of unemployment and particularly long-term unemployment, low investments in innovation and low levels of social spending on education, healthcare and social protection due to the austerity measures (some of the key indicators on the socio-economic context are presented in the Table 3.1.).

Despite the challenges, Serbia has made progress in the EU integration processes. In 2012, Serbia was granted EU candidate country status and in 2013 the process of accession negotiations started.

Table 3.1: Key contextual information, 2012, 2014

| Variables |  | Serbia 2014 |       |      | 2012    |        |
|-----------|--|-------------|-------|------|---------|--------|
|           |  | Total       | Women | Men  | Serbia  | EU-28  |
| 1)        | Population (millions)                                      | 7.13        | 3.66  | 3.47 | 7.20    | 506.10 |
| 2)        | Population (%)   | 100.0       | 51.3  | 48.7 | 100.0   | 100.0  |
| 3)        | Fertility rate (births per women)                          | 1.5         |       |      | 1.4     | 1.6    |
| 4)        | Mean age of women at childbirth (years)                    | 29.2        |       |      | 28.9    | 30.1   |
| 5)        | Gini coefficient of disposable equivalent household income | 38.7        |       |      |         | 30.4   |
| 6)        | Gross Domestic Product (GDP) per inhabitant in RSD         | 543,766     |       |      | 497,707 |        |
| 7)        | Expenditure on social protection (% of GDP)                | 3.5         |       |      | 3.6     | 29.5   |
| 8)        | Expenditure on healthcare (% of GDP)                       | 5.9         |       |      | 6.0     |        |
| 9)        | Expenditure on education (% of GDP)                        | 3.7         |       |      | 4.0     | 5.3    |
| 10)       | Expenditure on Research and Development (R&D) (% of GDP)   |             |       |      | 0.2     | 2.0    |
| 11)       | Investment in environmental protection (% of GDP)          | 0.3         |       |      | 0.3     |        |

|     |  |      |      |      |      |      |
|-----|--|------|------|------|------|------|
| 12) | Early leavers from education and training (% of 18-24 population)  | 8.3  | 8.3  | 8.4  | 8.1  | 12.7 |
| 13) | Unemployment rate (% of active population)   | 19.7 | 20.4 | 19.2 | 24.6 | 10.5 |
| 14) | Long-term unemployment rate (% of active population)   | 12.8 | 13.5 | 12.2 | 18.6 | 4.7  |
| 15) | Share of the informally employed in total employment   | 22.0 | 23.5 | 20.9 | 17.5 | 20.9 |
| 16) | Coverage of children aged from 3 to the age when they start attending the preparatory preschool programme by preschool education | 38.3 | 38.1 | 38.4 | 38.8 |      |
| 17) | Coverage of pre-primary education of children aged 0-3 years   | 19.1 | 18.9 | 19.3 | 15.9 |      |
| 18) | Coverage of pre-primary education of children aged 3-7 years   | 58.1 | 57.7 | 58.5 | 58.1 |      |



Sources for rows 1-12, 16-18: for Serbia – DevInfo Serbia; for EU-28 – EIGE, 2015b

Sources for rows 13-15: for Serbia – SORS, LFS; for EU-28 – EIGE, 2015b

### 3.2 INSTITUTIONAL AND POLICY CONTEXT

Policy making process in the field of gender equality in Serbia is strongly guided by the commitments of Serbia to the principles declared by the key international frameworks, such as the Beijing Declaration and Platform for Action, the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), the UN Convention on the Political Rights of Women (1953), the International Covenant on Civil and Political Rights (1966) (articles 20 and 26), the International Covenant on Economic, Social and Cultural Rights (1966) (article 2), UN Resolution 1325 'Women, Peace and Security' (2000), the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention), and others.

Another important guiding framework comes from the EU in line with the processes of synchronising and aligning policy and institutional frameworks in Serbia to EU, during the process of accession to EU (particularly chapters 19 and 23) and within the new Framework for Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations (2016-2020). The EU progress report for Serbia is an important instrument that guides processes of reforms, including those relevant for the promotion of the GE. In the 2014 Report the European Commission (EC) found with the legal and institutional framework used to protect women and children was further improved, but measures to tackle domestic violence and gender inequality within the workplace 'had yet to yield effective results' (EC, 2014: 13). In the report is emphasized that the administrative capacity on gender equality issues still remains weak and that despite an increased share of women among MPs in the National Parliament (34%) women's participation in politics and the private sector remains low. Challenges in the area of equal opportunities on the labour market are also noted, pointing that labour legislation has yet to be fully implemented, particularly regarding the dismissal of pregnant women and women on maternity leave, as well as sexual harassment and inequality in promotion and salaries. It is noted that Serbia has taken steps to strengthen the protection of the rights of lesbian, gay, bisexual, transgender and intersex (LGBTI) persons, but that a stronger culture of respect for LGBTI persons is still needed. Particular concerns are expressed in regard to violence against women, noting that the number of women killed by their partners has increased and that emergency protection orders are not issued promptly. Also, it is noted that the number of shelters is insufficient and that there is no state-run centre for victims of sexual violence nor national women's helpline. It is concluded that the protection of women against all forms of violence needs to be strengthened and mechanisms for coordinating the collection and sharing of data between all relevant stakeholders in the system enhanced (EC, 2015: 46-56).

The Constitution of Serbia (enacted in 2006) endorses equality for women and men and the policy of equal opportunities (article 15). The Law on Gender Equality and the Law on Prohibition of Discrimination were subsequently adopted in 2009. There were many legal reforms that were implemented in line with improvement of the position of women and gender equality. However, still many are needed as the normative framework is not sufficiently aligned with gender equality norms.

The National Strategy for the Improvement of the Status of Women and Promotion of Gender Equality (2009-2015)<sup>4</sup> represented an overarching national policy framework for gender equality. It was operationalized through the National Action Plan. Both the Strategy and the Action Plan have expired and have been replaced by the recently adopted National Strategy for Gender Equality for period 2016-2020 with its respective Action Plan. In addition to this, a new Law on Gender Equality was drafted. These three documents make up the basic framework for the gender equality policies for the remaining period of the decade.

Besides the overarching policy and legal framework, there are different sector-specific policies that are important for advancing gender equality in respective areas: employment, social protection, education, electoral laws, health and other. Some of these policies are presently in the revision process and the Gender Equality Index for Serbia can inform these processes about needed changes in relation to gender equality within specific areas.

For the implementation of gender equality policies, an effective institutional framework is needed. During the last decade, an institutional infrastructure for gender equality has been developing in Serbia with variable success. A strong impetus for the development of gender equality policies came from the provincial level after the establishment of the Provincial Secretariat for Labour, Employment and Gender Equality in 2002<sup>5</sup> and the establishment of Provincial Gender Equality Institute<sup>6</sup>. The first mechanism for gender equality at the central level (Gender Equality Council) was established in 2004 as the expertise and advisory body of the Government of Serbia. The Sector for Gender Equality was established in 2007 and replaced in 2008 by the Gender Equality Directorate (GED) of the Ministry of Labour and Social Policy of the Republic of Serbia. The obligation of the GED was to monitor the gender equality situation and to propose measures, legal and institutional changes necessary for the promotion and development of gender equality. This body was responsible for drafting key national strategies for gender equality in that period. In 2014, the GED was dismissed and in 2015 the Coordination Body for Gender Equality of the Government of Serbia (CBGE) was

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<sup>4</sup> Official Gazette of RS, No. 15/09

<sup>5</sup> <http://www.sprivvojvodina.gov.rs/index.php/lat/dokumenti1/ravnopravnost-polova1>

<sup>6</sup> <http://www.ravnopravnost.org.rs/>

established<sup>7</sup>. At the head of the CBGE are the Deputy Prime Minister and Minister for Construction, Transport and Infrastructure, while the board members include two other Ministers (the Minister for Labour, Employment, Veterans and Social Affairs, and the Minister of Defence), the Secretary General of the Government of Serbia, the advisor of the Prime Minister and the Director of the Republic of Serbia Chamber of Commerce. The obligation of the CBGE is to consider gender equality issues and to coordinate work of the state administration in relation to gender equality. The CBGE submits proposals, opinions and expert explanations to Government, ministries, special organizations, other authorities and expert organizations that have gender equality within the scope of their competence<sup>8</sup>.

Two other important institutions are the Ombudsman as the general protector of citizens' rights, and the institution of the Commissioner for the Protection of Equality, which was established in 2010. The purpose of the Commissioner for the Protection of Equality is to prevent all forms, types and cases of discrimination, including those based on gender.

At the level of the Autonomous Province of Vojvodina, besides the Provincial Secretariat for Economy, Employment, and Gender Equality, there are other mechanisms, such as the Provincial Institute for Gender Equality, Committee for Gender Equality of the Assembly of Vojvodina and deputy responsible for gender equality of the Ombudsperson of AP Vojvodina.

Over the past decade, many local institutions for gender equality were established at the level of local governments. According to the evidence of the Standing Conference of Towns and Municipalities 129 local self-governments have established mechanisms for gender equality, 38 municipalities have signed the European Charter on Gender Equality at Local Level and 43 local communities have implemented projects for the improvement of gender equality.<sup>9</sup> The severe financial and economic crisis in Serbia has heavily affected the national budget, resulting in reductions in the allocation of resources for gender equality institutions. The discontinuity of these gender equality institutions due to their weak human and financial resources therefore indicate the low capacities that institutions have in producing, coordinating and implementing effective and efficient gender equality policies.

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<sup>7</sup> <http://www.mgsi.gov.rs/lat/dokumenti/odluka-o-formiranju-koordinacionog-tela-za-rodnu-ravnopravnost> - Official Gazette RS, number 121/2014

<sup>8</sup> <http://www.mgsi.gov.rs/lat/dokumenti/poslovnik-o-radu-koordinacionog-tela-za-rodnu-ravnopravnost>, article 2

<sup>9</sup> <http://rr.skgo.org/>

## 4. GENDER EQUALITY INDEX 2014

The Gender Equality Index is calculated for Serbia using the EIGE's methodology with minor adjustments. In the measurement framework for Serbia (Table 4.1) one indicator applied for the EU-28 is lacking – 'working to tight deadlines'. The survey by which the data is provided for this indicator, namely the European Working Conditions Survey, has not been conducted in Serbia and therefore the indicator has been replaced with another ('fixed starting and finishing time of work'). Here it is important to emphasize that Serbia is currently the only country in which the Gender Equality Index is calculated also at the level of regions in four domains (index for domains of knowledge and power is calculated only for the central, national level, due to the fact that at least some indicators are not applicable at the level of the regions).

Table 4.1: Measurement framework in the Republic of Serbia

|      | Measurement framework           | Concept measured                          | Indicator  | Source                        |
|------|---------------------------------|---|--|-------------------------------|
| WORK | Participation                   | FTE employment rate                       | Full-time equivalent (FTE) employment rate (%; 15+ population)                           | SORS – EU Labour Force Survey |
|      |                                 | Duration of working life                  | Duration of working life (years)   | SORS – EU Labour Force Survey |
|      | Segregation and quality of work | Sectoral segregation                      | Employment in 'Education', 'Human health and social work activities' (%; 15-64 employed) | SORS – EU Labour Force Survey |
|      |                                 | Fixed starting and finishing time of work | Employees with non-fixed starting and finishing time of work (%; 15+ population)         | SORS – Time Use Survey (2011) |

|           |  |                     |   |                                |
|-----------|--|---------------------|---|--------------------------------|
| MONEY     | Financial resources                    | Earnings            | Mean monthly earnings (NACE rev. 2, categories B-S excluding O, 10 employees or more in PPS)                                    | SORS – Statistics on Earnings  |
|           |  | Income              | Mean equivalised net income (RSD, 16+ population)   | SORS – EU SILC                 |
|           | Economic situation                     | Poverty             | Not at-risk-of-poverty, $\geq$ 60% of median income (% , 16+ population)  | SORS – EU SILC                 |
|           |  | Income distribution | S20/S80 income quintile share (% , 16+ population)  | SORS – EU SILC                 |
| KNOWLEDGE | Educational attainment and segregation | Tertiary education  | Graduates of tertiary education (% , 15-74 population)  | SORS – EU Labour Force Survey  |
|           |  | Segregation         | Tertiary students in the fields of 'Education', 'Health and welfare', 'Humanities and arts' (ISCED 5-6) (% , tertiary students) | SORS – Statistics on education |
|           | Lifelong learning                      | Lifelong learning   | People participating in formal or non-formal education and training (% , 15-74 population)                                      | SORS – EU Labour Force Survey  |

|       |                   |  |  |   |
|-------|-------------------|--|--|---|
| TIME  | Care activities   | Childcare activities                   | Workers caring for and educating their children or grandchildren, average day, for 1 hour or more (%. 15+ workers)             | SORS – Time Use Survey (2011)                 |
|       |                   | Domestic activities                    | Workers doing cooking and housework, average day, for 1 hour or more (%. 15+ workers)  | SORS – Time Use Survey (2011)                 |
|       | Social activities | Sport, culture and leisure activities  | Workers doing sporting, cultural or leisure activities outside of their home, average day, for 1 hour or more (%. 15+ workers) | SORS – Time Use Survey (2011)                 |
|       |                   | Volunteering and charitable activities | Workers involved in voluntary or charitable activities, average day, for 1 hour or more (%. 15+ workers)                       | SORS – Time Use Survey (2011)                 |
| POWER | Political         | Ministerial representation             | Share of ministers (%. 18+ population)   | DG Justice – Women and men in decision-making |
|       |                   | Parliamentary representations          | Share of members of Parliament (%. 18+ population)   | DG Justice – Women and men in decision-making |
|       |                   | Regional assemblies representation     | Share of members of regional assemblies (%. 18+ population) (AP Vojvodina)   | DG Justice – Women and men in decision-making |

|        |          |                         |   |   |
|--------|----------|-------------------------|---|---|
| POWER  | Economic | Members of boards       | Share of members of boards in largest quoted companies (supervisory board or board of directors) (% , 18+ population) | DG Justice – Women and men in decision-making |
|        |          | Members of central bank | Share of members of central bank (% , 18+ population)   | DG Justice – Women and men in decision-making |
| HEALTH | Status   | Self-perceived health   | Self-perceived health, good or very good (% , 16+ population)   | SORS – EU SILC                                |
|        |          | Life expectancy         | Life expectancy in absolute value at birth (years)  | SORS – Vital statistics                       |
|        |          | Healthy life years      | Healthy life years in absolute value at birth (years)   | SORS – EU SILC                                |
|        | Access   | Unmet medical needs     | Population without unmet needs for medical examination (% , 16+ population)   | SORS – EU SILC                                |
|        |          | Unmet dental needs      | Population without unmet needs for dental examination (% , 16+ population)  | SORS – EU SILC                                |

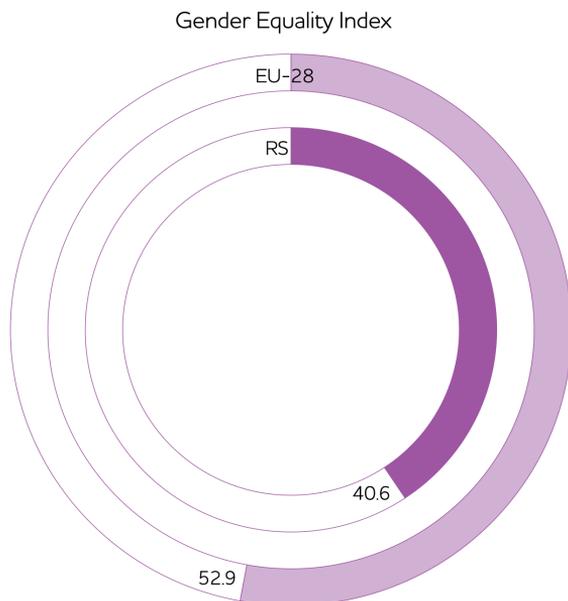
#### 4.1 GENDER EQUALITY INDEX IN SERBIA AND EU

Serbia is 10 percentage points behind halfway to gender equality (Figure 4.1.1). The Serbian Gender Equality Index<sup>10</sup> reveals that gender inequalities are prominent in

<sup>10</sup> The Serbian Gender Equality Index has been built in comparison with the EU-28 Member States by correcting gender gaps for levels of achievements as described in EIGE methodology of building the Gender Equality Index for the European Union (EIGE 2013a).

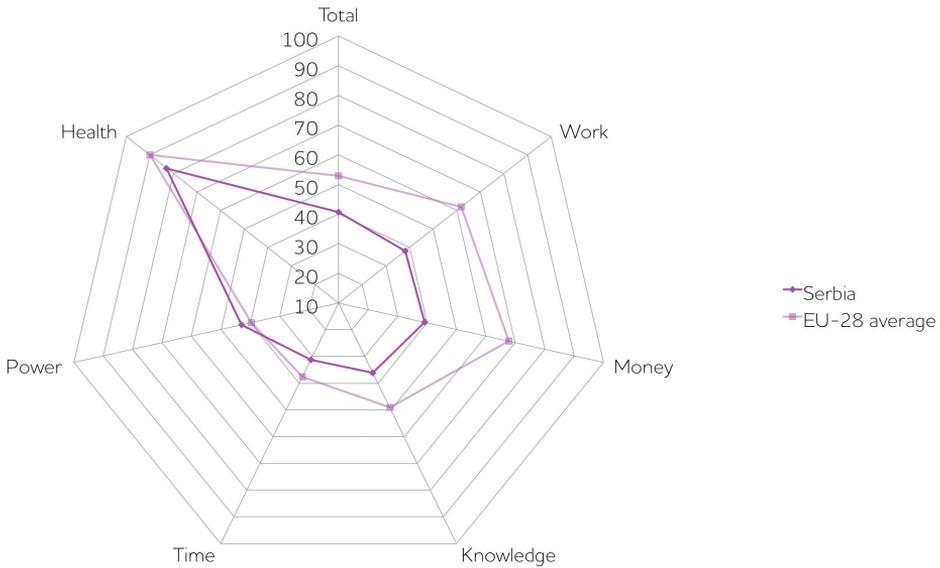
Serbia and indicates that Serbia is lagging behind the EU-28 average in overall gender equality.

Figure 4.1.1: Gender Equality index for Republic of Serbia 2014 and EU-28 2012



Indices for main domains of gender equality show that the biggest gaps in gender equality between Serbia and the EU-28 are in the area of work and money (Figure 4.1.2). The smallest gap is recorded in the domain of health, while the only domain in which Serbia has a better score than EU-28 average is in the domain of power. As it will be shown later, this is mainly due to the relatively higher representation of women in the Central Bank, a fact which has strongly impacted the outcome value of the domain index. Partly, this better score is also related to the higher representation of women in the National Parliament, which is a result of legally introduced quotas.

Figure 4.1.2: Gender Equality Index by domains, Republic of Serbia 2014 and EU-28 average 2012 comparison



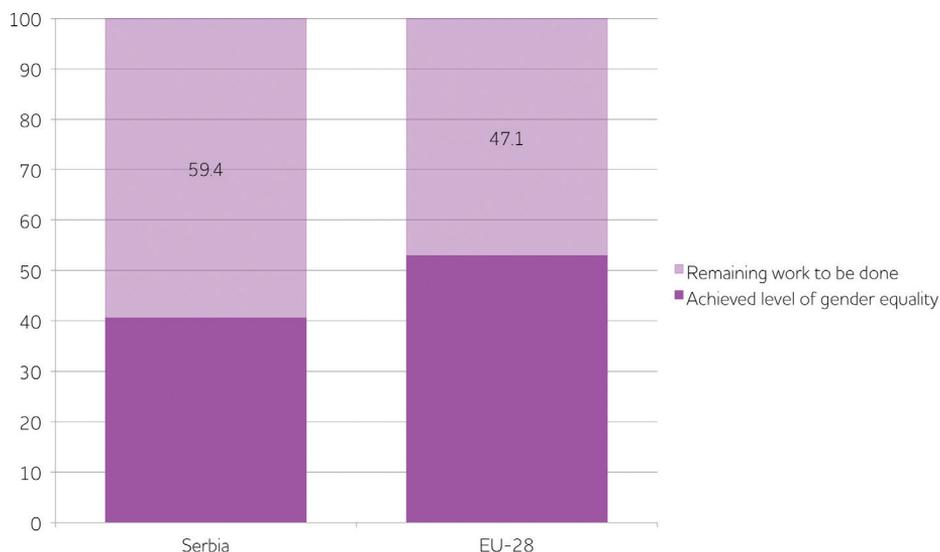
Comparison of the Gender Equality Index for Serbia and EU-28 Member States indicates that Serbia has better scores than several EU-28 Member States, but it is in the group with the third of Member States with the lowest scores (Figure 4.1.3). Essentially, gender equality in Serbia is on the similar level as in other countries in the region and some of the countries with similar socialist pasts.

Figure 4.1.3: Gender Equality Index, Republic of Serbia 2014 and EU-28 Member States 2012 comparison



After a decade of development of institutional infrastructure for gender equality and implementation of gender equality policies with variable success, it is clear that much more has to be done in the future. In the following graph (Figure 4.1.4), the dark purple area represents the achieved level of gender equality measured by the Gender Equality Index, while the light purple area indicates how far we are from the state of achieving full gender equality. Even for the EU-28 this is a challenging task, and for Serbia this would require strong political commitment, smartly invested resources and effectively coordinated policies.

Figure 4.1.4: Remaining road to gender equality, Republic of Serbia and EU-28 average



### Summary

- Gender inequalities are prominent in Serbia and the Gender Equality Index reveals that Serbia is not yet halfway to gender equality;
- Gender equality in Serbia is on a level similar to other countries in the region or other countries with socialist pasts;
- Serbia is lagging behind the EU-28 average in all gender equality domains, except power, with the most severe gaps in the domains of work and money;
- The road to gender equality in Serbia is long and challenging, and requires strong political commitments, resources and effective coordination of policies both on the national and local level.

## 4.2 DOMAIN OF WORK

The domain of work indicators measure the extent to which women and men have equal access to employment and work and if there are gender gaps related to working conditions. The access and quality of work are of key importance for the achievement of a satisfactory quality of life and obstacles and gaps can contribute to the gender specific levels and forms of poverty.

### 4.2.1 MEASUREMENT FRAMEWORK

The domain of work is monitored by two sets of indicators: participation and segregation and quality of work (Table 4.2.1). Participation is measured in terms of full-time employment rate for the population of 15 years and older and the duration of working life, which is calculated among retired persons and indicates the gaps in the length of working experience and consequently the retirement age benefits that are earned based on that experience. Segregation and quality of work include two indicators: employment in the sectors of the economy that are related to the social services, and flexibility of working hours, which is related to the better reconciliation of work and family care. As it was mentioned in the section on methodology, there is one EIGE's indicator lacking in Serbia – 'working to tight deadlines' – due to the fact that survey used to collect the data for this indicator (Eurofound – European Working Conditions Survey) has not yet been introduced in Serbia. This indicator is replaced by the indicator 'fixed starting and finishing time of work'

Table 4.2.1: Indicators for domain of work in the Republic of Serbia

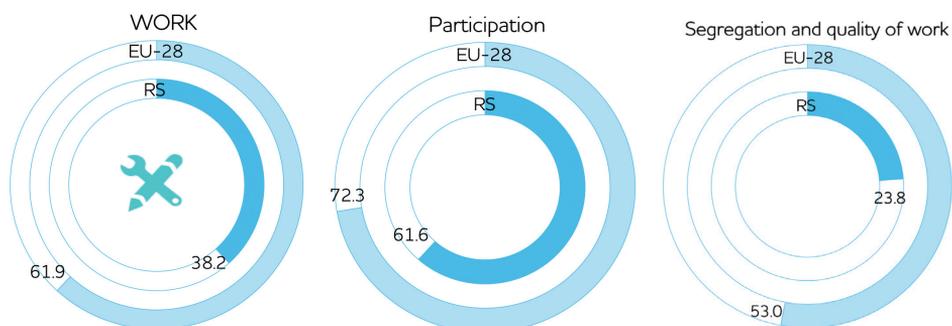
| Measurement framework | Concept measured         | Indicator  | Source                        |
|-----------------------|--------------------------|--|-------------------------------|
| Participation         | FTE employment rate      | Full-time equivalent (FTE) employment rate (%; 15+ population) | SORS – EU Labour Force Survey |
|                       | Duration of working life | Duration of working life (years)                               | SORS – EU Labour Force Survey |

|                                 |   |   |                               |
|---------------------------------|---|---|-------------------------------|
| Segregation and quality of work | Sectoral segregation                      | Employment in Education, Human Health and Social Work activities (% 15-64 employed) | SORS – EU Labour Force Survey |
|                                 | Fixed starting and finishing time of work | Employees with non-fixed starting and finishing time of work (% 15+ population)     | SORS – Time Use Survey (2011) |

### 4.2.2 GENDER EQUALITY INDEX AND INDICATORS

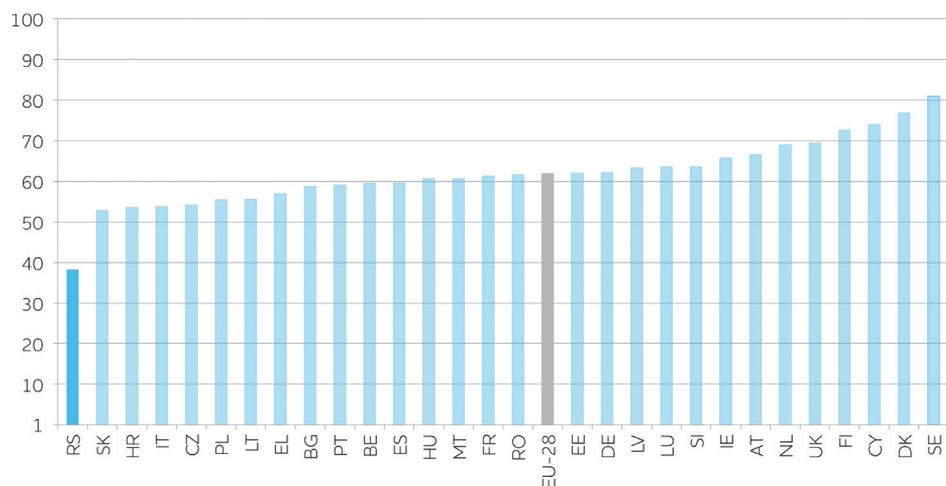
The domain of work of Gender Equality Index has a much lower value in Serbia than in the EU-28 (Figure 4.2.2). Gender gaps are present in both sub-domains with the most prominent inequalities in the sub-domain of segregation and quality of work, where the index value is almost half of EU-28 value.

Figure 4.2.1: Gender Equality Index for domain and sub-domains of work, Serbia 2014 and EU 2012 comparison.



Comparison between Serbia and EU Member States indicates that this is domain in which Serbia has the lowest score, urging for immediate policy interventions. Serbia has a much lower score than the last positioned EU Member State (Slovakia) with a difference of 14.6 points and it has a score which is less than half of the score of the Member State with the highest score (Sweden).

Figure 4.2.2: Gender Equality Index for domain of work – Republic of Serbia 2014 and EU-28 Member States 2012 comparison



From data on individual indicators it could be seen that women are less frequently employed in full-time positions than men and that their total working life is shorter than men's (Table 4.2.2). Gender gaps in full-time employment rates have slightly decreased between 2012 and 2014 from 13.5 to 12.9 percentage points. Women on average work 5 years less than men. The segregation indicator shows a much higher share of women employed in sectors of education, human health and social work, the so-called 'caring sectors'. Women are also less often doing jobs with non-fixed starting and finishing times, which is considered as an indicator of flexible working hours. This can reduce their capability of reconciling work and family life, particularly in the context of unbalanced division of household work and family care, which relies more on women. However, it should be noted that flexible working hours can also hide less secure and informal forms of employment.

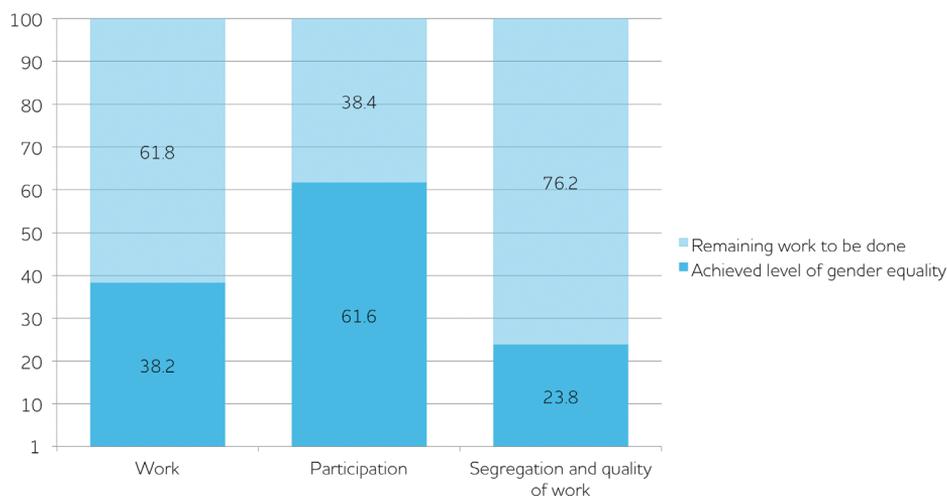
Table 4.2.2: Domain of work indicators, Republic of Serbia, 2014

| Sub-domain    | Indicator   | Source                        | Total | Women | Men  |
|---------------|---|-------------------------------|-------|-------|------|
| Participation | Full-time equivalent (FTE) employment rate (% 15+ population) | SORS – EU Labour Force Survey | 34.6  | 28.4  | 41.3 |
|               | Duration of working life (years)                              | SORS – EU Labour Force Survey | 33.0  | 30.6  | 35.6 |

|                                 |  |                               |      |      |      |
|---------------------------------|--|-------------------------------|------|------|------|
| Segregation and quality of work | Employment in Education, Human Health and Social Work activities (% of 15-64 employed) | SORS – EU Labour Force Survey | 13.0 | 22.1 | 6.0  |
|                                 | Employees with non-fixed starting and finishing time of work (% of 15+ population)     | SORS – Time Use Survey (2011) | 17.1 | 10.9 | 22.2 |

The remaining path to gender equality in the domain of work is long. The following graph (Figure 4.2.3) indicates that improvements are needed in the area of participation, particularly in the area of segregation and quality of work where achievements observed by the Gender Equality Index indicators are not even to the level of one quarter.

Figure 4.2.3: Remaining road to gender equality in domain of work in Republic of Serbia



**Summary**

- Gender gaps in the work domain are pronounced and they are present in both sub-domains: participation and segregation and quality of work;
- Women are less frequently employed in full-time equivalent jobs than men;
- Women’s working life is 5 years shorter than men’s;

- Employment in social sectors of economy (education, health and social protection) is higher among women than men;
- Women less frequently work with flexible working hours than men;
- In comparison to the EU-28 Serbia has a lower score than all Member States in the domain of work;
- Future efforts to advance gender equality in the domain of work should be invested in both sub-domains, but the index scores clearly point out that it is needed not only to increase employment of women, but to employ more complex measures that will reduce labour market segregation and improve quality of work that enables reconciliation between work and family life.

### 4.2.3 MAIN POLICY INITIATIVES

Gender equality in the domain of work is the subject of interventions of the key national gender equality and employment policies (National Strategy for Gender Equality 2016-2020 with Action Plan, National Employment Strategy 2011-2020). The turbulent period of two and a half decades after the fall of socialism has brought deep changes in the position of men and women in the sphere of work (Babovic, 2007, Blagojevic 1994, 2002, Krstic et al, 2010). During this period gender gaps in employment have widened and gender specific obstacles to employment and particularly quality employment have emerged. For men this included cuts in the employment in the manufacturing sectors due to the strong deindustrialization and privatization processes, while for women this included mainly a decrease of the level of labour participation and withdrawal to the sphere of family care. Bearing in mind the previously high levels of participation of women in the labour force during socialism, the decrease of their labour participation represents a serious obstacle to accessing important economic resources and enjoying the benefits of economic participation (Babovic, 2010, Blagojevic 2013, Krstic et al, 2010). The economic crisis of 2008 and consequent restructuring and austerity measures brought a narrowing of the employment gap due to the stronger impact on sectors of the economy with a significant share of male labour force. Recent measures of restructuring the public administration sector are expected to impact more female labour force in this sector, which can again bring a new widening of the gender gap in employment. Therefore, the aim of the policies is not only to close the gender gap, but to close it with a simultaneous increase of participation in economy by both men and women.

National Strategy for Gender Equality (2016-2020) with Action Plan (2016-2018) for its' implementation defines three main objectives:

- Change of gender patterns and improved culture of gender equality;
- Increased gender equality between women and men through implementation of policies and measures of equal opportunities;
- Gender mainstreaming of drafting, implementation and monitoring public policies.

These main objectives are aligned with the EU Strategic engagement for gender equality (2016-2019) and the new Framework for Gender Equality and Women's Empowerment in EU External Relations (2016-2020).

The improvement of the economic position of women and their status on the labour market represents one of the specific objectives within the second main objective of the Strategy. Measures planned to be achieved are defined around the several strategic areas:

- *Improvement of legislation* in areas of effective control of working conditions and discrimination on the labour market, stimulation and securing unionization of women, introduction of internal mechanisms for protection against discrimination and reporting on gender balanced human resources policies within the companies and institutions, respect of principles of equal pay and stimulation of flexible working arrangements;
- *Stimulation of women's entrepreneurship and better use of their economic potentials*, including improvement of business environments for entrepreneurship and micro business, micro financing, social entrepreneurship, family business, cooperatives, etc.;
- *Improved access to modern skills and knowledge*, encouraging girls and women to choose areas of education that are traditionally attended by men, promotion of achievements of women in science, education in IT skills, etc.

One strategic area is dedicated to the promotion of economic participation of women from vulnerable groups, including rural women, Roma women, women older than 60 years, young women, pregnant women, women with dependent children, women of minority sexual orientation, victims of violence, women with disabilities, single mothers, women from ethnic minority groups, unemployed and unskilled women.

The National Employment Strategy includes measures for equal opportunities in the area of work. It stipulates measures needed for the creation of systemic preconditions for the policy of equal opportunities in the economy, encouraging women's entrepreneurship, self-employment and employment, capacity building of all stakeholders for the elimination of discrimination against women in the area of work and economy and specific measures for women exposed to the risks of multiple vulnerability (Roma women, refugees, displaced women, victims of violence).

The Employment and Social Reform Programme that was recently introduced as a policy planning framework in the process of aligning with the EU semester process recognizes the problems related to the employment of women and envisages specific measures for increasing labour participation of women (particularly those from vulnerable groups) and the development of women's entrepreneurship.

It is important to mention that many policy initiatives have been implemented at regional level in the Autonomous Province of Vojvodina, with particular focus on advancing women's entrepreneurship, economic participation of rural women and employment of women victims of violence. In its programs for self-employment and employment of unemployed persons, the Provincial Secretariat for Economy, Employment and Gender Equality (PSEEGE) awards extra points to women when reviewing requests and business plans, based on less represented gender, while single parents, the majority of which are women, have been defined as a priority group in these programs. The Program on the Utilisation of Funds from Privatizations for Support to Entrepreneurs, Micro and Small Enterprises in the Autonomous Province of Vojvodina states that up to 30% of total funds will be allocated for support to women's entrepreneurship or micro and small enterprises whose sole founder or majority founder is a woman. In the field of support to women from rural areas, the PSEEGE has contributed to the improvement of capacities of rural women's NGOs, increasing rural women's computer literacy, as well as their knowledge and skills in organic agriculture. In 2014, a special program was started by the PSEEGE to improve the economic situation of women victims of partner violence. The program provides subsidies to cover the costs of gross pay and travel costs for one year and requires employers to attend an awareness raising meeting in order to ensure security and confidentiality of data of the employee.

## **4.3 DOMAIN OF MONEY**

### **4.3.1 MEASUREMENT FRAMEWORK**

Gender equality in the domain of money is important for several reasons: equal access to financial resources is prerequisite for achieving economic independence and for addressing the problems of feminisation of poverty rooted in the lower access to income, property and financial markets among women. This domain includes two sets of indicators: financial resources and economic situation (Table 4.3.1). Financial resources are measured by assessing the differences in monthly earnings between women and men, as well as gender gaps in equalized net income. The issues of poverty and unequal income distribution are captured by indicators evaluating gender gaps in the share of population that is not under the risk of poverty (not-at-risk-of-poverty which is defined at the level of 60% or higher of the median income) and by ratio between the poorest and the richest income quintiles.

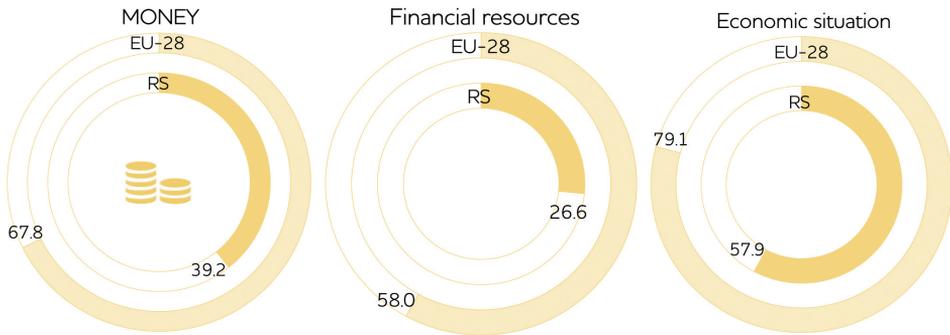
Table 4.3.1: Indicators for domain of money in the Republic of Serbia

| Measurement framework | Concept measured    | Indicator  | Source                        |
|-----------------------|---------------------|--|-------------------------------|
| Financial resources   | Earnings            | Mean monthly earnings (NACE rev. 2, categories B-S excluding O, 10 employees or more in PPS) | SORS – Statistics on Earnings |
|                       | Income              | Mean equivalised net income (RSD, 16+population)   | SORS – EU SILC                |
| Economic situation    | Poverty             | Not at-risk-of-poverty, $\geq$ 60% of median income (%. 16+ population)                      | SORS – EU SILC                |
|                       | Income distribution | S20/S80 income quintile share (%. 16+ population)  | SORS – EU SILC                |

#### 4.3.2 GENDER EQUALITY INDEX AND INDICATORS

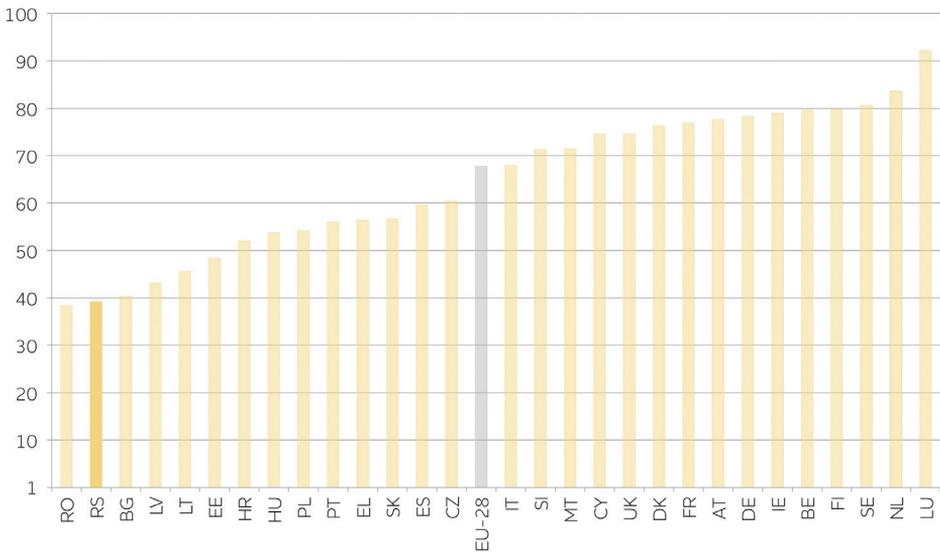
The Gender Equality Index for the domain of money complements the picture on prominent economic inequalities and the weak economic position of women that was already partly revealed by the index in the domain of work. Comparative index values for Serbia and the EU-28 indicate that the domain of money is another domain in which Serbia is severely lagging behind the EU-28 (Figure 4.3.1). According to the index values for sub-domains, gender gaps are much more pronounced in the access to financial resources than in economic situation. However, it should be noted that measures of well-being are mostly related to the household level and do not optimally reveal which resources and level of well-being are available at the individual level.

Figure 4.3.1: Gender Equality Index for domain and sub-domains of money, Serbia 2014 and EU-28 2012 comparison



In the domain of money Serbia has the second lowest score in comparison to all EU Member States (Figure 4.3.2).

Figure 4.3.2: Gender Equality Index for domain of money - Republic of Serbia, 2014 and EU Member States 2012 comparison



From the data on individual indices presented for two years, it can be noticed that the gender gap in monthly earnings is in favour of men, while the gap in mean equivalised net income is in favour of women. However, the gap in monthly earnings is bigger (145 PPS in 2012 and 188 PPS in 2014 compared to 26 PPS in 2012 and 17 PPS in 2014). Gender differences in being at-risk-of-poverty

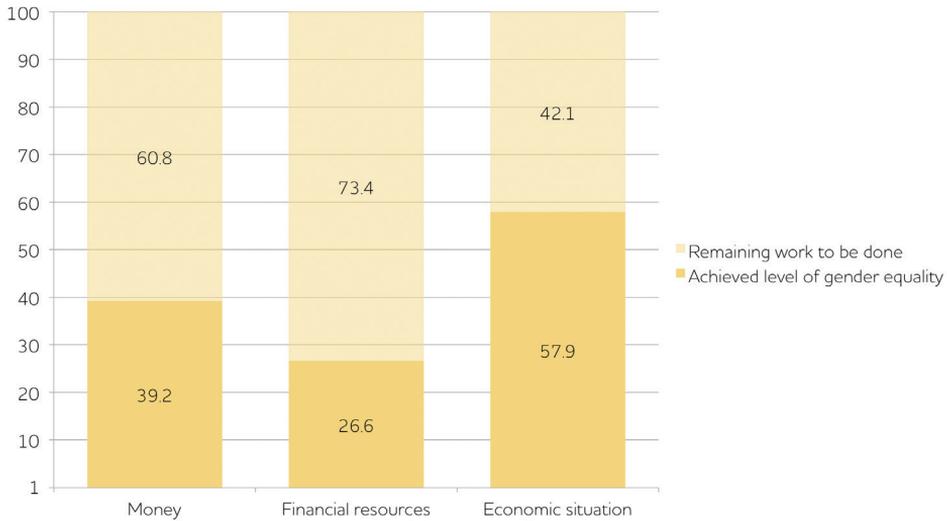
are small and slightly increasing (from 0.8 to 1.2 percentage points) due to the decrease of share of persons not at-risk-of-poverty among men.

Table 4.3.2: Domain of money indicators, Republic of Serbia, 2014

| Sub-domain          | Indicator  | Source                        | Total | Women | Men  |
|---------------------|--|-------------------------------|-------|-------|------|
| Financial resources | Mean monthly earnings (NACE rev. 2, categories B-S excluding O, 10 employees or more in PPS) | SORS – Statistics on Earnings | 1175  | 1078  | 1266 |
|                     | Mean equivalised net income (RSD, 16+ population)  | SORS – EU SILC                | 5435  | 5444  | 5427 |
| Economic situation  | Not at-risk-of-poverty, $\geq 60\%$ of median income (% , 16+ population)                    | SORS – EU SILC                | 74.4  | 75.0  | 73.8 |
|                     | S20/S80 income quintile share (% , 16+ population)   | SORS – EU SILC                | 10.2  | 10.5  | 10.0 |

According to the index values from the perspective of policy initiatives particular efforts should be invested in closing the gaps in financial resources (Figure 4.3.3).

Figure 4.3.3: Remaining road to gender equality in domain of money in the Republic of Serbia



### Summary

- Serbia is lagging behind the EU-28 average and is behind all EU Member States except Romania;
- Gender gaps in money are prominent in both sub-domains, but they are particularly big in the area of financial resources;
- Gender gaps in being at-risk-of-poverty are small and present in 2014;
- Regional discrepancies are remarkable, with Belgrade recording much better scores than other regions;
- Policy interventions are required particularly in the improvement of the opportunities to access financial resources.

### 4.3.3 MAIN POLICY INITIATIVES

Policy initiatives related to the gender inequalities in access to financial resources and the economic situation were not so systematic and elaborated like in the case of work and employment. Partly, the reason for this is the much less developed evidence base and sometimes contradictory findings on the economic position of women and men. The pay gap was only recently explored in Serbia (Avlijas et al., 2013). Researchers found no prominent gender pay gap in public sector and a modest one in the private sector. Official surveys on income and living conditions

in Serbia (SILC) indicate no prominent poverty gaps between men and women – at-risk-of-poverty rate in 2012 was 24.9 % for men and 24.3% for women (Government of the Republic of Serbia, 2014). However, it is important to bear in mind that the precise picture on gender inequalities in the area of financial resources and economic situation is hard to obtain due to the fact that most of the data collected for the level of households and intra-households relations in access to financial and other economic resources as well as distribution and patterns of consumption escape standard methodologies of measuring poverty and well-being. Some research indicate prominent inequalities in access to money and financial decision-making in the household, which is largely a consequence of still prevalent patriarchal culture. Strategic decision-making about household spending is most frequently made by men (Babovic, 2010, 2009) and some groups of women, including rural women (Babovic, Vukovic, 2008) and victims of violence (particularly economic violence) (Babovic, Ginic, Vukovic, 2010) face severe obstacles in accessing money in the household.

The National Strategy for Gender Equality (2016-2020) includes measures related to the promotion of equal access to financial resources. It stipulates the establishment of effective systems of control of working conditions, obligations of employers to analyse and report human resource practices and implementation of principles of equal pay for work of equal value. Measures to improve the economic situation of women are closely related to their improved position on the labour market and economic empowerment through entrepreneurship and various forms of self-employment, cooperatives and similar. Some social protection measures are more specifically dedicated to women from vulnerable groups.

## **4.4 DOMAIN OF KNOWLEDGE**

### **4.4.1 MEASUREMENT FRAMEWORK**

Within the domain of knowledge, gender differences in education and training are monitored. This includes differences in educational attainment and segregation, as well as lifelong learning (Table 4.4.1). In the sub-domain of educational attainment and segregation, gender gaps are measured in relation to the tertiary education and segregation between fields of education. The first aspect is measured by the indicator that records the share of graduates of tertiary education among women and men aged 15-74. The second aspect is measured by the share of tertiary students in the fields of education, health and welfare, humanities and arts among women and men. The sub-domain of lifelong learning is measured by indicators that record the share of people participating in formal or non-formal education and training among women and men aged 15-74.

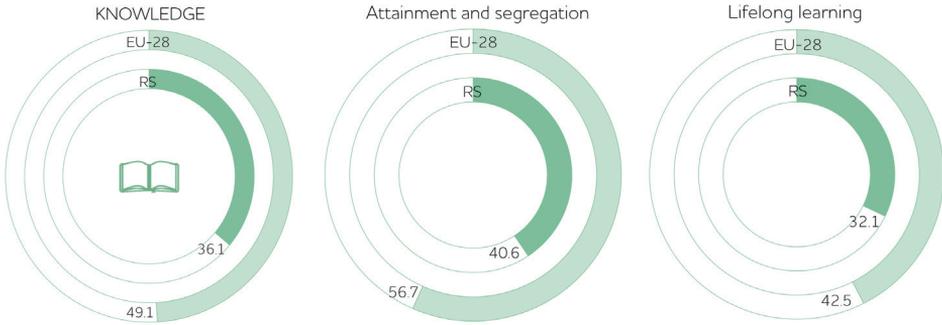
Table 4.4.1: Indicators for domain of knowledge in the Republic of Serbia

| Measurement framework                  | Concept measured   | Indicator   | Source                         |
|--|--------------------|---|--------------------------------|
| Educational attainment and segregation | Tertiary education | Graduates of tertiary education (% , 15-74 population)  | SORS – EU Labour Force Survey  |
|  | Segregation        | Tertiary students in the fields of 'Education', 'Health and welfare', 'Humanities and arts' (ISCED 5-6) (% , tertiary students) | SORS – Statistics on education |
| Lifelong learning                      | Lifelong learning  | People participating in formal or non-formal education and training (% , 15-74 population)                                      | SORS – EU Labour Force Survey  |

#### 4.4.2 GENDER EQUALITY INDEX AND INDICATORS

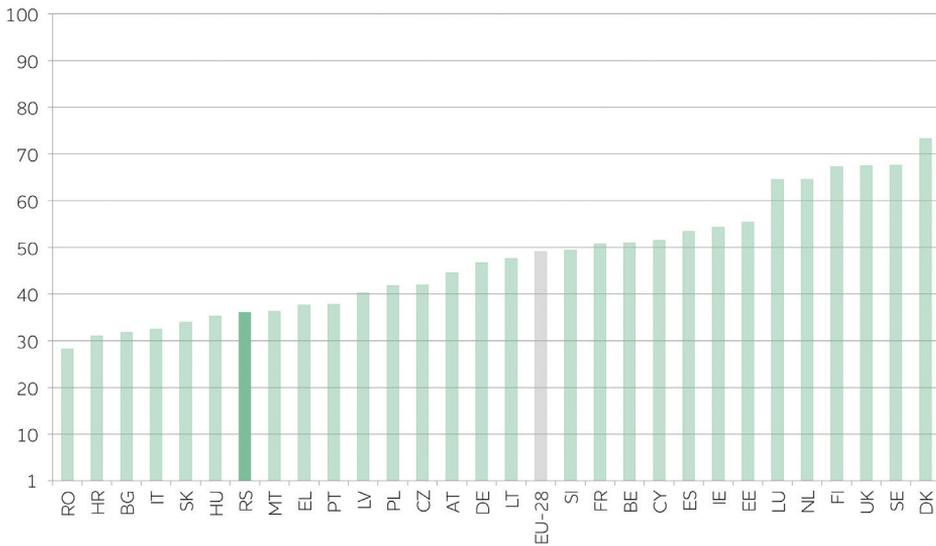
In the domain of knowledge there is a less pronounced gap between Serbia and EU-28 than in the two previous domains (work and money), though not due to the better scores in Serbia, but to lower scores at the EU level (Figure 4.4.1). The index score is particularly low for the area of lifelong learning.

Figure 4.4.1: Gender Equality Index for domain and sub-domains of knowledge Serbia 2014 and EU-28 2012 comparison



In comparison to EU Member States, Serbia occupies a position among a third of countries with the lowest scores (Figure 4.4.2).

Figure 4.4.2: Gender Equality Index for domain of knowledge – Republic of Serbia 2014 and EU Member States 2012 comparison



The data on tertiary education indicate that although the share of graduates in tertiary education increases among both women and men the gender gap grows due to the fact that the increase is bigger among women. In 2012, the difference between women and men in the share of tertiary education graduates was only 0.1 percentage points, while in 2014 it increased to 2.5 percentage points. Although this is not yet a big difference, it can indicate an important trend which should be in the focus of educational and gender equality policies. The indicator on segregation

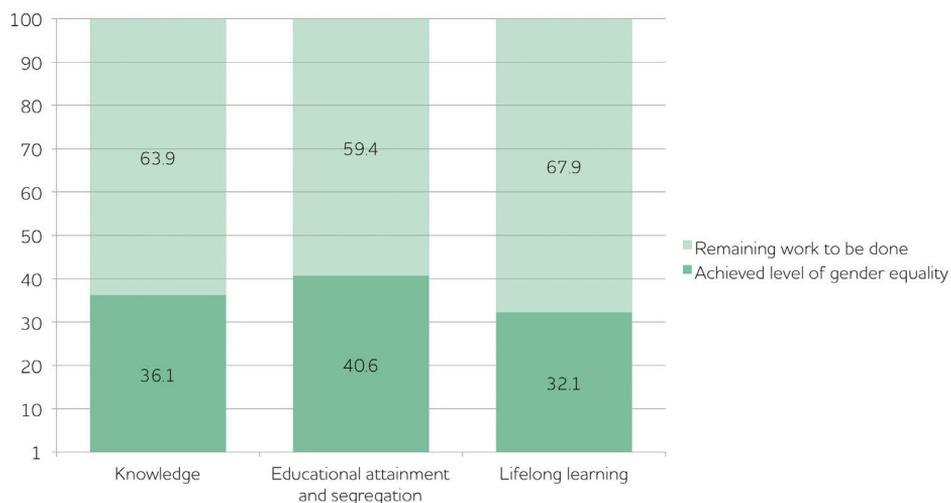
reveals more prominent gender discrepancies, with women concentrated significantly in the area of social sciences, humanities and arts. However, the gap is stable (20.4 in 2012 and 20.7 percentage points in 2014). Participation in lifelong learning is low among both women and men, and the gender gap is very small (0.4 percentage points in 2014).

Table 4.4.2: Domain of knowledge indicators, Republic of Serbia, 2014

| Sub-domain                             | Indicator   | Source                         | Total | Women | Men  |
|--|---|--------------------------------|-------|-------|------|
| Educational attainment and segregation | Graduates of tertiary education (% , 15-74 population)  | SORS – EU Labour Force Survey  | 17.7  | 18.9  | 16.4 |
|  | Tertiary students in the fields of 'Education', 'Health and welfare', 'Humanities and arts' (ISCED 5-6) (% , tertiary students) | SORS – Statistics on education | 27.8  | 36.5  | 15.8 |
| Lifelong learning                      | People participating in formal or non-formal education and training (% , 15-74 population)                                      | SORS – EU Labour Force Survey  | 12.2  | 12.4  | 12.0 |

The Gender Equality Index in the domain of knowledge indicates that improvements are needed in both sub-domains (Figure 4.4.3). It is needed to increase the share of tertiary education graduates among both women and men, but also to decrease segregation according to fields of education. The improvements are also needed in order to increase lifelong learning among both men and women.

Figure 4.4.3: Remaining road to gender equality in domain of knowledge in the Republic of Serbia



### Summary

- Gap in the participation rates in tertiary education grows in favour of women;
- Gender segregation in educational fields remains high, with higher concentration of female students in the areas of social sciences, humanities and arts;
- Participation in lifelong learning education is very low among both women and men.

### 4.4.3 MAIN POLICY INITIATIVES

Over the last 50 years, gender equality has significantly advanced within the area of education in Serbia. However, there are still some groups of women with lower access or performance rates, particularly when taking into account the elderly generations and women living in rural areas. As the index for the domain of knowledge indicates, there is still a prominent gender segregation according to educational profiles. Socialization patterns that stimulate higher inclination of girls towards social and humanistic education and boys towards technical science and mathematics are also evident in the results of the Programme for International Student Assessment (PISA) test, since girls received higher scores in literacy skills

while boys yielded higher scores in mathematical literacy. In all age groups, except the youngest: 16-24, information and communication technology (ICT) literacy is higher among men than women (Statistical Office of Serbia 2014, *Women and Men in Serbia*, 2014).

Analyses of textbook content at various levels of education has indicated a lack of gender sensitivity. The analysis of university textbooks conducted on a sample of 17 books concluded that 'representations of gender are stereotypical and unquestionably reliant on patriarchal paradigms' (Bacevic et al, 2010: 34).

Although the previous National Strategy for Improvement of the Position of Women and Promotion of Gender Equality (2010-2015) ambitiously envisaged numerous measures to further advance gender equality in education, and particularly in decreasing segregation, as the evaluation report revealed, the implementation was ineffective and there was no desired impact (UN Women, SIPRU and Coordination Body for Gender Equality, 2015).

The new Strategy for Gender Equality (2016-2020) sets gender sensitive formal education as one of the specific objectives, and stipulates set of measures, including introduction of gender sensitive and anti-discrimination educational content at all levels of formal education, revision of handbooks for the purpose of elimination of gender stereotypes, improvement of capacities and competences of teaching staff, introduction of gender sensitive language, etc. These measures are meant to introduce alteration that will enable change of gender paradigms during socialization and education and open the space for other measures aimed at decreasing segregation in later stages of education.

The Strategy for Development of Education in Serbia until 2020 contains various measures that can enable an increase in educational achievements, but unfortunately gender is not mainstreamed into this Strategy.

In the Employment and Social Reform Programme the overall increase of education level of the population is set as one of the key objectives. Although the Programme in this component does not apply a gender sensitive approach, some measures are designed to provide higher educational achievements, better inclusion of children and youth from vulnerable groups into the education system and particularly increase lifelong education and better coordination between the education system and the labour market.

In the Second Report on Social Inclusion and Poverty Reduction of the Government of Serbia there is no systematic gender approach in recommending the policy measures for advancing the education of the population. However, the Report recognizes the importance of the improvement of the quality of education, prevention of dropout, elimination of discriminatory content from the textbooks

and promotion of lifelong learning. Attempts were made by the PSEECE in 2010 to increase capacities of civil servants of the Government of the Autonomous Province of Vojvodina to analyse their programs from a gender perspective. Within these efforts, two of the programs implemented by the Provincial Secretariat of Education were analysed, including the Scholarship Program for Roma Pupils in Secondary Schools. The gender analysis showed that integrating gender equality into the program not only decreases existing inequalities, but also increases the success in achieving the general goals set by the Program. By taking into consideration specific obstacles for girls and undertaking specific measures, the Program contributed to the increased inclusion of Roma girls into education, and also had a positive effect on their staying in the education system. However, an overall practice of a gender analysis of all programs has still not been introduced at the level of the Autonomous Province of Vojvodina.

## **4.5 DOMAIN OF TIME**

### **4.5.1 MEASUREMENT FRAMEWORK**

In the domain of time the intention is to capture the gendered nature of the allocation of time spent between economic, care and social activities. From the gender perspective, this is an important domain since it reveals gendered patterns of integration of work and family life. This domain consists of two sub-domains: care activities and social activities (Table 4.5.1). Care activities include childcare and domestic activities. Indicators measuring engagement in childcare activities count the share of the population of workers caring for and educating their children or grandchildren, on an average day for one hour or more. The indicator of domestic activities measures the same (aspects), but just applied to the engagement in cooking and housework. The sub-domain of social activities monitors two types of activities: sport, culture and leisure activities which are used for personal development, and volunteering and charitable activities which are perceived as contribution to the community.

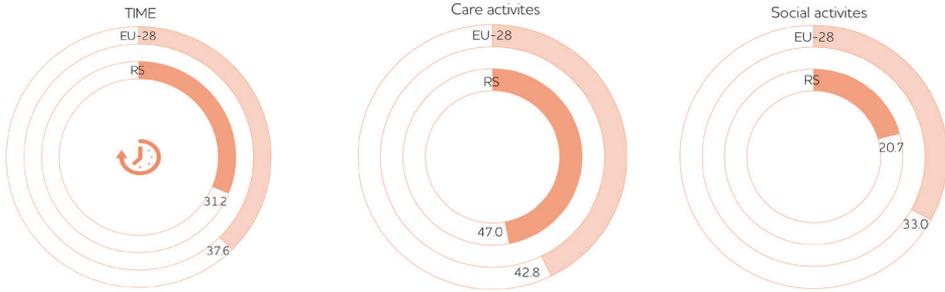
Table 4.5.1: Indicators for domain of time in the Republic of Serbia

| Measurement framework | Concept measured                       | Indicator  | Source                        |
|-----------------------|--|--|-------------------------------|
| Care activities       | Childcare activities                   | Workers caring for and educating their children or grandchildren, average day, for 1 hour or more (%. 15+ workers)             | SORS – Time Use Survey (2011) |
|                       | Domestic activities                    | Workers doing cooking and housework, average day, for 1 hour or more (%. 15+ workers)  | SORS – Time Use Survey (2011) |
| Social activities     | Sport, culture and leisure activities  | Workers doing sporting, cultural or leisure activities outside of their home, average day, for 1 hour or more (%. 15+ workers) | SORS – Time Use Survey (2011) |
|                       | Volunteering and charitable activities | Workers involved in voluntary or charitable activities, average day, for 1 hour or more (%. 15+ workers)                       | SORS – Time Use Survey (2011) |

#### 4.5.2 GENDER EQUALITY INDEX AND INDICATORS

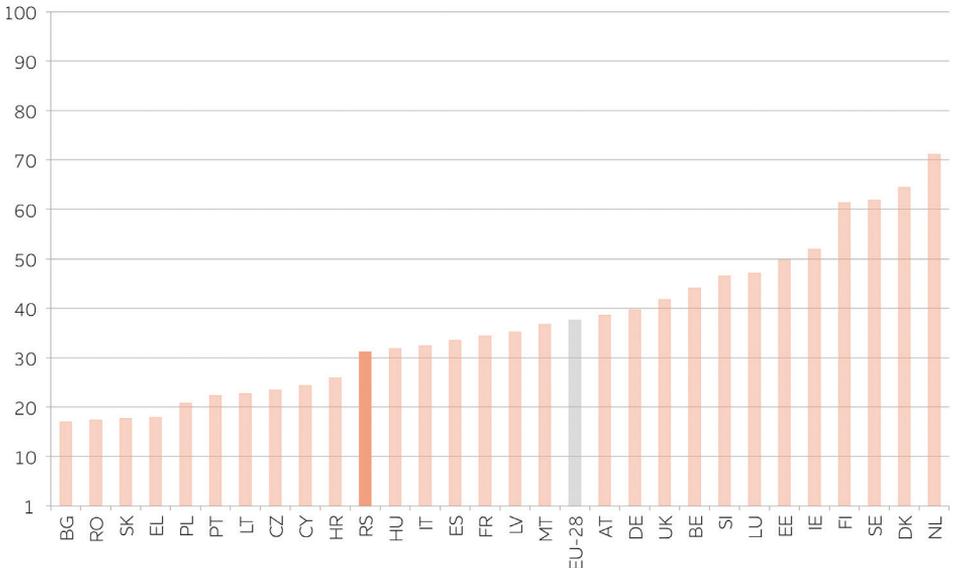
Differences between Serbia and EU-28 in the domain of time are not prominent like in previous domains (Figure 4.5.1). At the level of domain, Serbia is behind EU-28 by 6.4 percentage points. However, on the level of sub-domains, Serbia exceeds the EU index value for the sub-domain of care, while lagging behind in the sub-domain of social activities (Figure 4.5.1).

Figure 4.5.1: Gender Equality Index for domain and sub-domains of time, Serbia 2014 and EU-28 2012 comparison



In comparison to EU Member States, Serbia is in this domain ranked somewhat higher, but still is placed within the group of a third of the countries with the lowest scores (Figure 4.5.2). In this domain, the performance of Serbia is closest to Hungary and Croatia.

Figure 4.5.2: Gender Equality Index for domain of time – Republic of Serbia 2014 and EU Member States 2012 comparison



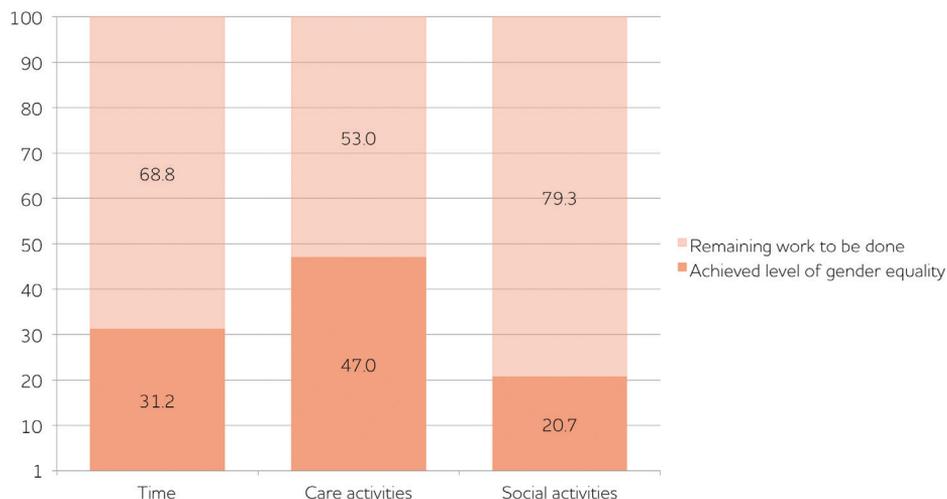
Time use data are available only for the year 2011 and therefore it is not possible to monitor trends. According to these data, women are more engaged than men in caring activities (gender gap of 4.2 percentage points) and much more engaged than men in housework activities (gender gap of 47 percentage points). On the other hand, women less frequently spend time on leisure activities, sport and culture, and a bit less on social activities, which are rare among both women and men.

Table 4.5.2: Domain of time indicators, Republic of Serbia, 2011

| Sub-domain        | Indicator  | Source                        | Total | Women | Men  |
|-------------------|--|-------------------------------|-------|-------|------|
| Care activities   | Workers caring for and educating their children or grandchildren, average day, for 1 hour or more (%. 15+ workers)             | SORS – Time Use Survey (2011) | 20.4  | 22.8  | 18.6 |
|                   | Workers doing cooking and housework, average day, for 1 hour or more (%. 15+ workers)  | SORS – Time Use Survey (2011) | 60.5  | 87.1  | 40.1 |
| Social activities | Workers doing sporting, cultural or leisure activities outside of their home, average day, for 1 hour or more (%. 15+ workers) | SORS – Time Use Survey (2011) | 14.3  | 12.6  | 15.6 |
|                   | Workers involved in voluntary or charitable activities, average day, for 1 hour or more (%. 15+ workers)                       | SORS – Time Use Survey (2011) | 3.1   | 2.4   | 3.7  |

From the policy perspective, still a lot has to be done in the area of more fair time use, rebalancing time spent on caring activities and household maintenance and time spent on personal regeneration and development and community commitments (Figure 4.5.3).

Figure 4.5.3: Remaining road to gender equality in domain of time in the Republic of Serbia



### Summary

- Women are disproportionately responsible for care activities in the household and family;
- Household work is unequally divided, with women more than double burdened than men;
- Due to time consumed for household work and care, women use less time for leisure activities such as sport, culture and other leisure activities;
- Participation in social activities is low for both women and men, with a small gap in favour of men;
- This is the only domain without a pronounced regional difference.

### 4.5.3 MAIN POLICY INITIATIVES

Public policies targeting specific issues of gender equality in the area at the crossroads between work and leisure, public and private activities, caring for others and for oneself, have been developing more systematically only recently, despite the fact that unpaid work spent in household maintenance and caring activities is unbalanced. Research in the area of reconciliation indicated that having children leads to the bifurcation of roles of women and men in Serbia, pulling firstly to the

private sphere of family care, and secondly towards labour market. This gendered pattern becomes more pronounced with an increase in the number of children in the household and it is deeply rooted in the unequal division of power and patriarchal culture (Babovic, 2009, 2010).

The introduction of the concept of reconciliation of work and family has aligned these issues of gender equality, employment and social protection policies in a more consistent and complementary manner. This is evident from more developed linkages between sectoral policies (employment, education and social protection) but also from more explicit objectives and measures directed to the area of combining work and personal/family life.

The National Strategy for Gender Equality (2016-2020) defines as specific objective 'equal participation of women and men in parenthood and care economy', since this area needs to be further improved. Therefore, the Strategy intends to introduce a set of measures that will enable progress in this area: promotion of greater participation of men in household work and family care, promotion of an equal role of men in parenting activities, increased use of parental leave among fathers, support to single mothers and fathers through an alimony fund, support to families by introducing more accessible and alternative services for childcare, care for the elderly, ill, disabled and other persons in need for care of family members. Particularly important are measures aiming to support young mothers to continue education and in employment, which enables their chances to achieve more adequate economic position and well-being.

Some policy initiatives have already been introduced into laws. Maternity leave in Serbia is defined at 3 months (of which 28 days are before confinement). Maternity leave benefit is set at 100% up to ceiling 5 times the average wage. Paternity leave can be taken by father for care of a child after 3 months from the day of delivery, the same as for mother. Paternity leave benefit is also set at 100%. Length of childcare leave can be taken up to 365 days from the start of maternity leave and childcare leave benefit is set to 100% up to ceiling 5 times the average wage.

The Strategy for Development of Education in Serbia recognizes the importance of accessible and quality pre-school education for the economic participation and emancipation of women. Again it will be important to provide a gender responsible approach into the new Social Protection Strategy.

## 4.6 DOMAIN OF POWER

### 4.6.1 MEASUREMENT FRAMEWORK

The domain of power is one of the key areas of gender equality. Unequal distribution of power whether in the private or public sphere is the cornerstone of overall gender inequality. The measurement framework in the domain of power observes the situation in two sub-domains: political and economic power (Table 4.6.1). In the sub-domain of political power gender gaps are measured in relation to the representation in executive political power (ministerial representation) and legislative power (parliamentary representations) at central and regional levels. Representation is measured as a share of ministries/members of parliaments in the adult population.

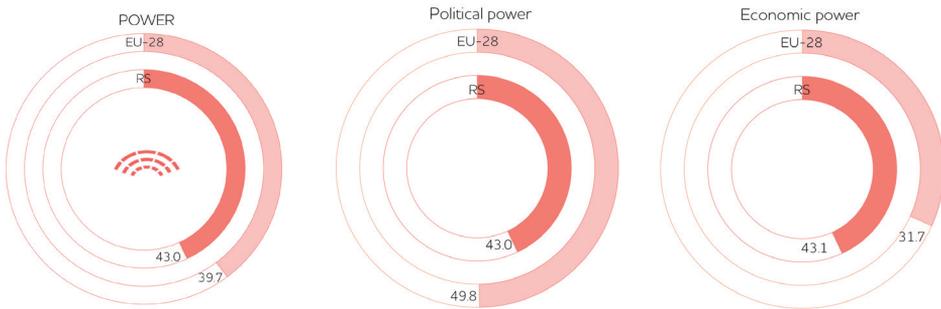
Table 4.6.1: Indicators for domain of power in the Republic of Serbia

| Measurement framework | Concept measured                   | Indicator   | Source  |
|-----------------------|------------------------------------|---|---|
| Political             | Ministerial representation         | Share of ministers (% 18+ population)   | DG Justice – Women and men in decision-making |
|                       | Parliamentary representations      | Share of members of Parliament (% 18+ population)   | DG Justice – Women and men in decision-making |
|                       | Regional assemblies representation | Share of members of regional assemblies (% 18+ population) (AP Vojvodina)   | DG Justice – Women and men in decision-making |
| Economic              | Members of boards                  | Share of members of boards in largest quoted companies (supervisory board or board of directors) (% 18+ population) | DG Justice – Women and men in decision-making |
|                       | Members of central bank            | Share of members of central bank (% 18+ population)   | DG Justice – Women and men in decision-making |

#### 4.6.2 GENDER EQUALITY INDEX AND INDICATORS

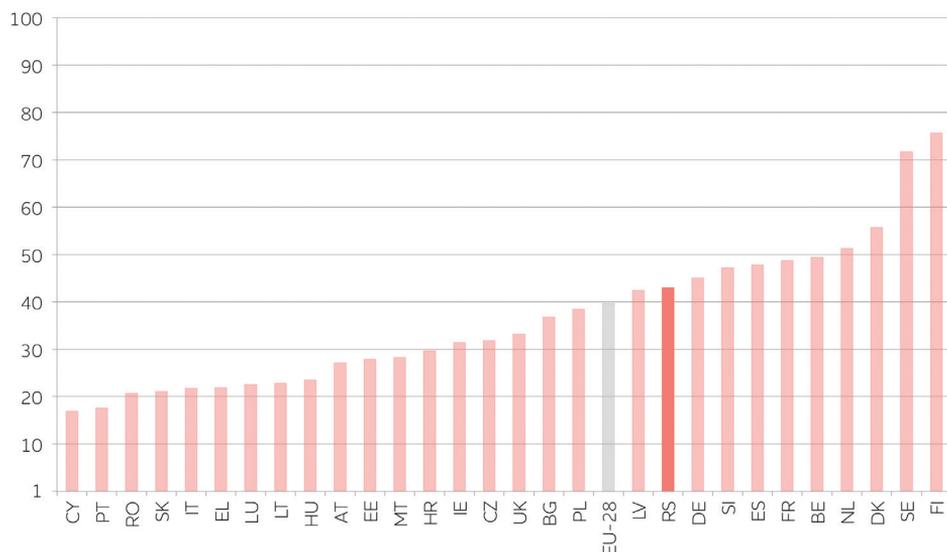
This is the only domain in which Serbia has higher index scores than the EU-28 and it is due to the value of sub-domain index for economic power, as it can be seen from the three figures below (Figure 4.6.1). The relatively better score in this domain than in the other domains is also the consequence of the quotas in the National Assembly.

Figure 4.6.1: Gender Equality Index for domain and sub-domains of power, Serbia 2014 and EU-28 2012 comparison



The power domain is the only domain in which Serbia is ranked higher than the half of the EU Member States (Figure 4.6.2). This is partly the consequence of the introduction of legal quotas for the representation of less represented gender (women) in the legislative bodies – National and Provincial Parliaments, which is still not achieved in a number of EU Member States. In this domain, Serbia is most similar to the level achieved in Germany and Latvia.

Figure 4.6.2: Gender Equality Index for domain of power – Republic of Serbia 2014 and EU Member States 2012 comparison



Data on individual indices show constant gender gaps across the various areas of power, in favour of men (Table 4.6.2). Women are underrepresented among ministers and members of national and regional parliaments. They are also underrepresented in the economic power positions, in boards of the largest quoted companies and among members of the Central Bank.

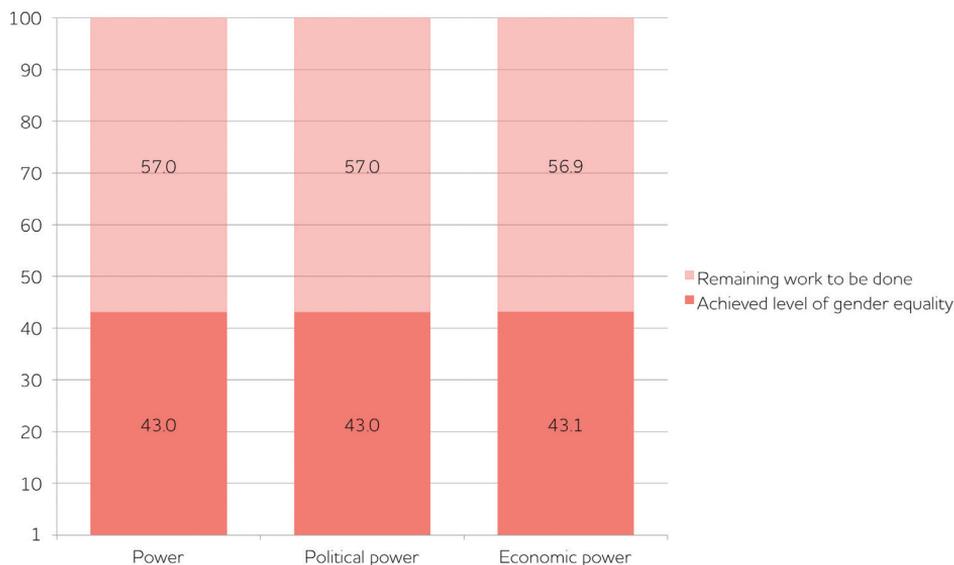
Table 4.6.2: Domain of power indicators, Republic of Serbia 2014

| Sub-domain | Indicator  | Source  | Total | Women | Men  |
|------------|--|---|-------|-------|------|
| Political  | Share of ministers (% of 18+ population)             | DG Justice – Women and men in decision-making | 100.0 | 21.0  | 79.0 |
|            | Share of members of Parliament (% of 18+ population) | DG Justice – Women and men in decision-making | 100.0 | 34.0  | 66.0 |

|           |  |   |       |      |      |
|-----------|--|---|-------|------|------|
| Political | Share of members of regional assemblies (%; 18+ population) (AP Vojvodina)   | DG Justice – Women and men in decision-making | 100.0 | 19.0 | 81.0 |
| Economic  | Share of members of boards in largest quoted companies (supervisory board or board of directors) (%; 18+ population) | DG Justice – Women and men in decision-making | 100.0 | 15.0 | 85.0 |
|           | Share of members of central bank (%; 18+ population)   | DG Justice – Women and men in decision-making | 100.0 | 30.0 | 70.0 |

A better score of the index in the domain of power in Serbia compared to the average for the EU-28 should not distract the attention for still prominent gender gaps in this important domain. Serbia is facing further challenges which should be addressed with further initiatives to increase the representation of women in both sub-domains (Figure 4.6.3).

Figure 4.6.3: Remaining road to gender equality in domain of power in the Republic of Serbia



### Summary

- Women are underrepresented in executive and legislative power at central and regional level;
- Women are underrepresented in the boards of the largest quoted companies;
- Women are underrepresented in the Central Bank, though Serbia is comparatively better in this respect than EU-28 average.

### 4.6.3 MAIN POLICY INITIATIVES

The domain of political participation was one of the areas in which policy initiatives stemming from the previous gender equality strategic cycle were more intensively implemented than in other areas. The implementation of the National Action Plan of the Strategy for the Improvement of the Position of Women and Promotion of Gender Equality (2010-2015) was effective in establishing an enabling environment/ favourable legal framework (electoral laws) to increase participation of women in legislative bodies at all levels. Some of the key results are: legal quotas

introduced with requirement of not less than 30% of women (Law on Election of MPs), a system of reserved seats in the election list – requirement for 30% of women (Law on Local Elections). The Law on Civil Servants enforced the equal opportunity policy, monitoring and reporting obligations, gender sensitive terminology and data on staff classified by gender. In addition to introduced quotas for the electoral lists and for the MPs, progress was achieved with the parliamentary structures and committees. Concretely, eight parliamentary committees are chaired by female MPs. The establishment of Women's Parliamentary Network (WPN) has contributed to the increased synergy of female MPs in raising and advocating for gender issues in legislative processes, such as in the case of ratification of the Istanbul Convention. The WPN capacity is being developed and re-enforced through different technical assistances and learning activities (SeConS, UN Women, NAP Evaluation Report, 2015).

However, despite positive achievements, participation of women in the political sphere remains limited to legislative power and they remain severely underrepresented in the executive power, where presently lies main political power. The new Strategy for Gender Equality (2016–2020), however, recognizes not only the need to increase representation of women in all branches of power and at all levels, but to mainstream gender in all relevant policies. This can open a new stage in public policy making, as main sectoral policies are presently not gender sensitive or responsible. Within the second general objective related to the effective implementation of equal opportunities, one of the specific objectives is related to increasing equal participation in decision-making in public and political life. This objective should be achieved by sets of measures, including: the establishment of legal quotas for the participation of women in legislative bodies at all levels to 40%, strengthening Women's Parliamentary Network, introducing quotas in National Minority Committees to 30%, introducing quotas in executive power, increasing participation of women in the higher decision-making positions in public administration, public agencies and public enterprises, implementing specific measures for increased participation of women in the areas of security, technological development, energetics, infrastructure, transport, sport, increasing participation of women in the policy making in all stages and at all levels and increasing participation of women in international delegations.

Third main strategic objective envisages 'systemic introduction of gender perspective in policy making, implementation and monitoring public policies'.

Within this general objective, seven specific objectives have been set:

- Functional gender equality mechanisms established at all levels;
- Gender perspectives introduced in all strategic documents;
- Gendered analysis of policies, programmes and measures introduced;
- Gender sensitive budgeting introduced;
- Mechanisms for cooperation with associations established;
- International and regional cooperation and exchange of good practices established.

## 4.7 DOMAIN OF HEALTH

### 4.7.1 MEASUREMENT FRAMEWORK

Domain of health includes two sub-domains: health status and access to healthcare services (Table 4.7.1). Health status is monitored by indicators of self-perceived health, life expectancy and healthy life years. Access to healthcare is observed by the indicators of unmet medical and dental needs.

Table 4.7.1: Indicators for domain of health in the Republic of Serbia

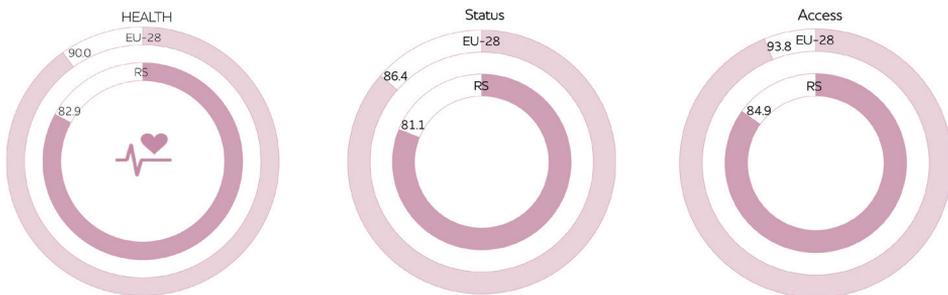
| Measurement framework | Concept measured      | Indicator   | Source                  |
|-----------------------|-----------------------|---|-------------------------|
| Status                | Self-perceived health | Self-perceived health, good or very good (% 16+ population) | SORS – EU SILC          |
|                       | Life expectancy       | Life expectancy in absolute value at birth (years)          | SORS – Vital statistics |
|                       | Healthy life years    | Healthy life years in absolute value at birth (years)       | SORS – EU SILC          |

|        |                     |  |                |
|--------|---------------------|--|----------------|
| Access | Unmet medical needs | Population without unmet needs for medical examination (%. 16+ population) | SORS – EU SILC |
|        | Unmet dental needs  | Population without unmet needs for dental examination (%. 16+ population)  | SORS – EU SILC |

#### 4.7.2 GENDER EQUALITY INDEX AND INDICATORS

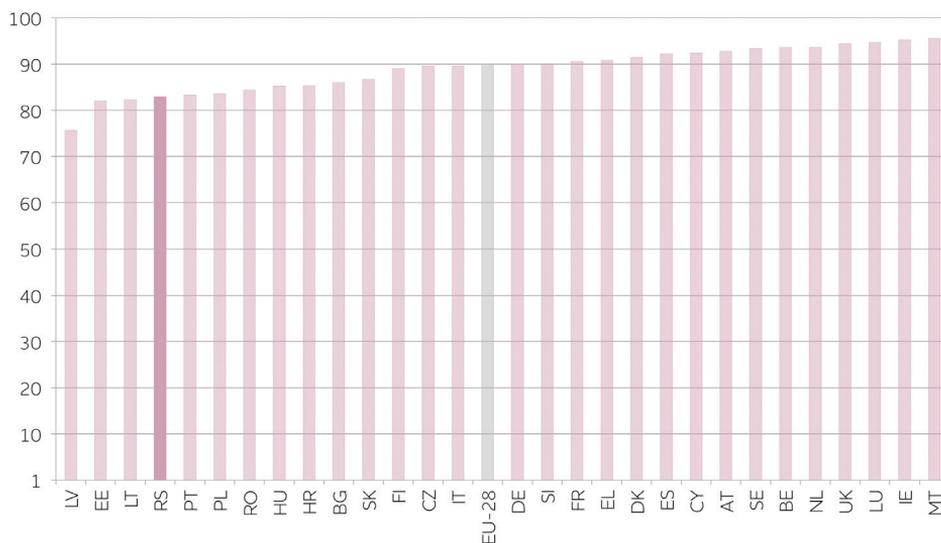
In the domain of health, the Gender Equality Index records highest values both in Serbia and the EU-28 (Figure 4.7.1). The differences between Serbia and EU-28 are moderate, and they are smaller in the health status sub-domain than in access to healthcare sub-domain. The moderate gap between Serbia and the EU-28 in the domain of health compared to some other domains is partly a legacy of broadly free healthcare coverage. In order to have more complete picture it is important to keep in mind the results of the evaluation of the implementation of Healthcare Strategy in Serbia, which indicated an unfavourable situation in the healthcare system.

Figure 4.7.1: Gender Equality Index for domain and sub-domains of health Republic of Serbia 2014 and EU-28 2012 comparison



Although differences between Serbia and EU-28 average index scores are not prominent in the domain of health, Serbia is positioned among the four countries with the lowest scores, having higher index values only in comparison to the former socialist Baltic countries (Figure 4.7.2).

Figure 4.7.2: Gender Equality Index for domain of health – Republic of Serbia 2014 and EU Member States 2012 comparison



The share of persons who perceive their health as good or very good is lower among women than men, but women live longer and live longer healthy lives than men. There are not prominent gender gaps in the access to the healthcare. In 2014, slightly more women with unmet needs for medical examinations were recorded compared to men (0.7 percentage points). Unmet needs for dental examination were present slightly more among women than men in both years (gender gap of 2.8 percentage points in 2012 and 1.5 percentage points in 2014 in favour of men).

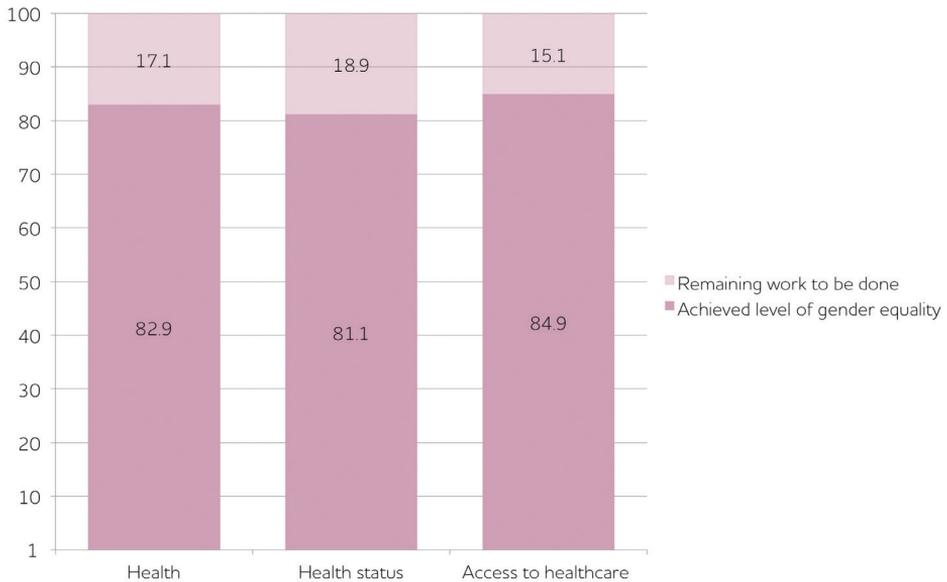
Table 4.7.2: Domain of health indicators, Republic of Serbia, 2014

| Sub-domain | Indicator  | Source                  | Total | Women | Men   |
|------------|--|-------------------------|-------|-------|-------|
| Status     | Self-perceived health, good or very good (% of 16+ population) | SORS – EU SILC          | 57.4  | 53.4  | 61.6  |
|            | Life expectancy in absolute value at birth (years)             | SORS – Vital statistics | 75.14 | 77.7  | 72.61 |
|            | Healthy life years in absolute value at birth (years)          | SORS – EU SILC          | 66.05 | 67.3  | 64.8  |

|        |   |                |      |      |      |
|--------|---|----------------|------|------|------|
| Access | Population without unmet needs for medical examination (% 16+ population) | SORS – EU SILC | 85.1 | 85.5 | 84.8 |
|        | Population without unmet needs for dental examination (% 16+ population)  | SORS – EU SILC | 83.9 | 84.6 | 83.1 |

There is still room for improvement in the domain of health in both sub-domains for both women and men (Figure 4.7.3). Gaps in life expectancy are a general issue but gender specific social factors and lifestyle practices should be targeted in order to narrow the gap in life expectancy. Gender gaps in healthcare services should be continuously monitored as some tendencies for gaps could be noted from presented data.

Figure 4.7.3: Remaining road to gender equality in domain of power in the Republic of Serbia



**Summary**

- Self-perception of health is better among men than women;
- However, women live longer and have longer healthy lives;
- Healthcare is relatively accessible and gender gaps are very small.

### 4.7.3 MAIN POLICY INITIATIVES

The previous Strategy and National Action Plan for gender equality in Serbia were very ambitious in setting objectives and defining measures for the promotion of gender equality in the area of health and improving women's health. However, the implementation of these activities was of modest effectiveness and impact (SeConS, UN Women, NAP Evaluation Report, 2015). One of the objectives was to preserve and improve women's overall health. Special focus was placed on reproductive health and activities in which different age categories of women were covered, as well as various vulnerable groups of women, especially young women, Roma women and women from rural areas. The activities related to the improvement of women's reproductive health, particularly early detection of some sex-specific malign diseases (i.e. breast cancer, cervical cancer) were relatively effectively implemented.

The new Strategy for Gender Equality (2016–2020) defines improved health of women and access to healthcare services as one of the specific objectives within the main objective of equal opportunities. Measures that should contribute to the achievement of this objective include: effective implementation of laws and policies providing compulsory healthcare insurance and free healthcare services for all women and girls, prevention of malign and cardiovascular diseases, increase of capacities and competences of healthcare officials to provide efficient and quality care for women with disabilities, to work without stereotypes, decrease of abortion as a method of contraception, improvement of access to health care of women and girls living with HIV, promotion of sport, recreation and healthy lifestyles. A specific set of measures is envisaged for the improvement of the access and quality of healthcare for women living in rural areas.

### 4.8 DOMAIN OF INTERSECTING INEQUALITIES

The domain of intersecting inequalities is still 'under development'. As it was mentioned in the chapter on the conceptual framework, this domain refers to the intersection of gender and other characteristics of individuals and groups among men and women that could represent a ground for discrimination and various forms of vulnerabilities. These vulnerabilities can be linked to the risks of poverty or exclusion from certain spheres of life, but also to exposure to violence, direct or indirect, interpersonal or structural. As Nussbaum (2003) pointed, equality relies on the capability to be treated with dignity, as an equally worthy being as others in the community.

Intersecting inequalities are recognized as important aspects of social, more specifically, gender inequalities at an international level. In the EU, the principle of intersecting inequalities is enshrined in EU Treaties and in key EU documents regulating gender equality policies. However, taking intersectionality into consideration within the methodological framework such as the Gender Equality Index faces many limitations and obstacles. In addition to the more generic problem of reducing diversity to binary gender categories of men and women that are actually very heterogeneous, the problem becomes bigger with the attempt to add the criteria of intersectionality. The grounds of vulnerability can be numerous and the number of intersecting categories can be theoretically as great as the number of individuals concerned. Therefore, it is hard to make a decision which criteria and groups to select and which domains/dimensions to place into focus, as it would be hardly possible to provide data for all groups along all domains and sub-domains.

Following the policy focus of Europe 2020 on poverty and social exclusion, EIGE has decided to select employment as the focus of intersecting inequalities. This decision is explained by several benefits at different levels: at the macro level, participation in the labour market is recognized as essential for economic and social development, while at the individual level, employment has been seen as a route to social inclusion (EIGE, 2013a: 31). This focus bears weaknesses of the EU 2020 policy orientation as it mainly reduces the issues of social inclusion to active inclusion (employment), neglecting the forms of vulnerabilities that cannot be tackled by the inclusion in the labour market. Illustrative population groups initially defined according to age, citizenship, disability, ethnicity, religion, sexual orientation and social class, are leaving room for other grounds of vulnerability that can be selected by the countries.

The working group for Gender Equality Index in Serbia has not made a decision to select and present index for particular 'illustrative groups'. This decision has to be made in the future with a lot of attention paid to the criteria of selection and availability of data. Regardless, the importance of intersecting inequalities is recognized within the policy framework. The National Strategy for Gender Equality (2016-2020) tackles this issue by setting the objective and set of measures specifically to improve gender equality in rural areas and position of rural women, and a specific objective with another set of measures to improve the position of women from multiple discriminated and vulnerable groups. Groups of women under risk of multiple discrimination are recognized as: Roma women, women older than 60 years, young women, rural women, pregnant and women with dependent children, women with different sexual orientation, women victims of domestic violence, women with disabilities, single mothers, women from ethnic minority groups, unemployed and unskilled women.

Due to the lack of data for all identified groups of women it will be hardly possible to calculate index values even in the subdomain of employment, not to mention the fact that their vulnerabilities are so complex that they cannot be reduced to a single dimension. Therefore, a decision on how to address the issue of intersecting inequalities should be carefully considered after the process of consultations between key stakeholders (gender equality mechanisms, relevant ministries, statistical office and civil society organizations representing or dealing with specific groups).

#### **4.9 DOMAIN OF VIOLENCE**

As it was described in the conceptual section, the domain of violence departs from the main approach of Gender Equality Index in two aspects: it does not focus on gaps but on levels (since the intention is not to reduce gaps but to eliminate violence) and it does not adopt a gender approach but focuses on women. The theoretical background of such approach is rooted in the views of Nussbaum (2003), who suggested that violence decreases human capabilities of women as it reduces their opportunity to move freely from place to place, to be secure against violent assault, including sexual assault and domestic violence (Nussbaum, 2003 quoted from EIGE, 2013a: 31). Another conceptual root leads to the literature on cultural violence, in which the ability to be respected and treated with dignity is considered as crucial (Robeyns, 2003, quoted from EIGE, 2013a: 31) as well as freedom to live one's life without the burden of contempt and enmity from the dominant culture (Baker et al, 2004, quoted from EIGE, 2013a: 31).

Starting from aforementioned theoretical grounds, the Gender Equality Index in the domain of violence is defined as consisting of two sub-domains: direct and indirect violence. While direct violence includes all forms of 'physical, sexual or psychological harms or sufferings done to individual, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life', indirect violence includes harmful attitudes and stereotypes (EIGE, 2013a: 32).

In 2012, the first EU-wide survey on violence against women (FRA survey) was implemented, which enabled EU-level findings and cross-Member States comparisons for the first time. The survey was implemented upon a sample of 42.000 women in 28 Member States.

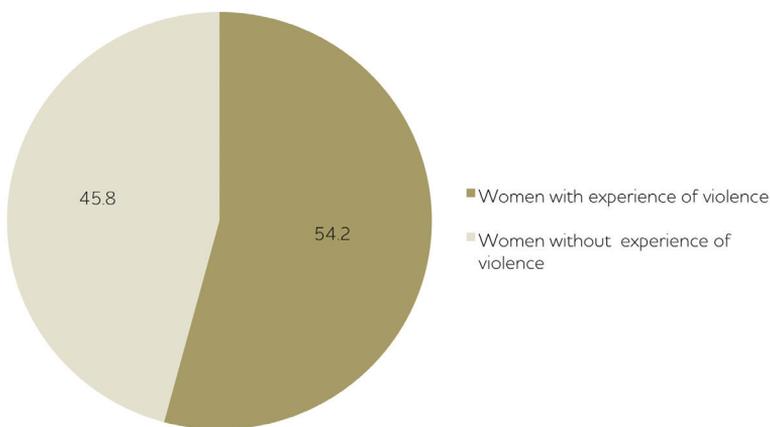
Serbia has not participated in the FRA Survey and, therefore, comparable data with the EU are not available. Presently, there is a plan to include Serbia in the future FRA survey, and in the case of successful fulfillment, the calculation of the violence domain index will be available after the year 2018.

Currently, monitoring violence against women (VAW) in Serbia is problematic due to the lack of national-level standardized methodology with indicators and surveys that will collect data for these indicators. Different initiatives exist, but none of them can fully enable adequate and regular monitoring of violence against women in the private or public spheres.

Several surveys on domestic violence against women were conducted in Serbia during the last 15 years. A survey conducted in 2001 (Victimology Society of Serbia) included a sample of 700 women from 7 municipalities/cities in Serbia. Also, in a survey conducted in 2003 participated 1.456 women from Belgrade (WHO and Autonomous Women's Center). In 2010, a survey was conducted in the Autonomous Province of Vojvodina (Victimology Society of Serbia) and in the same year the first survey was conducted on the sample representative of population, but only for Central Serbia (SeConS). The two surveys from 2010 applied different methodologies so the data are not comparable. According to the results of the survey in Vojvodina, every second woman has experienced some form of psychological violence, while every third woman has experienced physical violence and 27% of women were threatened by some form of violence. According to the same survey, 9% of women have experienced sexual violence, while 18.6% of women had been the victims of stalking (Nikolic-Ristanovic, 2010: 26).

Similarly, mapping of domestic violence against women in Central Serbia indicated that over a half of women were exposed to some form of domestic violence since they were 15 (Figure 4.9.1) (Babovic, Ginic, Vukovic, 2010).

Figure 4.9.1: Prevalence of lifetime domestic violence against women, Central Serbia, 2010



Source: Babovic, Ginic, Vukovic, 2010: 48.

The most frequent form of violence is psychological, followed by physical and economical, and then sexual violence (Table 4.9.1). It should be mentioned that the data on the prevalence of sexual violence should be treated as a prevalence of most extreme manifestations since only forms that included forced sexual intercourse were recorded. One third of women have experienced some combination of different forms of violence, and 3.4% of women have experienced all four forms of violence during the life course.

Table 4.9.1: Prevalence of different types of domestic violence against women in Central Serbia

| Forms of violence  | Prevalence during last 12 months | Lifetime prevalence (since age of 15 years) |
|--------------------|----------------------------------|---|
| Economic           | 11.4                             | 15.8  |
| Physical           | 10.1                             | 21.6  |
| Psychological      | 31.8                             | 48.7  |
| Sexual             | 1.2                              | 3.8   |
| Rape in the family | 0.2                              | 1.4   |

Source: Babovic, Ginic, Vukovic, 2010: 49

The main perpetrators are husbands/partners, as 50.6% of economic, 58% of psychological and 71.7% of physical violence is committed by husbands and partners. Most severe cases of physical violence against women are almost exclusively committed by men (96%), and 80.8% by husbands and partners (Babovic, Ginic, Vukovic, 2010).

Data on VAW outside of the household and family is of limited relevance as it is presently not possible to identify which cases of violence are gender-based, due to the lack of the information on relation between victim and perpetrator and motivation of crime. Based on media reporting on the most severe form of VAW - femicide, in 2014 there were 27 cases of gender based murder of women and girls, while in the first 11 months of 2015 there were 32 cases of femicide.<sup>11</sup>

<sup>11</sup> <http://www.6yka.com/novost/94441/femicid-u-srbiji-u-2015.godini-ubijene-32-zene>

#### 4.9.1 POLICY INITIATIVES

In 2012, Serbia has signed and a year later ratified the Council of Europe Convention on preventing and combating violence against women and domestic violence (CAHVIO). The so-called Istanbul Convention entered into force in August 2014. Legal Compliance Analysis was conducted in relation to the implementation of CAHVIO, and the Coordination Body for Gender Equality has established a working group on violence in order to increase effectiveness of implementation of the Convention. An expert from Serbia is an elected member of the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) Committee and in the upcoming period, the Committee will develop its own methodology for monitoring the implementation of the Convention in the countries and establish a reporting system.

The National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Relationships (2011-2015) defined the main framework to combat VAW during previous period. During the same period, the UNDP implemented the programme 'Integrated Response to Violence against Women in Serbia', which significantly contributed to the improvement of institutional and organizational framework, and increased capacities of relevant stakeholders and professionals for combating VAW and also contributed to increased awareness of this problem. The drafting of a new strategy for the prevention and combating gender-based violence is planned by the overarching Strategy for Gender Equality (2016-2020). It is also planned to improve evidence through participation in FRA survey in the upcoming years.

The AP Vojvodina Program for the Protection of Women from Domestic and Partner Violence for the period 2014-2020 was drafted and adopted in December of 2014. The Program builds on the previous experience of the implementation of the Strategy for Protection Against Domestic Violence and Other Forms of Gender-based Violence in Autonomous Province of Vojvodina for the period 2008 – 2012 and is fully in accordance with the Istanbul Convention. Its long-term goal is to contribute to the establishment of a zero tolerance policy on violence against women in the family and in partner relationships in the Autonomous Province of Vojvodina and regard treatment of this type of violence as a breach of human rights. Its short-term goals are: Increased public awareness on the intolerance to VAW, a developed system of general and specialized services for the protection and support to survivors, an improved system of keeping records and documenting VAW, and system for monitoring, analysis and research of VAW and institutional response to it, an increased financial allocations in the budget and sufficient human resources secured for ensuring the effective, efficient and comprehensive implementation and monitoring of measures defined in the Program in the Autonomous Province of Vojvodina. The Program describes: general legal and

political measures, prevention measures, protection and support to survivors, monitoring and evaluation effects, and recommendations to institutions at republic level. The Program also contains several annexes, most importantly the Policy Paper on the Economic Empowerment of Women Survivors of Violence in the Family or in Partner Relationship and the Policy Paper of the Improvement of the Prevention of Violence and Protection of Women from Marginalized Groups from Violence in Partner Relationships. The Program has been implemented since 2015 from funds from the budget of Autonomous Province of Vojvodina and with the support of UN Women.

There are initiatives to improve monitoring of violence against women in various aspects. The Network of Women against Violence regularly monitors femicide and publishes reports on femicide in Serbia<sup>12</sup>. Within the regional project 'Coordinated efforts – Toward new European standards in protection of women from gender based violence' group of NGOs, including Autonomous Women's Centre from Serbia have developed the proposal of Indicators for monitoring implementation of provisions of Council of Europe Convention on preventing and combating violence against women and domestic violence<sup>13</sup> that can be a good resource for development of national standardized indicators. Specific sets of indicators are proposed in another study (Brankovic, 2013) with the aim to monitor due diligence of the state in implementation of the Istanbul Convention.

It is important to note that methodologies for monitoring VAW should not be reduced to indicators that are monitoring effectiveness of the system for prevention or protection, nor on the picture of violence that is obtained solely from official sources. As previously mentioned, surveys indicate only a small proportion of domestic violence registered by the system. This is still a problem that is hidden by the families and communities. Therefore, prevalence surveys are necessary as well as participation in the FRA survey, which is relying on standardized indicators of prevalence, frequency and features of violence that can contribute to the real picture on violence if implemented on a sample representative for national population.

### **Summary**

- The picture on gender-based violence in Serbia is unsystematic and incomplete;
- It is planned to implement the FRA survey in Serbia which will provide values for future Gender Equality Indexes round.

<sup>12</sup> [http://www.zeneproktivnasilja.net/images/pdf/FEMICID-Saopstenje\\_za\\_2014\\_godinu.pdf](http://www.zeneproktivnasilja.net/images/pdf/FEMICID-Saopstenje_za_2014_godinu.pdf)

<sup>13</sup> <http://www.potpisujem.org/eng/Indicators.pdf>

## 5. CONCLUSIONS

The Gender Equality Index, calculated for Serbia for the first time, **indicates that gender inequalities are pronounced and that Serbia is lagging behind the EU-28 average in terms of overall gender equality**. Serbia is lagging behind the EU-28 average by 12 percentage points.

The most urgent policy action is needed in the domains of work, money, knowledge and time, which are the areas with low achievements and prominent gender gaps. The domain of power shows somewhat better scores due to the quotas in parliaments and a higher share of women in the Central bank. However, further increase of political and economic power of women is still needed as index values are still far from the target of full equality. The best performance is recorded in the domain of health in comparison to other domains of the Gender Equality Index in Serbia.

The most critical areas that are indicated by the lowest index scores (below 30%) are recorded in the sub-domains of segregation and quality of work (domain of work), access to financial resources (domain of money), and social activities (domain of time). These areas demand urgent interventions of the Government of Serbia in direction of creation of policies and measures and its effective implementation.

Regional differences are prominent in all domains (excluding knowledge and power for which data were not calculated at regional levels), with Belgrade as the best performing region, South and East Serbia as the regions with the lowest scores in domains of work, money, time, and Vojvodina as the region with lowest score in domain of health.

For the domains of intersectional inequalities and violence the index should be further developed, bearing in mind severe problems related to the position of numerous vulnerable groups (Roma women, rural women, forced migrants, women from ethnic minorities, women with disabilities, single mothers, poor, unemployed and unskilled women, women of minority sexual orientation, and others). Available data on violence against women are alarming and monitoring should be significantly improved in the sub-domains of direct and indirect violence, as well as in the areas of domestic, partner and non-domestic/partner violence.

Comparative index values for Serbia and the EU-28 indicate the biggest gaps in the domains of work and money, while in the domain of health the gap is small and in the domain of power Serbia even shows slightly better scores. This can be explained by the effect of the 'economic power' sub-domain, in which the score

is strongly impacted by the presently higher share of women in the Central Bank in Serbia than in EU-28 and parliament quotas. Comparative values for Serbia and individual EU Member States indicate that Serbia is mostly positioned in the group of countries with the lowest scores, except in the domain of power. Even in the domain of health, where gaps between Serbia and EU-28 are the smallest, Serbia is positioned among the four countries with the lowest scores. The fact that index values for Serbia in most of the domains are similar to other countries in the region or countries with socialist experience should be used as an engine for necessary interventions in creation of public policies and measures in order to enhance position of women in Serbia and reach full gender equality. ***Serbia should create ambitious gender equality policy which would set up ambitious but achievable goals, looking up to the most gender equal countries in Europe and learn from their own experience.***

## 6. ANNEX 1: GENDER EQUALITY INDEX – SERBIA REGIONS<sup>14</sup>

Figure 6.1: Domain of work index, Republic of Serbia – Regions, 2014

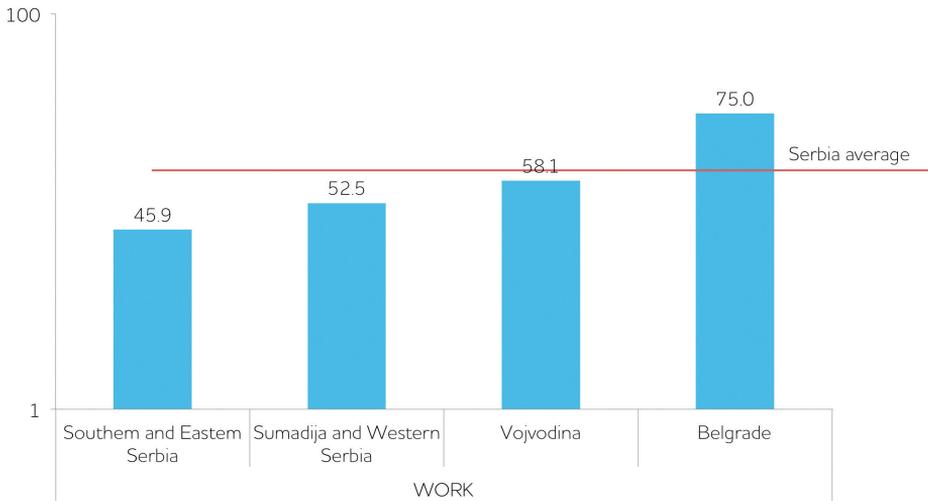
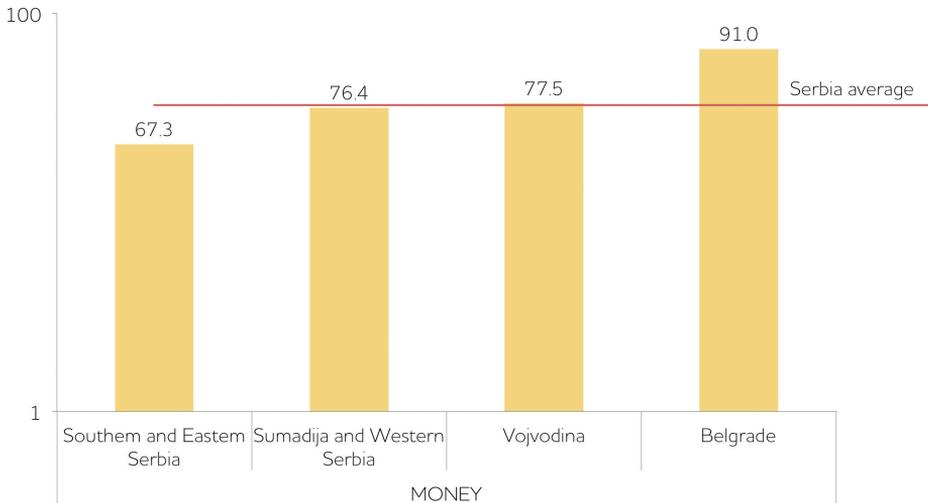


Figure 6.2: Domain of money index, Republic of Serbia – Regions, 2014.



<sup>14</sup>Republic Statistical Office since 1999. does not dispose of certain data for the Autonomous Province of Kosovo and Metohija.

Figure 6.3: Domain of time index, Republic of Serbia – Regions, 2011

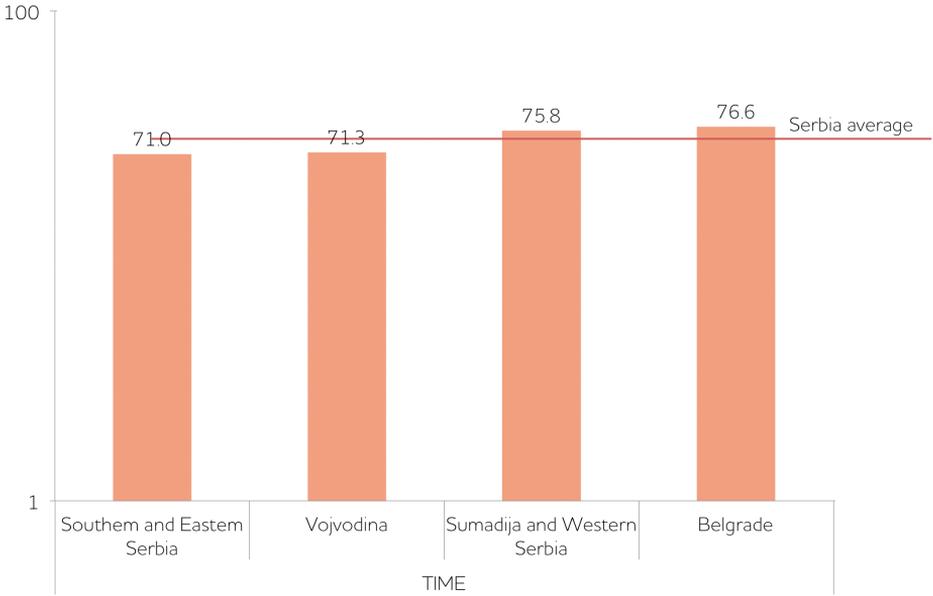
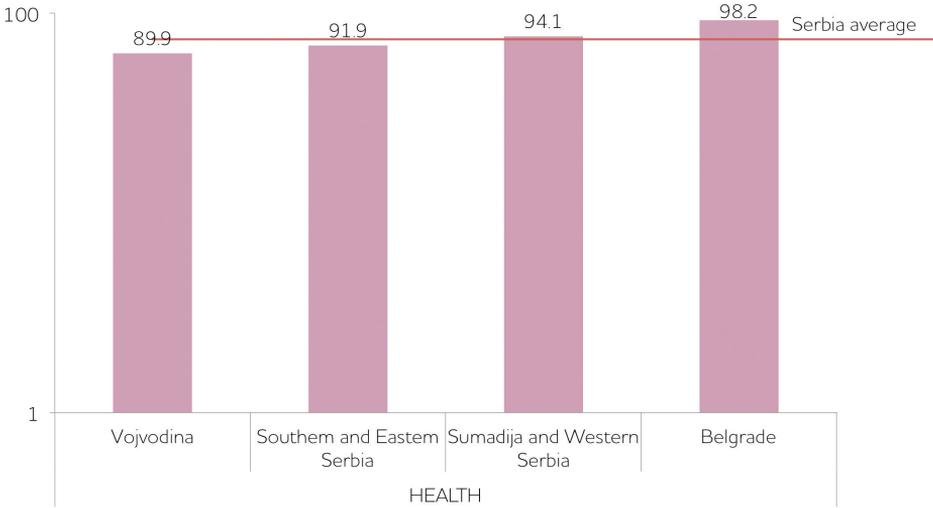


Figure 6.4: Domain of health index, Republic of Serbia – Regions, 2014



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