

GUIDANCE FOR SOCIAL IMPACT ASSESSMENT

Prepared for the purpose of assessing social impacts in the Republic of Serbia pursuant to the Guidance for Assessing Social Impacts within the Commission Impact Assessment System.

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SOCIAL INCLUSION AND
POVERTY REDUCTION
UNIT

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Social Inclusion and Poverty Reduction Unit

Government of the Republic of Serbia



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of the Republic
of Serbia



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Introduction

This tool kit aims to help the public administration, as well as all other social stakeholders, to assess 'social impacts' when carrying out an Impact Assessment. **It builds on the list of impacts and questions in the Commission Impact Assessment Guidelines¹**, while taking into account the fact that the Republic of Serbia is not yet a European Union member state and that it has certain specific features relevant to the social impact assessment procedure. Accordingly, the list of questions, proposed by the European Commission, has been adjusted to reflect the national specificities of the Republic of Serbia.

The public is encouraged to use the tool kit in the processes of decision-making, determining possible policy options, as well as of monitoring policy social impacts. These guidelines may have high significance in assessing policy impacts on the society and in diverting resources to their improvement.

The concept and significance of social impact assessment

Impact assessment, as specified by the European Commission, entails a set of logical steps to be taken when developing a policy proposal. It is a process that prepares evidence for decision makers regarding the strengths and weaknesses of possible policy options, based on the assessment of their potential impacts.

Ex ante impact assessment is a means and procedure for assessing possible future impacts of a policy proposal. Social impact assessment focuses on impacts on the population, i.e. on employment and social groups, with special emphasis on the gender aspect, while other methodologies are used for assessing other impacts (e.g. on budget and competitiveness).

Social impact assessment is often employed as an *ex post* examination in the decision-making process, whereas ideally it should be an integral part of this process. Policy makers should be aware of the consequences of and the groups affected by policy proposals in early stages of the process.

Assessing social impacts requires considering several inter-related issues:

- i) what you intend to do (policy options);
- ii) what effects will be generated (types of impacts);
- iii) who will be affected (social groups), in what way;
- iv) what evidence and techniques can be used to assess potential impacts.

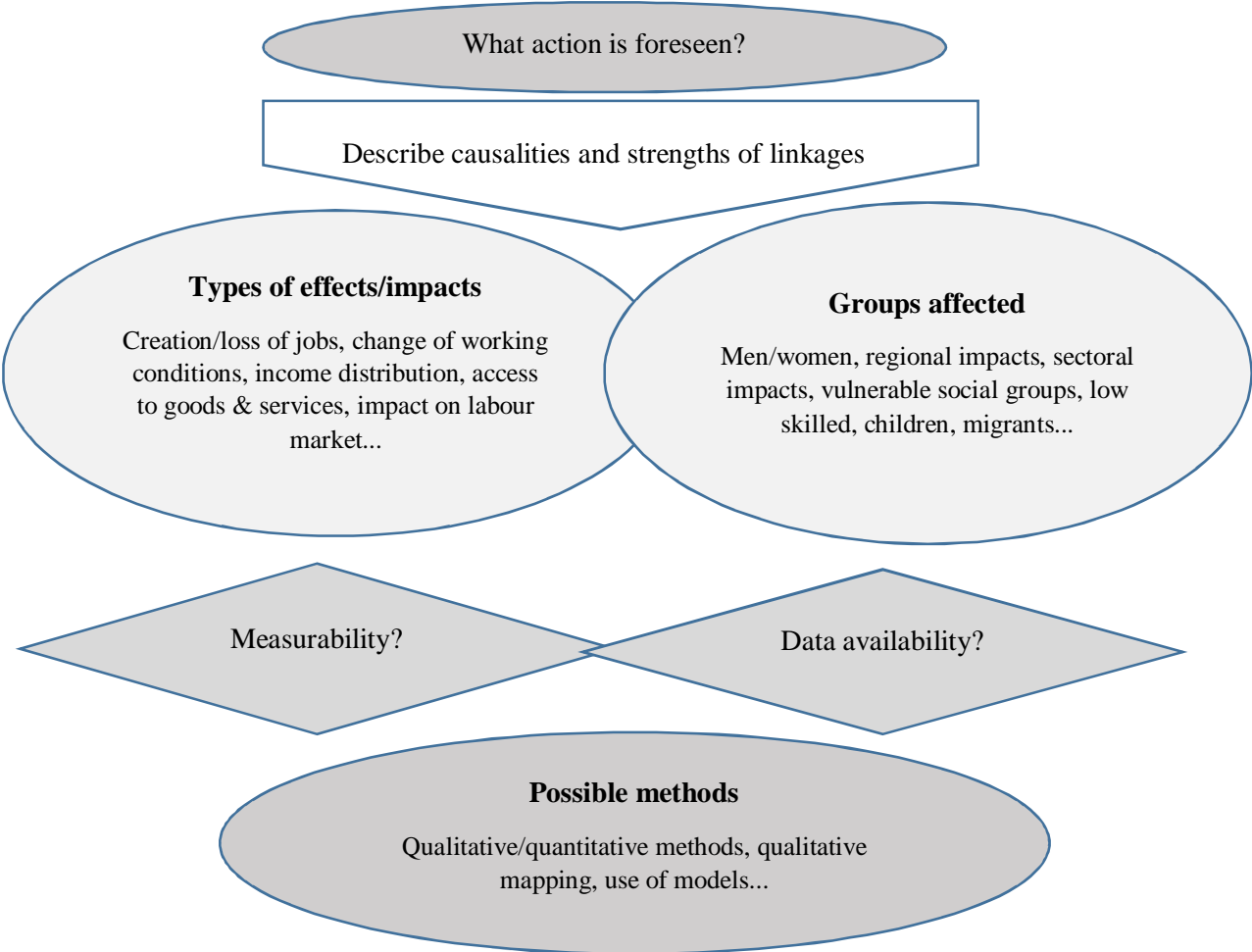
In the times of crisis, economic downturn and financial consolidation, consideration of social impacts of proposed policies is more important than ever.

Social impact assessment strengthens **evidence-based policy making** and facilitates **public discussion**, especially through involvement of social partners who are excellent source of information about possible impacts of policy proposals.

Adoption of the social impact assessment mechanism is a practical solution ensuring that policies have positive outcomes and that they are not counterproductive with regard to social progress.

¹ http://ec.europa.eu/smart-regulation/impact/key_docs/docs/guidance_for_assessing_social_impacts.pdf

Social impact assessment procedure



What are the possible impacts?

The types of impacts that can be anticipated, such as changes in quantity or quality of employment, working patterns, household income, working conditions or organisation of the labour market including the social dialogue are inherently diverse, complicated (different social groups, territories, economic sectors) and strongly connected with economic and environmental impacts.

In the social area it is crucial not only to take into account the intended effects but also to identify and analyse effects which might occur unintentionally (both positive and negative). A distinction between short and long term impacts, as well as direct and indirect impacts, might also be required. In some places this guidance document focuses on potential negative impacts. This is related to the fact that the most serious problems can arise from non-identified negative consequences. It is evident that positive social impacts should also be addressed and can constitute an argument supporting an option.

There are situations where social impacts point in different 'directions'. A policy change could induce the creation of a number of new jobs in a particular sector, while at the same time lowering job quality for workers in the sector. The question arises as to what significance should be given to each of those impacts. Therefore, the IA should make different components visible, show how this conclusion has been reached and give an assessment of the overall impact.

Which groups are affected?

Proposed policy options can have different impacts on different groups in society. A gender perspective should in particular be integrated in the analysis, and the assessment of potential impacts on gender should take into account the existing differences between women and men that are relevant to the given policy field.

It could be that a measure raises the disposable income of certain population groups but reduces other groups to poverty and negatively affects their chances to fully participate in society. In such cases, calculating the average general impact on the total population could be misleading, and would therefore be insufficient. Some groups are well defined (for instance by gender, age, income, disability, level of education) while others might be more elusive (for instance those affected by a possible action in a specific way, such as the risk of being laid off). In practice, it is useful to start by examining whether there are any systematic impacts on well-defined groups, with special focus on the impacts faced by particularly disadvantaged social groups², but the examination should also be continued/directed towards the groups that are not well defined and would still be affected by the measures in some way (e.g. workers at risk of being laid off or of premature retirement).

The impact of proposals on specific groups plays an important role in assessing 'social' impacts and often implies explicit policy trade-offs. The question can arise whether and under which circumstances it is justified to ask for a (small) sacrifice from one group to create a (potentially) larger benefit for the whole – or another group. Furthermore, the delimitation of a group can determine whether impacts are significant or not.

How to get started?

The best place to start is a systematic qualitative 'scoping' to identify where the significant effects of the proposal and the possible options will be. In practice this requires compiling observations about what you would expect to happen if a policy was pursued.

The fiches provide examples of questions to be screened during this initial assessment phase. Your previous experience with similar interventions and intuitions about expected policy effects (social and economic) can help you. In this context, evaluations of previous interventions are very important to inform future policy making. At this stage, carrying out an extensive review is important as types of impacts or groups which are not taken into account at this early stage could be overlooked in further analysis. It should also be remembered that since IA work is iterative, the initial analysis might also help to better define objectives and policy options. The result of the scoping should also allow you to make a preliminary statement on the importance of a certain impact in terms of a) how direct the causal chain between measure and expected impact is; b) the 'volume' or size of the impact; and c) its political sensitivity. Only those impacts where a considerable importance can be found will need a more focused analysis.

A further 'reality check' can be carried out by consulting with stakeholders. Stakeholders in general, and in particular the social partners and civil society organisations often have a good knowledge of how a proposal might affect the group they represent. In this sense they can be an excellent source of information.

Possible methods

Given the diversity of impacts and affected groups, the output of the qualitative scoping is necessary to decide whether and which formalised model needs to be employed. In general a specific mix of qualitative and quantitative approaches is needed, whereby quantitative approaches can reach from relatively simple statements mainly based on past observations up to highly complex formalised (and data consuming) models, like for example the so called CGE - models (Computable General Equilibrium) or econometric models.

Quantitative approaches are generally preferable. Attributing a monetary value to variables is a strong - although sometimes problematic - instrument to quantify and aggregate impacts. It is more likely in

² The term "disadvantaged social groups" was first defined in the Strategy for Poverty Reduction in Serbia in 2003. Other terms – vulnerable, marginalised, excluded population groups – are used synonymously in relation to other national and EU policy documents.

the social field than in the economic or environmental ones that formal modelling can be difficult and costly. When using a model, one should be aware of its underlying assumptions and hence its limitations. An impact does not cease to exist when a model is – for structural reasons – not able to demonstrate it. The following elements should be taken into account:

- The softer the instrument envisaged (e.g. improved policy coordination between MS) the more important it is to explain and verify the causal chains between the measure and expected impacts, and the less can be expected from an assessment based on a formalised model.
- Some impacts (e.g. related to social inclusion levels) might be undisputed but difficult to quantify. The extent to which an impact can be modelled needs in any event to be clarified.
- If impacts are concentrated on small groups it will be difficult or impossible to find suitable data or a reasonable model.
- If 'qualitative scoping' suggests considerable impacts on income distribution or on employment volume or quality in society as a whole or significant parts of it, a model should be used. If you decide not to do so, this needs to be properly explained in the Impact Assessment.

Finally the decision whether a model can be used will also depend on pragmatic aspects like the availability of a model (including sufficiently recent data) with which one can assess the policy initiative within the time frame and the resources available. This decision will also need to take into account that building new models or carrying out major modifications of existing ones takes time and require resources. In any case, you should bear in mind that **non-quantification cannot be used as a pretext to avoid serious consideration of a social impact.**

Key policy domains for social impact assessment

The Commission Impact Assessment Guidelines include the following **policy domains**:

- 1) Employment and labour market
- 2) Standards and rights related to job quality
- 3) Social inclusion and protection of particular groups
- 4) Equality of treatment and opportunities, non-discrimination
- 5) Social protection, health, social security and educational systems
- 6) Public health and safety

Each 'policy domain fiche' contains three sections:

- (a) A short introduction that describes the **Treaty base** for action and essential policy features;
- (b) **Questions for impact assessment** that could be considered when analysing social impacts and potential risks;
- (c) **Sources** of evidence that can be used to compile answers to the questions.

1. Employment and labour market

(a) introduction

This policy domain refers to employment policy, the functioning of and access to the labour.

Legislative and policy framework:

- Law on Employment and Unemployment Insurance
- Law on Vocational Rehabilitation and Employment of Persons with Disabilities
- Law on Employment of Foreigners
- Law on Conditions for Secondment of Employees to Temporary Work Abroad and Their Protection
- National Employment Strategy 2011–2020
- National Employment Action Plans (adopted on an annual basis)

- Employment and Social Reform Programme

(b) impact assessment questions

- ✓ *Does the option facilitate new job creation?*

Employment effects may occur in the sector suggested as priority, or in other sectors. Short-term effects on employment may be distinguished from medium/long-term effects.

- ✓ *Does it lead directly to job losses?*

Some policy measures and initiatives involve the risk of job losses ('lost' jobs can go into (early) retirement, inactivity or unemployment). Therefore, it is important to specify which groups are likely to be the most affected and provide estimates of the scale of the effects.

- ✓ *Does it have specific negative consequences for particular professions, groups of workers, or self-employed persons?*

Estimates may be expressed in terms of employment growth rates by sector, type of employment, geographical area... Given that effects can be different across categories of workers (skilled vs. unskilled) and specific groups (disabled, women, older workers, young workers, unemployed), it is important to identify which population group will benefit from the creation of new jobs. Social consequences can extend to public health (stress and work related illnesses) and exclusion of individuals and groups. There are also regional diversities in average salaries (for comparable labour categories, i.e. the same tasks to be accomplished, same level of qualification and risk of operations).

- ✓ *Does it affect particular age groups?*

Analysis should identify whether the considered policy measure and initiative is a source of delayed entry or premature exit from the labour market.

- ✓ *Does it affect the demand for labour?*

Labour demand can be described in quantitative terms (like job offers, changes in the number of employees, hours worked) and in qualitative terms (type of qualifications requested). Will the labour market be able to smoothly provide the new qualification profiles and will those who lose their previous job find opportunities to re-enter the labour market in a way which makes use of their productive potential?

- ✓ *Does it have an impact on the functioning of the labour market?*

Policies can affect the functioning of labour market directly (e.g. limiting the barriers to new entrants in administrative or legal professions) or indirectly, by requesting skill upgrade for certain professions or tasks.

(c) sources of evidence

- Labour Force Survey (Statistical Office of the Republic of Serbia) (*the survey is the main source of comparative labour market statistics, as it follows international and European standards*)
<http://webrzs.stat.gov.rs/WebSite/Public/PageView.aspx?pKey=26>

2. Standards and rights related to job quality

(a) introduction

This policy domain addresses the issues linked to labour law, health and safety at work. The legal framework in the field of labour refers to rights, obligations and responsibilities arising from employment and labour, and aims mainly at promoting the improving of employment and working conditions, while ensuring a level playing field with regard with regard to competition conditions. The legal framework in the field of safety and health at work lays down minimum requirements concerning health and safety at work, with the aim of preventing accidents at work, occupational and work-related illnesses.

Legislative and policy framework:

- Labour Law
- Law on Salaries in State Authorities and Public Services
- Law on the Prohibition of Mobbing
- Law on Amicable Settlement of Disputes

- Law on Social and Economic Council
- Law on Strike
- Law on Safety and Health at Work
- Law on the Ratification of the International Labour Organisation Convention No 167 on Safety and Health in Construction
- Law on the Ratification of the International Labour Organisation Convention No 187 on the Promotional Framework for Occupational Safety and Health
- Strategy on Safety and Health at Work in the Republic of Serbia for the period 2013–2017
- Action Plan for Implementation of the Strategy on Safety and Health at Work in the Republic of Serbia for the period 2013–2017

(b) impact assessment questions

- ✓ *Does the option impact on job quality?*

Job quality relates to a range of components including pay and benefits, working conditions, job security, health and safety at work, access to training and career prospects, equality between women and men, social dialogue and participation, non-discrimination.

- ✓ *Does the option affect the access of workers or job-seekers to vocational or continuous training?*

Training can be either carried out at work or in specialised training institutions that provide specific courses. Some training also occurs in the form of informal 'learning by doing' or 'learning on the job'.

- ✓ *Will it affect workers' health, safety and dignity?*

You should consider if the policy measure and initiative may have effects on the level and nature of risks to which workers are exposed at work: effects on health and safety at the workplace (including security of work equipment); effects on specific risks (e.g. exposure to chemical, biological or physical agents); effects on work organisation and effects on specific categories of workers. The analysis should check if the option can improve health and safety management in the workplace.

- ✓ *Does the option directly or indirectly affect workers' existing rights and obligations, in particular as regards information and consultation within their undertaking and protection against dismissal?*

You should consider if the policy measure and initiative affects the representation and collective defence of the interests of workers and in particular the level of employees' involvement (information, consultation and participation in the boards) in the employer's decision making and any possible effects on social dialogue at national/sector/company level. This is of particular importance when layoffs or industry restructuring are expected as a consequence of the proposal.

- ✓ *Does it affect the protection of young people at work?*

Policy proposals which may have a direct or indirect effect on young workers need to pay attention to equal opportunities for these workers and access to training opportunities. Particular attention needs to be provided to apprentices and young people at the very beginning of their working career, including the analysis of potential direct/indirect effects in terms of economic exploitation and harmful practices (health and safety, practices hurting physical mental or social development).

- ✓ *Does it directly or indirectly affect employers' existing rights and obligations?*

This question refers to the likely impacts of policy measures and initiatives on the employers' rights and obligations, such as to organise and manage the workforce, to maintain safe working environments, to implement best health and safety practices, to create trust and cooperation, to respect standards and regulations, to fulfil employment contracts.

- ✓ *Does the option facilitate or restrict restructuring, adaptation to change and the use of technological innovations in the workplace?*

It is important that restructuring is properly anticipated to avoid painful effects, especially on jobs, working conditions and regional economies. Effects of the policy measures and initiatives on the possibility of workers to access and use technologically advanced equipment at work may also be considered.

(c) sources of evidence

- Employment and Earnings Area, Statistical Office of the Republic of Serbia
<http://webrzs.stat.gov.rs/WebSite/Public/PageView.aspx?pKey=1>
- Statistics on accidents at work, occupational illnesses and work-related health problems (Statistical Office of the Republic of Serbia)
- ECHI – European Core Health Indicators http://ec.europa.eu/health/indicators/echi/index_en.htm and <http://www.healthpowerhouse.com/en/news/euro-health-consumer-index-2015/>
- European Centre for the Development of Vocational Training (CEDEFOP)
<http://www.cedefop.europa.eu>

3. Social inclusion and protection of particular groups

(a) introduction

This policy domain addresses social protection and social inclusion. Social protection activities are services for support and assistance to individuals and families aimed at enhancing (preserving) the quality of life, eliminating or mitigating the risk of adverse life circumstances and creating the possibilities for their autonomous life in the society. Material support ensures the minimum basic requirements and support for social inclusion of the beneficiaries. Key challenges include: incentives for local governments to develop community-based services; transformation of residential institutions, especially for persons with disabilities; improvement of the position of particularly disadvantaged groups, especially through social inclusion of children with developmental disabilities and adults with intellectual and mental health disabilities; support to informal carers and increased support to families taking care of elderly and sick persons; improved access to social protection services in rural, remote areas; as well as increased awareness of the rights of elderly persons.

Legislative and policy framework:

- Law on Social Protection
- Family Law
- Law on Financial Support to Families with Children
- Law on Pension and Disability Insurance
- Law on Compulsory Social Insurance Contributions
- National Social Housing Strategy
- Law on Employment and Unemployment Insurance
- Law on Vocational Rehabilitation and Employment of Persons with Disabilities
- National Employment Strategy 2011–2020
- National Employment Action Plans (adopted on an annual basis)
- Strategy for Social Inclusion of Roma in the Republic of Serbia 2016-2025
- The Second National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia
- Employment and Social Reform Programme

(b) impact assessment questions

- ✓ *Does the option affect access to the labour market or transitions into/out of the labour market?*

Assess the impact of the proposed policy measures and initiatives on the possibility for the most disadvantaged people to enter the labour market. The proposal can have direct effects on the functioning of the labour market, or indirect effects, if for example, it favours the taking up of a job ("making work pay").

- ✓ *Does it lead directly or indirectly to greater in/equality?*

Identify the effects of the policy measures and activities on redistribution. The effects may relate to: resources – the income of the individual/household may be affected by the policy (benefits – monetary or in kind, labour income, pension etc.); expenditure – the policy may affect the level or structure of expenditure on types of goods; prices of relevant consumer goods – some policies may affect the prices of goods which are important for lower income or disadvantaged groups (housing, energy, foodstuffs), and they may also affect costs of important services such as child or old age care, education and health; access to goods and services – financial but also geographical accessibility

should be considered; impacts among different groups – especially the most vulnerable groups (such as people with disabilities, migrants, ethnic minorities, homeless, single parents), including different demographic groups (elderly, family types).

✓ *Does it affect equal access to services and goods?*

The issue of equal access to goods and services is related (i) to the proximity of the goods and services and facilities to the locations where people live and work, the ease with which services and facilities can be accessed, including the length and convenience of opening hours, (ii) to the availability of the goods and services and (iii) to their affordability.

✓ *Does it affect access to services of general economic interest?*

Assess equal access to services, in particular for vulnerable groups/groups facing higher risks of poverty and social exclusion (e.g. people with disabilities, people living in poverty, poorer households, single parent households, migrants, ethnic minorities, older people, children, chronically ill, etc.). Special attention should be given to services of general interest (energy, telecommunications, audio-visual broadcasting and postal services, water supply, waste management, education, health and social services), which are essential for the daily life and ensure social, economic and territorial cohesion. In particular, access to healthcare (including health promotion, disease prevention and treatment) and social and employment policy services (such as social security schemes, social assistance services, social housing, child care or long-term care services, employment and training services) is key for vulnerable groups as these services enhance the capacity of individuals to fully participate in the society and to benefit from equal opportunities.

✓ *Does the option make the public better informed about a particular issue?*

Take into account the effect of the policy measures and initiatives on the availability of information on access to labour market or to goods and services.

✓ *Does the option affect specific groups of individuals, firms, localities, the most vulnerable, the most at risk of poverty, more than others?*

✓ *Does the option significantly affect children, women, disabled people, the unemployed, the elderly, political parties or civic organisations, churches, religious and non-confessional organisations, or ethnic, linguistic and religious minorities, asylum seekers?*

This requires examining the impact of the policy measures and initiatives on specific groups in particular from the point of view of poverty and social exclusion. The problems of groups facing higher risks of poverty and social exclusion (such as people with disabilities, children, migrants, ethnic minorities, homeless people) are translated into unemployment, limited access to education and low access to health-care services, homelessness, with the consequence of further exclusion from society. Furthermore, the most vulnerable groups like children and young people are more at risk of becoming perpetrators or victims of crime, violence and drug abuse. Exclusion may not only be a product of material deprivation but may result from social deprivation - whereby individuals or groups cannot participate in social, economic, political and cultural life.

(c) sources of evidence

- SILC – Statistics on Income and Living Conditions (Statistical Office of the Republic of Serbia) (*collects comparable multidimensional micro-data on an annual basis on income, poverty, social exclusion and living conditions; it also contains a small module on health, including questions on the unmet needs of health care*)
<http://webrzs.stat.gov.rs/WebSite/Public/PageView.aspx?pKey=23>
- Labour Force Survey (Statistical Office of the Republic of Serbia)
<http://webrzs.stat.gov.rs/WebSite/Public/PageView.aspx?pKey=26>
- The Household Budget Survey (Statistical Office of the Republic of Serbia)
<http://webrzs.stat.gov.rs/WebSite/Public/PageView.aspx?pKey=23>

4. Equality of treatment and opportunities, non-discrimination

(a) introduction

This policy domain addresses the issues of gender equality and the prevention and prohibition of discrimination. The legal documents stipulating the equality between women and men entail the

implementation of the principle of equal treatment between men and women in the access to and supply of goods and services, application of the principle of equal treatment between men and women who are self-employed or are engaged in agriculture, introduction of the measures stimulating improved safety and health at work of pregnant women and breastfeeding mothers, introduction of the measures stimulating the reconciliation of professional and family life encouraging fathers to take paternity leave, increasing the share of women in company management boards and other issues.

Legislative and policy framework:

- Law on Gender Equality
- Law on the Prohibition of Discrimination
- Law on Prevention of Discrimination against Persons with Disabilities
- Law on Vocational Rehabilitation and Employment of Persons with Disabilities
- Law on the Use of Sign Language
- Law on Movement Using Guide Dogs
- National Strategy for Gender Equality 2016–2020
- Strategy of Prevention and Protection against Discrimination 2013–2018
- National Strategy for Prevention and Elimination of Violence against Women in the Family and in Intimate Partner Relationships
- Strategy for Social Inclusion of Roma in the Republic of Serbia 2016-2025
- National Strategy for Resolving the Problems of Refugees and Internally Displaced Persons 2015–2020
- Autonomous regulatory bodies whose work is of utmost importance in fighting against discrimination in the Republic of Serbia: Commissioner for Protection of Equality, Ombudsman, Commissioner for Information of Public Importance and Personal Data Protection

(b) impact assessment questions

- ✓ *Does the option affect equal treatment and equal opportunities for all?*

The main area where potential effects should be assessed is the field of employment, in particular: (i) conditions for access to employment, self-employment and occupation; (ii) access to all types and all levels of vocational guidance, including vocational training; (iii) employment and working conditions, including dismissal and pay; (iv) membership of/involvement in an organisation of workers or employers.

- ✓ *Does the option entail any different treatment of groups or individuals directly on grounds of e.g. racial, ethnic or social origin, religion or belief, disability, age or sexual orientation? Could it lead to indirect discrimination?*

Indirect discrimination occurs when an apparently neutral provision, criterion or practice would disadvantage people on the grounds of racial or ethnic origin, religion or belief, disability, age or sexual orientation.

- ✓ *Does the option have a different impact on women and men?*

The assessment of potential policy impacts on gender should take into account the existing differences between women and men that are relevant to the given policy field, in particular in terms of participation rates, distribution of resources, benefits and responsibilities in private and public life, and in the norms/values, attitudes and behaviour that influence gender roles.

- ✓ *Does the option promote equality between women and men?*

Gender mainstreaming entails the integration of the gender perspective in all policies at each stage of policy development — design, implementation, monitoring and evaluation. Equality between women and men should be promoted at all levels and in all policy areas. The Roadmap on equality between women and men mention the following areas: equal economic independence, reconciliation of work, private and family life, equal participation in decision making, fight against gender based violence and trafficking, elimination of gender stereotypes.

(c) sources of evidence

- Gender disaggregated data from various policy areas (Statistical Office of the Republic of Serbia and other entities generating statistical data)

5. Social protection, health, social security and educational systems

(a) introduction

This policy domain addresses social protection and health (long-term care, pensions, health care); coordination of social security schemes (offering solutions to cross-border problems that may arise, while adhering to the principle of equal treatment regardless of nationality); education and training (knowledge, and the innovation it triggers, are society's most valuable assets); free movement of workers.

Legislative and policy framework:

- Law on Health Care
- Law on Pension and Disability Insurance
- Law on the Central Registry of Compulsory Social Insurance
- Law on Voluntary Pension Funds and Pension Plans
- Law on the Foundations of the Education System
- Law on Preschool Education
- Law on Primary Education
- Law on Secondary Education
- Law on Higher Education
- Law on Adult Education
- Strategy for Development of Education in Serbia until 2020
- Employment and Social Reform Programme
- Bilateral social insurance agreements (concluded with 28 countries, 19 of which are European Union Member States)
- Law on Employment and Unemployment Insurance
- Law on Employment of Foreigners
- Law on Conditions for Secondment of Employees to Temporary Work Abroad and Their Protection

(b) impact assessment questions

- ✓ *Does the option have an impact on services in the areas of social protection, social security, health protection and education in terms of their quality and access to them?*
- ✓ *Does it affect the financing and organisation of social, health and education systems?*

Social services are engaged in a process of modernisation, characterised by increased outsourcing of public tasks to the private sector. In this context, policy measures and initiatives may affect the way public authorities organise and finance such services, which could in turn have consequences for the application of competition and internal market rules to these services. Measures concerning initiatives in these areas will therefore have a direct impact on the way health, social and educational services are organised, financed and provided and thus also on their quality, their sustainability and access to them. This examination in particular concerns health care services and education in certain counties, since consideration should be given to the variety of situations between counties – some infrastructure and services that are commonplace in some counties are not widely available in others (e.g. specialised hospitals).

- ✓ *Does it have an effect on the education and mobility of workers?*

Assess the impact of proposed policy measures and initiatives on the mobility of workers. There is both a demand for mobility, expressed by firms and institutions which are interested in allocating their employees according to their needs; and a supply of mobility, expressed by workers themselves. Examples of policies favouring geographical mobility are measures reducing the costs of communications, transportation and housing; and regulatory measures reducing institutional barriers to the movement of production factors.

- ✓ *Does the option affect the access of individuals to public/private education or vocational and continuing training?*

Assess the impact of proposed policy measures and initiatives on the provision and quality of education. Special focus should be on higher education, which is important for developing a specialised workforce that can contribute to society and the development of a sustainable economy.

(c) sources of evidence

- Institute of Public Health of Serbia “Dr Milan Jovanović Batut” <http://www.batut.org.rs/>
- ECHI – European Core Health Indicators http://ec.europa.eu/health/indicators/echi/index_en.htm and <http://www.healthpowerhouse.com/en/news/euro-health-consumer-index-2015/>
- Education Area (Statistical Office of the Republic of Serbia) <http://webrzs.stat.gov.rs/WebSite/Public/PageView.aspx?pKey=1>
- Adult Education Survey (Statistical Office of the Republic of Serbia)
- Data on expenditure and receipts in the field of social protection (Statistical Office of the Republic of Serbia) (*ESSPROS methodology by EUROSTAT*)
- SILC – Statistics on Income and Living Conditions (Statistical Office of the Republic of Serbia) (on an annual basis, the survey contains a small module on health, including questions on the unmet needs of health care) <http://webrzs.stat.gov.rs/WebSite/Public/PageView.aspx?pKey=23>
- Issued work permits for employment of foreigners (National Employment Service)

6. Public health and safety

(a) introduction

This policy domain addresses organisation and delivery of health services and medical care and/or situations of major health threats and issues with a cross-border or international impact, such as pandemics and bioterrorism.

Legislative and policy framework:

- Law on Health Insurance
- Law on Health Care
- Law on Patients’ Rights
- Law on the Protection of Persons with Mental Health Disabilities
- Law on the Exercise of Rights to Social Protection of Children, Pregnant Women and Mothers of New-born Children
- Law on Air Protection
- Law on the Ratification of the Agreement among the Member States of the South-Eastern European Health Network on the Host Country Arrangements on the Seat of the Secretariat of South-Eastern European Health Network
- Strategy on HIV Infection and AIDS
- The National Strategy for Incorporation of the Republic of Serbia into Clean Development Mechanism under the Kyoto Protocol for the Waste Management, Agriculture and Forestry Sectors

(b) impact assessment questions

- ✓ *Does the option affect the health and safety of individuals/populations, including life expectancy, mortality and morbidity, through impacts on the socio-economic environment (working environment, income, education, occupation, nutrition)?*

Impacts on public health and safety comprise impacts on general public health systems (affecting resource costs/expenditure in the health care sector) and impacts on the health of the individual (changing people’s quantity and quality of life). Impacts on individuals are classified³ as diseases⁴ and risk factors⁵.

³ WHO breakdown

⁴ Communicable diseases (tuberculosis, HIV/AIDS, Diarrheal diseases, measles, malaria etc.); non-communicable diseases (cancers, diabetes mellitus, mental diseases, heart diseases, cerebrovascular disease etc.); injuries (road traffic accidents, workplace injuries, self-inflicted injuries, violence etc.).

⁵ Childhood and maternal under nutrition; other nutrition-related risk factors and physical activity (high blood pressure, high cholesterol, overweight and obesity; low fruit and vegetable intake, physical inactivity); addictive substances (smoking, alcohol use, illicit drug use); sexual and reproductive health (unsafe sex, non-use and use of ineffective methods of contraception); environmental risks (unsafe water, sanitation and hygiene, urban air pollution, indoor smoke from household use of solid fuels etc.); other selected risks (contaminated injections in health care setting, child sexual abuse, women’s health, eating disorders).

- ✓ *Does the option increase or decrease the likelihood of health risks due to substances harmful to the natural environment?*

Only safe consumer products are placed on the market. This principle applies equally to food as well as non-food consumer products and covers both biological and chemical safety.

- ✓ *Does it affect health due to changes in the amount of noise, air, water or soil quality?*
- ✓ *Will it affect health due to changes energy use and/or waste disposal?*
- ✓ *Does the option affect lifestyle-related determinants of health such as diet, physical activity or use of tobacco, alcohol, or drugs?*

Tackling major health determinants is of great potential for reducing the burden of disease and promoting the health of the general population. Life-style related health determinants are multi-dimensional (some health issues share the same determinants such as tobacco, alcohol, and nutrition) and multi-causal (they can be determined by general economic conditions, socio-economic differences, cultural aspects, individual behaviour differences in health care and health systems and differences in other policies). In addition, health problems can be life-situation specific e.g. in childhood or in old age, but they can also be strongly linked to cultural aspects. In addition, socio-economic factors are an important reason for variations in health. In your impact assessment you should, therefore, try to elaborate which parts of the problem can actually be tackled by policy measures and which parts are determined by individual choices. Depending on the situation, action focussed on a specific disease or on a specific determinant can be justified. Equally, population group or setting specific actions, which simultaneously address all relevant health determinants, can be the most efficient approach in many situations.

- ✓ *Are there specific effects on particular risk groups (determined by age, gender, disability, social group, mobility, region, etc.)?*

Socio-economic status is an important determinant of health status. People who are poorer, less well educated or who have a lower status job tend to have poorer health. Improving health and tackling health inequalities is a goal in itself but it is also an important requirement for further economic development.

(c) sources of evidence

- Institute of Public Health of Serbia “Dr Milan Jovanović Batut” <http://www.batut.org.rs/>
- ECHI – European Core Health Indicators http://ec.europa.eu/health/indicators/echi/index_en.htm and <http://www.healthpowerhouse.com/en/news/euro-health-consumer-index-2015/>

Annex

Questions by policy domains, which can help you assess social impacts of the ERP 2017 Priority Structural Reforms

Employment and labour market

- ✓ Does the option facilitate new job creation?
- ✓ Does it lead directly to job losses?
- ✓ Does it have specific negative consequences for particular professions, groups of workers, or self-employed persons?
- ✓ Does it affect particular age groups?
- ✓ Does it affect the demand for labour?
- ✓ Does it have an impact on the functioning of the labour market?

Standards and rights related to job quality

- ✓ Does the option impact on job quality?
- ✓ Does the option affect the access of workers or job-seekers to vocational or continuous training?
- ✓ Will it affect workers' health, safety and dignity?
- ✓ Does the option directly or indirectly affect workers' existing rights and obligations, in particular as regards information and consultation within their undertaking and protection against dismissal?
- ✓ Does it affect the protection of young people at work?
- ✓ Does it directly or indirectly affect employers' existing rights and obligations?
- ✓ Does the option facilitate or restrict restructuring, adaptation to change and the use of technological innovations in the workplace?

Social inclusion and protection of particular groups

- ✓ Does the option affect access to the labour market or transitions into/out of the labour market?
- ✓ Does it lead directly or indirectly to greater in/equality?
- ✓ Does it affect equal access to services and goods?
- ✓ Does it affect access to services of general economic interest?
- ✓ Does the option make the public better informed about a particular issue?
- ✓ Does the option affect specific groups of individuals, firms, localities, the most vulnerable, the most at risk of poverty, more than others?
- ✓ Does the option significantly affect children, women, disabled people, the unemployed, the elderly, political parties or civic organisations, churches, religious and non-confessional organisations, or ethnic, linguistic and religious minorities, asylum seekers?

Equality of treatment and opportunities, non-discrimination

- ✓ Does the option affect equal treatment and equal opportunities for all?

- ✓ Does the option entail any different treatment of groups or individuals directly on grounds of e.g. racial, ethnic or social origin, religion or belief, disability, age or sexual orientation? Could it lead to indirect discrimination?
- ✓ Does the option have a different impact on women and men?
- ✓ Does the option promote equality between women and men?

Social protection, health, social security and educational systems

- ✓ Does the option have an impact on services in the areas of social protection, social security, health protection and education in terms of their quality and access to them?
- ✓ Does it affect the financing and organisation of social, health and education systems?
- ✓ Does it have an effect on the education and mobility of workers?
- ✓ Does the option affect the access of individuals to public/private education or vocational and continuing training?

Public health and safety

- ✓ Does the option affect the health and safety of individuals/populations, including life expectancy, mortality and morbidity, through impacts on the socio-economic environment (working environment, income, education, occupation, nutrition)?
- ✓ Does the option increase or decrease the likelihood of health risks due to substances harmful to the natural environment?
- ✓ Does it affect health due to changes in the amount of noise, air, water or soil quality?
- ✓ Will it affect health due to changes energy use and/or waste disposal?
- ✓ Does the option affect lifestyle-related determinants of health such as diet, physical activity or use of tobacco, alcohol, or drugs?
- ✓ Are there specific effects on particular risk groups (determined by age, gender, disability, social group, mobility, region, etc.)?